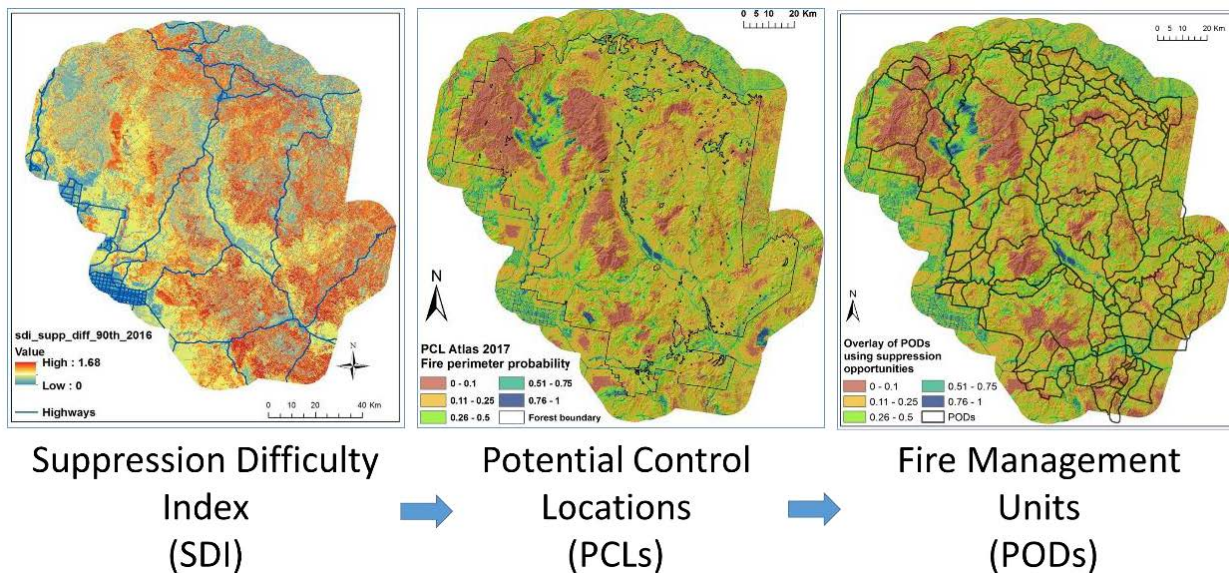




Integrated Land Management: A Rogue Leadership Forum and All Lands Workshop April 2019

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Executive Summary

Unprecedented fire and smoke impacts across Jackson, Josephine, and Curry Counties have galvanized public and political will to address fire issues. The Southern Oregon Forest Restoration Collaborative (SOFRC) responded to this by hosting a leadership forum and workshop to focus on needed proactive fuels treatments and advanced wildfire planning. These elements are considered critical for achieving the three central objectives of the National Cohesive Wildland Fire Management Strategy: fire adapted communities, safe and effective wildfire response, and resilient landscapes.

The Southern Oregon Forest Restoration Collaborative and partners planned the meetings in part to highlight the Rogue Basin Cohesive Forest Restoration Strategy (RBS) developed by SOFRC. That strategy provides a vision of a strategic approach which can catalyze co-aligned investment toward integrated land management that accounts for fire, conservation of diverse habitats, climate adaptation, and human well-being. The State of Oregon supports this middle-path forward and has funded the Rogue Forest Restoration Initiative (RFRI) based on the RBS. This bold effort will implement demonstration projects in six geographies across the Rogue Basin, integrating strong efforts in outreach, engagement, and broad-based collaboration to chart a new course for land management in the region.

The design of the Leadership Forum provided a venue for staff and elected leaders in federal, tribal, state, county, and local governments to share their views on integrating fire and land management. The All Lands Workshop provided a more technical venue to share emerging approaches for robust collaborative land management, and to serve as a launch platform for the Rogue Forest Restoration Initiative. A key outcome was the collaborative development of Potential wildfire Operational Delineations (PODs). This exercise began drawing anticipated wildfire control lines, collaboratively mapping a proactive approach to planning and implementing treatments in the right places and informing wildfire fire responses with data and understanding developed before fires start.

Participation was robust and broad-based with 146 participants in the leadership forum and 104 participants in the All Lands Workshops. A broad base of elected officials participated in the leadership forum, including commissioners from Jackson, Josephine, and Curry counties as well as elected officials and staff from tribes, city government, state, and federal legislatures. Leaders from the local federal land management agencies, Rogue Valley Fire Chiefs, rural fire districts and organizations representing conservation, business, industry, climate change, and social justice, as well as others also participated. Participation in the All Lands Workshop was composed of similar partner groups but shifted to specialists and community stakeholders.

Strong participation by the tribes, coordinated by Lomakatsi Restoration Project, produced a historic tribal influence at the leadership forum and highlighted significant potential for tribes and land managers to co-invest and co-manage in work on ancestral tribal lands. Tribal land management professionals and eco-cultural restoration practitioners shared their knowledge of living with and utilizing fire as a place-based ecological management tool. Indigenous fire use was highlighted throughout both events and the Traditional Ecological Knowledge of the tribes was honored, including how fire can be carefully applied to the land to benefit wildlife habitat, promote food security by ensuring a diverse and productive landscape, and decrease disease and hazardous fuels.

The strength of broad coalitions co-investing toward shared objectives was a key theme throughout both events. Presenters emphasized how the magnitude of land management challenges is made more extreme by climate change. These events, convened by the SOFRC and Rogue Forest Restoration Partners, represent the strong appetite, shared across broad partner groups, for actively engaging in proactive wildfire planning, forest thinning, and controlled burning to ensure a better future for people and forests of the Rogue Basin.

Context

The Southern Oregon Forest Restoration Collaborative (SOFRC) is leading an ambitious effort to promote land management that integrates fire management, conservation, climate adaptation, and resilient communities across the Rogue River Basin. In 2017 the SOFRC and partners articulated a middle path forward with the Rogue Basin Cohesive Forest Restoration Strategy (RBS; <https://www.sofrc.org/restoring-the-rogue-basin>); a 20-year vision for collaborative, science-based land management in the Rogue Basin with an analysis of costs and benefits of completing the work.

Core to the strategy is a collaboratively derived quantitative wildfire risk assessment which assists project prioritization by evaluating the potential reduction in wildfire risk to high value resources and assets. Correspondingly, the fire and emergency managers adopted the risk assessment and the RBS to make it central to the Rogue Valley Integrated Fire Plan (<https://arcg.is/OCTHH>). This integration of collaborative restoration principles with community wildfire concerns charts a new course for Rogue Basin land management aligned well with leadership direction from tribes, local government and the federal agencies. This work also aligns with the National Cohesive Wildland Fire Management Strategy, an interagency strategy to address the emerging reality of increasingly connected and fire-prone landscapes. Quantitative wildfire assessment and proactive wildfire planning are key tools that the National Cohesive Strategy, supported by the Forest Service Wildfire Risk Management Science Team (<https://www.fs.fed.us/rmrs/groups/wildfire-risk-management-science-team>), are bringing to proactive fire management planning.

To facilitate integrating restoration of climate adapted, diverse forest landscapes with fire planning and suppression response, and to take a logical next-step in developing methods for implementing the RBS, the SOFRC convened the Rogue Leadership Forum and All Lands Workshops. These events were an opportunity

to broaden and diversify the SOFRC partner base, particularly by engaging the counties and the tribes, and re-engage with local federal agency leadership in which there has been significant recent turnover. The leadership forum introduced proactive forest and fire management planning principles and provided a platform for the Oregon Watershed Enhancement Board (OWEB) to highlight their investment in the Rogue Forest Restoration Initiative (Appendix 1). The All Lands Workshop, convened largely technical partners to share understanding about land and fire management planning, and begin collaboratively drawing fire management maps - Potential wildfire Operational Delineations (PODs) for proactive treatments and fire response.

Rogue Gathering of Partners and Leadership Forum

At the Leadership Forum 146 representatives from diverse partner groups: tribes, local, state, and federal land managers, engaged partners and the fire research community explored ways to co-align investment toward shared land management objectives in a fire-prone landscape (agendas Appendix 2). This event was perhaps the largest Native American engagement with land managers on tribal ancestral lands in the Rogue Basin since their forced displacement in the 1850s. Their presence and role on these landscapes since time immemorial and current federal consultation rights to their ancestral land bases (Executive Order 13175, November 2000) provide cause to celebrate their participation and increasing engagement with land co-management. The Leadership Forum generated some local media (Appendix 3) particularly elevating tribal participation.

The SOFRC and partners assembled a planning team for the forum and workshop with representatives from each of the partner organizations in the Rogue Forest Restoration Initiative (RFRI, Appendix 1) as well as Klamath Siskiyou Wildlands. The planning team developed a set of goals, below.

Leadership Forum Goals

- 1) Demonstrate and strengthen cohesive leadership
- 2) Catalyze bold, proactive action across all lands
- 3) Expand shared vision, investment, and risk ownership
- 4) Energize and broaden partnerships with diversity, equity, and inclusion
- 5) Highlight successful projects and approaches
- 6) Explore funding mechanisms and economic considerations
- 7) Explore the Rogue Basin Strategy and the Rogue Forest Restoration Initiative
- 8) Advance workforce capacity and community business infrastructure

To build appreciation of diverse stakeholder views, to align expectations, and facilitate greater dialogue, 71 leaders and land management allies were convened by invitation to a roundtable discussion and luncheon in advance of the Leadership Forum. This broad mix of leaders were asked in small group settings to share their vision for the future of forests and communities in the Rogue Basin and what solutions and resources they considered were available to implement this vision. Following is a summary of key points made by this group of leaders from notes taken by eight facilitators (the planning team) and then summarized and synthesized for clarity.



Roundtable Participants

Roundtable Discussion Synthesis

- Vision of future Rogue Basin forests and communities

Ecologically, the Rogue Basin will be a climate-adapted landscape composed of a matrix of open, clumpy, young and old forests that supports human needs, enduring diverse habitats and provides a landscape where fire response is safe and effective.

Durability of future management is maintained by broad groups of partners implementing a proactive, cohesive, sustainable all-lands management approach that operates at long-term and large spatial scales to support human needs. Tribal partners are engaged meaningfully in land management and they participate to convey traditional ecological knowledge including, cool burning, subsistence, and medicinal plants so that these approaches and values are integrated into land management on their ancestral lands. All partners, including forest workers are treated with equality and respect.

Future land management is integrated and takes full responsibility for managing current and future wildfire risks to communities, including those on the coast. All tools are utilized including outreach, zoning, regulation, forest thinning, prescribed fire, grazing, mowing, planting, and safe and effective fire suppression. Burning is managed in all seasons to attain a range of fire effects at a meaningful scale. Integration of conservation with human needs (e.g. health, water, clean air, recreation, and healthy economies) increases efficiencies while minimizing negative fire effects, such as smoke and wildfire risk transferred to the future. Project development is efficiently integrated with implementation and monitoring to achieve a pace and scale that will lead to meaningful landscape improvement.

Long-term sustainable funding for planning, implementation and incorporating adaptive management across all lands provides economic viability for proactive management in the Rogue Basin. Mechanisms for partner co-investment in shared objectives are streamlined and a robust local industry is supported.

Proactive pre-fire analysis and relationships reduce reactive responses and crisis-driven decision making. This increases effective knowledge transfer to external Incident Management Teams and incoming personnel. Post-wildfire management considers and provides for future ecosystem services, but proactive pre-fire management is prioritized because it is more cost efficient and protects existing values. All tools are utilized to successfully adapt forests and communities to fire, though some groups emphasized particular tools, e.g. a primary emphasis on suppression resources and access to wilderness.

- Solutions and Resources

Broad-based collaboration enables co-investment toward shared objectives across the checkerboard of private and federally managed lands. With shared values and objectives, diverse partner groups, tribal partners and local municipalities can engage in transparent management of the landscape to maintain forest values, resilient communities and robust industry. This effectively links ecological, social, and economic issues. Developing partner trust and transparency facilitates shared risk management and decision making to prepare partners for unintended consequences and enable rapid recovery when things go wrong.

Local and federal networks increase awareness about treatment effectiveness to raise funding and sharing costs for forest management. Co-investment increases efficiency with the potential to leverage funding from diverse sources, including:

- a. United States Forest Service (USFS), Joint Chiefs, Natural Resources Conservation Service (NRCS), Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), P.L. 93-638, FEMA, State, Municipalities, Counties, and Foundations
- b. Continue use of authorities in the Farm Bill, such as Good Neighbor Authority, now available to tribes as well as states,

and Collaborative Landscape Forest Restoration Authority

- c. Stewardship Agreements enable and align partner co-investment and collaboration
- d. The purpose of the Stewardship authority is to use byproducts to pay for restoration. In the Rogue Basin, timber sale receipts may not support all the work that is needed
- e. Broad use of KV funds for burning and across administrative units

Efficiency and effectiveness are expected to improve with an all-lands integrated treatment approach to protecting communities, local economies, and landscapes. Integrating wildfire suppression considerations with pre-fire management improves eventual suppression effectiveness and safety. Collaboratively developing spatially-explicit fire plans builds trust by working through fire management scenarios outside of fire season. While proactive management is a priority, post-fire rehabilitation also represents an opportunity to more strongly address climate adaptation.

Fuel reduction treatments are primary tools integrated into restoration and climate adaptation management and are implemented at effective scales to enable safe and effective fire suppression. Treatments are maintained by burning across multiple seasons and informed strategically to maximize the likelihood of success while balancing short- and long-term risks. With predictable work and sustainable funding, a year-round workforce contributes to healthy communities and maintains the industry capacity needed to sustain and maintain desired landscape conditions.

Support for prescribed fire outside of fire season is robust. The revised Oregon smoke management rules enable more prescribed fire and better community awareness of smoke impacts. Management in wilderness, possibly prescribed burning, is considered.

Leadership Forum Highlights

During the luncheon *Matt Donegan, chair of the Governor's Council on Wildfire Response* described actions taken by the state of Oregon. The State's efforts mirror the National Cohesive Wildfire Management Strategy, grounded in wildfire response, landscape resilience, and fire resilient communities. The Wildfire Response Council acknowledges that all Oregonians are affected by wildfire and smoke, and the Council is striving for a paradigm shift in our approach. Through the Council the State will prioritize resources and simultaneously work to grow the pie by co-investing in work that supports multiple co-benefits, such as that demonstrated in the Ashland watershed. Along with public investments, public purpose supported by right-sized private enterprise is expected to be part of the solution.

Estelle Bowman, Assistant Director of the USFS Office of Tribal Relations described how tribes are exercising rights and tools as sovereign nations to engage in shared stewardship on their ancestral lands. Increasingly land managers and governments recognize the relevance of tribes in land management and their legal rights as sovereign nations. "Shared Stewardship" concepts of the USFS emphasize opportunities for tribes to engage in land management through Good Neighbor Authority, and Public Law 93-638 for self-determination, and contracting authority. The Forest Service 2014 planning rule also opened up opportunities to integrate Traditional Ecological Knowledge into Forest Planning. Pilot projects across the U.S. demonstrate USFS and tribes learning to work better together.

The full Rogue Leadership Forum was convened with a welcome to tribal ancestral lands by *Taowhywee, Agnes Baker Pilgrim, Takelma Indian Elder* and member of the *Confederated Tribes of Siletz Indians*. Local land managers from the Rogue River-Siskiyou National Forest (RRS), Medford District Bureau of Land Management (MBLM), Rogue Valley Fire Chiefs, NRCS, Oregon Department of Forestry (ODF), and Jackson County then

provided context for how the organizations they represent are stepping up to the challenge of fire and smoke in the Rogue Valley. Along with acknowledging the pervasive threat of another harsh fire season, chief themes were the importance of broad partnerships and co-investment toward shared objectives to effect change at meaningful scales.



Leadership Forum Tribal Panel

The State of Oregon, represented by *Meta Lofftsgaarden, Executive Director of the Oregon Watershed Enhancement Board (OWEB)*, and *Matt Donegan* expressed the state's awareness that smoke and fire are primary issues of our time and described how state agencies are co-investing in restoring dry-forest landscapes and protecting communities, in ways which conform with the National Cohesive Wildland Management Strategy. The state has invested seed money for a cohesive strategy in the Rogue Basin, by funding the Rogue Forest Restoration Initiative as a means to demonstrate strategic solutions and catalyze co-investment.

Prior planning is critical to improve fire suppression outcomes. *Dave Calkin and his colleagues at the USFS Rocky Mountain Research Station*

(<https://www.fs.fed.us/rmrs/groups/wildfire-risk-management-science-team>) are at the forefront of developing quantitative solutions for risk management. In a plenary, he highlighted the new fire environment with elevated fuels and climate conditions driving extreme fire behavior, and correspondingly increased risk to fire fighters. Pre-fire planning and analytics underpin strategic resource allocation toward the objectives of the National

Cohesive Wildfire Management Strategy and quantitative risk assessment and spatial fire planning, with the development of Potential wildfire Operational Delineations (PODs) are key to synthesizing the analytics and driving discussions. The leadership forum and the follow-up workshops are part of the collective work to determine how we share fire risks and costs across the Rogue Basin.

An inter-tribal panel, representing a historic gathering of *Native American leaders* here, presented how tribal sovereign nations are engaging with the United States government to leverage resources and perspectives toward shared stewardship on their ancestral lands. Tribes from the Rogue Basin historically stewarded this landscape with fire, but they were displaced in the 1800s to many places. Success stories were shared from neighboring tribes, and the role of open communication, respect, and co-investment toward shared objectives for the greatest good were identified as ingredients for success. The *Klamath Tribes* and *Siletz Tribe* described how they are leading the way in innovative models of co-management that influences historical data driven, strategic, active and adaptive management in the spirit of shared stewardship and co-investment. *Merv George, Jr. RRS National Forest Supervisor*, as a member of the *Hoopa tribe*, brings significant experience integrating tribal values into land management. Over-arching themes included the importance of engaging at a governmental level and developing trust prior to applying traditional ecological knowledge.

A panel of *local and federal land managers*, along with a representative from a regional timber industry association found that co-investment toward shared objectives of safe communities, clean air, and resilient landscapes is possible and necessary. Shrinking budgets, challenged timber infrastructure and the new fire environment all elevate the need to do proactive work in forests and communities. A common sense of purpose and a means for aligning partners toward shared vision can

overcome current limits on proactive management.

The final panel, where *state and federal land managers convened with a regional environmental non-profit, Western Environmental Law Center, local restoration non-profit, Lomakatsi Restoration Project, and the USFWS* offered up solutions. Chief among them was engagement and collaboration, which regionally has led to durable management solutions. The Rogue Forest Restoration Initiative is an attempt to assemble the right people, at the right time, in the right place, for the right reasons. Catalyzed by the current sense of urgency, facilitated by collaborative vehicles such as Good Neighbor Authority, Master Stewardship Agreements, OWEB Focus Investment Partnerships, US Fish and Wildlife Service (USFWS) Partners Program, and NRCS EQUIP, partners are forming zones of agreement and following the science to shared stewardship across all lands.

Leadership Forum Participants

To prepare for the Leadership Forum and contribute to the round tables, 71 leaders attended the Gathering of Partners. Of those, 26 identified with a federal agency, 11 with tribes, 10 with a conservation organization, and the other representatives were from collaboratives, academia, business, counties, elected leaders, industry, rural fire, small woodlands, and watershed councils (Figure 1). After the luncheon they were joined by 75 additional leaders, for a total 146 participants (Appendix 4). Again, just under half were federal, with 21 from conservation groups, 11 from the tribes, and the remainder more evenly distributed from other communities (Figure 2). Invitations for these events were relatively broad, going to 370 leaders representing wide ranging interests across the Rogue Basin.

Federal officials were predominately from the RRS and MBLM, but included participants from the National Park Service, NRCS, USFWS, and neighboring National Forests, notably with seven from the Klamath National Forest. The emergency coordinators

Gathering of Partners
- 71 Attendees

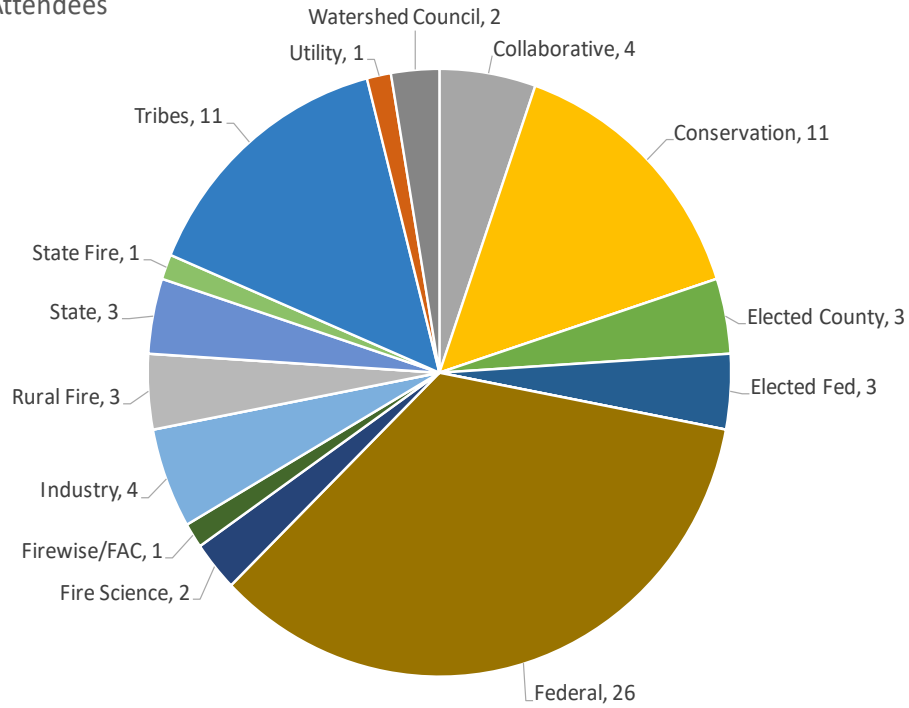


Figure 1: The 71 Participants in the Gathering of Partners in the morning of April 2nd.

Leadership Forum
- 146 in attendance

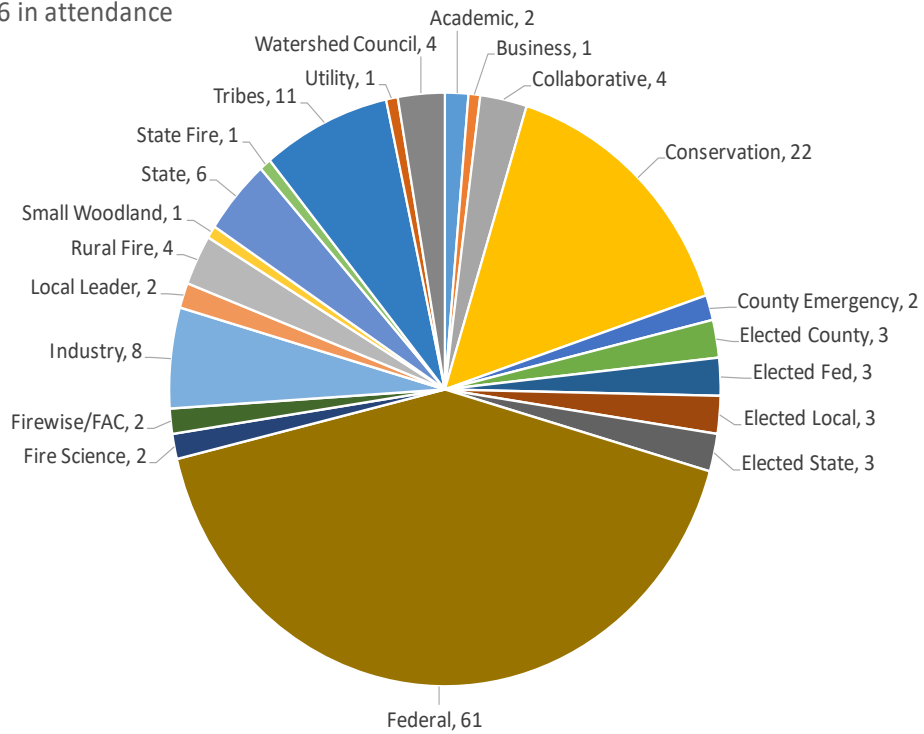


Figure 2: The 141 Participants in the Rogue Leadership Forum in the afternoon of April 2nd.

for Jackson and Josephine Counties participated. Rural fire districts were represented by the Rogue Valley Fire Chiefs, Ashland Fire and Rescue, Grants Pass Fire Department, and Jackson County Fire District 3.

Tribal representation was strong, with participants from the Confederated Tribe of the Siletz Indians, Cow Creek Band of the Umpqua Tribe of Indians, Karuk Tribe, The Klamath Tribes, the Lomakatsi Restoration Project Tribal Partnership Manager, the NRCS Tribal Relations Staff, Pit River Tribe, Takelma, Tolowa Dee-ni' Nation, Navajo Nation, USFS Office of Tribal Relations, the Yurok Tribe, and the Hoopa Valley Tribe. While invited, there were no representatives from the Confederated Tribes of the Grande Ronde and the participation from the Cow Creek Tribe was limited to the Rogue Leadership Forum. Lomakatsi Restoration Project led coordination and outreach to tribes through the Tribal Ecosystem Restoration Partnership Program with support from Meyer Memorial Trust.

Conservation groups were heavily represented with participants from Applegate Watershed Council, Applegate Neighborhood Network, My Southern Oregon Woodlands, Friends of the Kalmiopsis, Jackson County Soil and Water Conservation District, Klamath Bird Observatory, Klamath-Siskiyou Wildlands, Lomakatsi Restoration Project, Native Fish Society, Northwest Forest Workers Association, Rogue Basin Partnership, Rogue River Watershed Council, Southern Oregon Climate Action Now, Southern Oregon Land Conservancy, The Nature Conservancy, and the Western Environmental Law Center. A small subset of conservation organizations who have been challenged the RBS and its proponents were invited, but none chose to attend.

Industry was represented by American Forest Resource Council, Forest Energy Group, Grayback Forestry, Murphy Plywood, Boise Cascade, and Southern Oregon Timber Industry Association.

Elected leaders included county commissioners from Curry, Jackson, and Josephine County, as well as staffers with three

US Congressional offices, one city councilor, and three state elected officials. The state of Oregon was relatively well represented with Governor's Regional Solutions Team, Oregon Watershed Enhancement Board, the Chair of the Governor's Wildfire Council, and local and state level ODF participation.

Rogue Basin geographies were represented, with participants from Prospect to Gold Beach with especially strong representation from the Bear Creek, Applegate and Illinois Valleys. Regional partners, such as the Western Environmental Law Center, and State ODF and OWEB personnel traveled from the Willamette Valley. Tribal partners traveled the farthest, for example coming from the Siletz Reservation 250 miles away, from Montana, and from Washington D.C.

Leadership Forum Feedback

Written and electronic feedback forms were distributed to all participants and 38 responses were received. On a scale of 1-5, with 5 as the best and 1 as the worst, the feedback forms found the meeting, logistics, speakers, content and dialogue to be of high quality. The most common ranking (16 responses) was a 5, followed by 14 rankings of 4. The average score was 4.1 and the median was 4.

The inclusion of tribal perspectives and strong tribal presence was frequently praised. The broad nature of collaboration and significant effort that went into convening multiple perspectives was also appreciated. Participants frequently mentioned that the science quantifying wildfire risk and effort to proactively engage with wildfire management was new and exciting.

The primary criticism was a desire for a format with more two-way information exchange. Some participants wanted to see greater emphasis on initial attack as the primary solution to smoke and fire management, contributing to a handful of comments that perceived the meeting as overly-focused on thinning and burning as a solution to smoke and fire. Issues that were flagged as deficiently addressed included climate change, the role of

forests for storing carbon, and workforce equity.

Multiple respondents mentioned additional partners groups to include: the general public, health services, youth, and wilderness advocates. The small representation from ODF was noted, as was a perception of a relatively small contingent from the timber industry.

All Lands Workshop

This technical workshop, April 16th and 17th of 2019, focused on highlighting emerging tools and approaches for developing land management projects (agenda with links to presentations in Appendix 5). After augmenting shared understanding of emerging tools and cutting-edge new spatial fire planning approaches we collaboratively mapped PODs. The POD concept was supported both for its utility in proactive planning and its potential role in informing fire suppression responses. Panels elevated successful approaches and tools and helped launch the Oregon Watershed Enhancement Board funded Rogue Forest Restoration Initiative.

Goals

- 1) Highlight successful projects and approaches for integrating land and fire management
- 2) Build shared understanding of emerging tools and improved spatial fire planning
- 3) Energize and broaden partnerships with diversity, equity, and inclusion
- 4) Collaboratively map Potential wildfire Operational Delineations (POD) for proactive treatments and fire response
- 5) Explore the Rogue Basin Strategy and the Rogue Forest Restoration Initiative

All Lands Workshop Highlights

Day 1

Representatives from the Confederated Tribes of Siletz Indians, RRS National Forest, MBLM, ODF, USFWS, NRCS and the Rogue Valley Fire Chiefs Association welcomed participants to the first day of the workshop. They jointly highlighted the capacity challenges that everyone hopes to mitigate through collaboration and co-investment in shared landscape objectives.

A series of talks followed, focused on new approaches for aligning active management to benefit people and nature. The talks elevated the reality that fire unites otherwise disparate disciplines, such as wildlife



All Lands Workshop learning about Quantitative Wildfire Risk Assessment

conservation and community protection, and that smoke makes more tangible the connection between human communities and the wildlands.

Kerry Metlen with The Nature Conservancy gave a presentation on how the RBS is a tool that makes integrates wildfire risk, endangered species recovery, climate adaptation, landscape resilience, and fire adapted communities into a single concept (PowerPoint <https://tnc.box.com/s/ie8pxvd08wh9tpoq2wt7hzfb4dv4sqrm>). With the RBS, the SOFRC has provided a context for understanding the urgent scope of work needed in the Rogue Basin, as well as the costs and benefits of investing in that work (<https://www.sofrc.org/restoring-the-rogue-basin>). By integrating across values, multiple parties have a stake in achieving the outcomes of the work so that co-investment is more effectively leveraged. The RBS is attracting a wider coalition, and recent OWEB funding for the RFRI, and of the forum and workshops have elevated conversations about shared objectives. The realignment of how maps of priorities and risk can be drawn to more intentionally incorporate wildfire suppression control lines (PODs) was emphasized.

Rick Stratton, USFS, gave a deep dive into the Pacific Northwest wildfire risk assessment (PowerPoint <https://tnc.box.com/s/7uf0qobna7dfbhcdywr5aba4x8wuyn6i>) and *Theresa Alcock, ODF*, gave a demonstration of the new interface for interacting with the data through the Oregon Wildfire Explorer. Key to this meeting's success is that at the time of the meetings, fire was not actively burning in the Rogue Basin, providing an opportunity for meaningful dialog and the ability to plan for how fires are managed. The Pacific Northwest Risk Assessment is an effective tool for prioritizing resources for both proactive and fire management and suppression, but planners need to have access to the data and there needs to be shared understanding among partners about risk assessment inputs, outputs, and utility. The.

Chris Chambers with the Rogue Valley Fire Chiefs and John O'Connor of ODF stand behind the Rogue Valley Integrated Fire Plan and Jackson County has hosted a web-based interface for the Integrated Fire Plan <https://arcg.is/05Gi00>. The Integrated Fire Plan provides a strong framework for prioritizing projects and channeling funding to work in the Rogue valley, but efforts to do so are limited in the absence of a fire plan coordinator. There is strong potential for batch and programmatic consultation to increase efficiencies, particularly in the context of restoration projects with similar design elements.

Jan Johnson, USFWS, gave a presentation on the importance of early coordination with US Fish and Wildlife Service to reduce conflict between urgently needed active management and endangered species, with acknowledgement of the increased threat that uncharacteristic severe fire poses to recovery of those species (PowerPoint <https://tnc.box.com/s/ohd0qx969jzxw8wnxj7ruigylfcp2q9w>). Successful projects were shared where Northern Spotted Owl recover has been integrated with other objectives in the Rogue Basin and some common themes were focusing on landscape topographic context to guide treatment placement and using stand modeling software (e.g. Forest Vegetation Simulator) to help US FWS staff understand treatment outcomes.

Bill Kuhn, USFS, presented on how climate change impacts and climate adaptation are critical components of integrated land management (PowerPoint <https://tnc.box.com/s/30tgv5y8t5ftc3gh8pprfo9p7806jzi>). Bill also demonstrated emerging tools and approaches for doing so. The Southwest Oregon Adaptation Partnership <http://adaptationpartners.org/swoap/> and the tools aggregated by this science-management partnership were highlighted and discussed. This includes a Federal climate vulnerability assessment which is nearly published for southwestern Oregon.

Fire was a critical tool for maintaining Native American landscapes and increasingly

administrative and funding tools (e.g., P.L. 93-638) are being developed and utilized to allow greater integration of tribal perspectives on their ancestral lands. *Marko Bey* and *Belinda Brown*, *Lomakatsi Restoration Project*, along with *Robert Kentta*, *Confederated Tribes of Siletz Indians*, and *Bill Tripp*, *Karuk Tribe*, presented participants with examples of how interagency Memorandums of Understanding can help with inter-governmental coordination, but also lead to MOU fatigue. These examples showed how working collaboratively toward shared objectives builds trust and can enable greater application of Traditional Ecological Knowledge. Increased application of reserve treaty rights and P.L. 93-638 enables tribal sovereign nations a mechanism for bringing funding and increased engagement to federal projects on their ancestral lands. Increased authority under the recent Farm Bill extends Good Neighbor Authority to tribes, providing yet another vehicle for tribal engagement and influence in partnering with federal land managers. Successful, meaningful tribal engagement on existing projects has led to an emphasis on managing fire for values beyond the individual, to promote biodiversity and rekindle a culture of fire for beneficial land stewardship.

Co-investment toward shared objectives can be funded via many mechanisms highlighted by *Marko Bey*, *Lomakatsi Restoration Project*, *Pete Winnick*, *NRCS*, and *Chris Rudd* and *John O'Connor*, *ODF* (PowerPoint <https://tnc.box.com/s/5p8z74nf01zbt7wfr5qvs7h1rzp79ul1>). Important conservation values exist on non-federal lands and wildfire mitigation for community protection must incorporate non-federal ownerships. Cooperative work agreements and strategic management plans enable cohesive landscape vision and co-investment towards shared objectives across ownerships. Non-governmental organizations can assist in convening collaborations and add capacity that promotes facilitates all parts of shared stewardship from program development through implementation, monitoring, and outreach. Achieving landscape objectives is possible through multiple programs that help facilitate this work. Good Neighbor Authority allows non-federal partners to invest in shared stewardship in partnership federal lands to achieve landscape objectives. Strategic partnerships catalyze funding sources to enable work that individual landowners would not be able to leverage individually; with funding



Preparing to map Potential wildfire Operational Delineations (PODs).

potentially from OWEB Focused Investment Partnerships; USFWS Partners, Endangered Species Recovery, and Tribal Wildlife Programs; USFS Fuels Program and State and Private Forestry; NRCS Regional Conservation Partnership Program and the Environmental Quality Incentives Program; Counties; FEMA; and private foundations.

Nick Yonker, ODF, provided a smoke regulator's perspective on managing prescribed burns (PowerPoint <https://tnc.box.com/s/tubwzsgz5adl40r1vsz9zqh1231yusab>). Clean air is a major human priority and smoke impacts have proven health and economic impacts on communities. Prescribed burning is a key to safe and effective fire suppression and protecting communities from overall smoke impacts. In response to the perception that smoke management regulations have impeded prescribed burning, the ODF has revised smoke management rules. The changes focus the smoke management plan in human health impacts, a shift from standards based on smoke as a nuisance. Among other changes, the new rule evaluates the total particulate intrusion into towns, rather than the previous standard which assessed a percent change in air quality. Key to the new smoke management guidelines are effective communication practices that allow the public to effectively mitigate smoke impacts caused by prescribed burning. To access the highest level of flexibility around implementing prescribed burns, communities will be required to have approved community smoke response plans and one from Bend is now in review.

Four panels then highlighted examples of successful projects in the region. Chief among the common elements is that they were designed strategically, with multiple partners invested. Careful development of relationships and shared understanding of how to balance human relationships in a dynamic landscape was always critical. These projects maintained the biggest trees, tailored treatments to topography, and shared the goal of using controlled burns to reduce fuels and return natural process to the landscape. Through these

projects, diverse partners, including tribes, have been engaged in national-scale demonstration of shared stewardship principles and now there is strong desire to see these principles implemented at much larger scales. PowerPoint presentations include:

Somes Bar Integrated Fire Management <https://tnc.box.com/s/xjfgkqi5ps5ppr1880ortltiqfyru9f>,

Table Rocks All Lands Restoration <https://tnc.box.com/s/gl9a43rxfi358vmlpkg399q3d6nxj5n5>,

Ashland Forest All Lands Restoration <https://tnc.box.com/s/mj8b0o5qos43nkcy0n9vvnys9hjvne>,

and Williams

<https://tnc.box.com/s/7c2rhu1q7sgoh69o3iyflp0rsnx0bn83>.

The final panel of the day simply introduced the RFRI partnership (PowerPoint <https://tnc.box.com/s/rbujm62gr4c20koq3uzr1b41foqonhnb>). Through this initiative OWEB and the partnership seek to catalyze more all lands shared stewardship of dry-type forest, like that demonstrated in the Ashland Forest Restoration Initiative. The core partners are forming working agreements. The implementation focuses on the Upper Applegate watershed. Core to the proposal however, is engagement and outreach in five other planning areas carefully selected to ensure a project in each RRS or MBLM operational unit. The partners are continuing to build capacity and their cohesive approach by broadening their partner support and formalizing agreements. The partnership envisions bringing funding for shared stewardship across all lands in support of a cohesive landscape vision that integrates ecology, communities, and culture (Appendix 2).

Day 2

The second day of the workshop was initiated by *fire officers from the ODF, RRS, MBLM, and Rogue Valley Fire Chiefs Association*. Key themes were the changing and increasingly challenging nature of fire

suppression and the need to work together to improve suppression safety and effectiveness. Fire staff highlighted the critical role of all lands treatments and maintaining older treated areas so that they are effective when wildfire challenges them.

Jena Volpe, BLM, has been evaluating fuel treatment placement and effectiveness in the Rogue Basin for years (PowerPoint <https://tnc.box.com/s/cigznjsduetrlatcuqn6cahtf13ensb3>). Beginning with a heightened awareness of a changing fire environment in the late 1990's federal agencies have been creating and maintaining fuel treatments. We learned how those treatments have been successfully improving fire suppression options and outcomes in the Rogue Basin, consistent with science from other regions. Documented advantages of fuel treatments were that in treated units the predominant fire type became surface fire, fire fighters were more often able to use direct attack, spotting from treated areas was limited, and retardant drops were more effective. Fire effects in most treated units were similar to those desired from prescribed burning, and wildfires effectively served as maintenance treatments. Data collected following the Taylor fire of 2018 suggest that treatments more than 15 years old were no longer effective at modifying fire behavior, raising the urgency of returning to significant fuel treatment investments made in the early 2000's.

Jim Thrailkill, USFWS, provided significant context for interpreting the Northern Spotted Owl recovery plan in southwestern Oregon (PowerPoint <https://tnc.box.com/s/cope1hicpah002m0g9rb1njbc8k2rpo6>). The Endangered Species Act (ESA) was instituted to ensure protection of ecosystems that support multiple species. Natural and human disturbance is built into ESA recovery plans and high severity wildfire is a primary threat to NSO recovery, less so for some other species. Recovery plans consider the departure of the entire landscape for considering disturbance impacts and old growth forest is significantly reduced in extent. Climate

and wildfire are synergistically challenging ecosystem conservation. Strategic active management and ecological forestry are needed to ensure enduring habitats and human communities. The Northern Spotted Owl recovery plan is in alignment with the Rogue Basin Strategy. Key elements include maintaining the highest quality spotted owl habitat, designing active management at a landscape scale, utilizing thinning and burning to restore key ecological structures and heterogeneity, implementing treatments outside of NSO core areas, and informing all projects with site-specific knowledge. These approaches have been successfully implemented in projects in southwestern Oregon, such as the Pilot Joe as written up by Ed Reilly for the Journal of Forestry in 2012 (<https://tnc.box.com/s/nqr45xmu3u7cky1e4w6dc5iwh336yh3n>).

Rick Stratton, USFS, built upon the previous day's talk with demonstration of applying the PNW Quantitative Risk Assessment occurs at regional, state, county, unit, project, and community scales (PowerPoint <https://tnc.box.com/s/f0nr2j6q5qfcu2cb6zfft0djrnx00gm3>). Potential applications include prioritization, budgeting, community engagement, and treatment design. The current framework emerged from a request by the US Office of the Inspector General to develop a consistent, cross-agency process for selecting the highest priority projects. The quantification of risk to communities across Oregon and Washington is a great example of how an analysis can catalyze conversation and engage local communities like Merlin. One desirable use of the data is to start using the PNW Wildfire Risk results to strategically manage funding across Region 6. The underlying data can be used in combination with FSPro to inform fire suppression responses as well. The analysis is useful for justifying FEMA pre-disaster mitigation grants, among others. The state of Washington is using the PNW QRA to effectively prioritize and distribute wildfire risk reduction grants. The Oregon Explorer <http://oregonexplorer.info/> is also an effective

portal to begin working with the data in Oregon. When the science and mapping tools are evaluated, southwestern Oregon quickly emerges as a leader, striving to do land management at the right scale and in the right places in a region with exceptional challenges. Work is needed to develop PODs for a more effective spatial summary of wildfire risk and to help inform dialog and decisions pertaining to wildfire suppression response. In other geographies, such as the 2018 Cougar Fire on the Okanogan Wenatchee National Forest, PODs have been very effective and Potential Control Lines derived from the Risk Data predict control lines well.

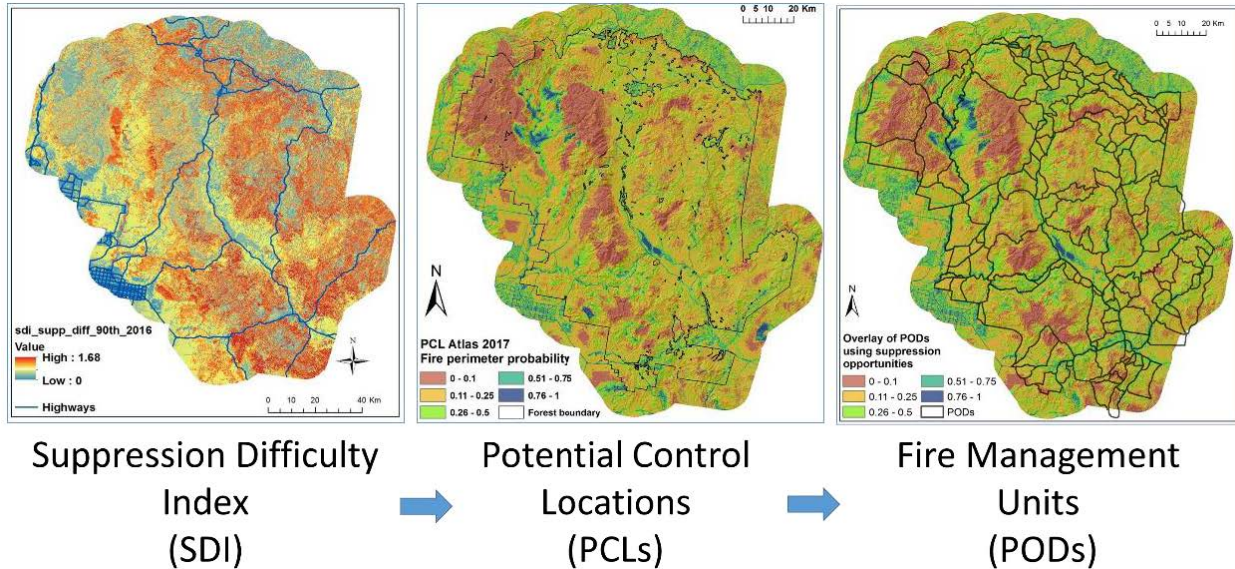
Chris Chambers, Rogue Valley Fire Chiefs Association, and John O'Connor, ODF presented on how Fire Adapted Communities are core to the National Cohesive Wildland Fire Management strategy and critical to the safety of communities in the Rogue Valley. Priorities include training and assistance with defensible space and fuels reduction, improvement on building codes and ordinances, and designation, maintenance, and marking of evacuation routes. FireWise communities (e.g. www.ashlandfirewise.org, <https://jacksoncountyor.org/emergency/Preparedness/Firewise>, and <https://www.nfpa.org/Public-Education/By-topic/Wildfire/Firewise-USA>) form the grass roots of the National Fire Plan and provide a neighborhood by neighborhood mechanism for education and accountability. Title 3 funds have provided boots on the ground funding. FSim and the mapping of large wildfire risk in the PNW Wildfire Risk Assessment is useful for large-scale work, but also for modeling in-town wildfire risk; for planning structural fire response, Intterra is a key tool that allows mapping of individual houses and their susceptibility to fire (e.g. <https://www.ci.medford.or.us/Page.asp?NavID=4106>). Outside of municipal zones response times are longer and the importance of landowner preparedness and an all lands approach becomes more urgent. Integrated, all

lands proactive management is needed to improve potential outcomes at all scales.

Kara Baylog, Oregon State University Extension, has been working to better integrate and work cohesively among agencies, through a Memorandum of Understanding between the RRS, MBLM, ODF, and SOFRC. A key product of that agreement is the all lands mapping project <https://arcg.is/1fWzGv>. The project will provide a central repository for archiving completed treatments and other data to facilitate inter-agency all lands project development. Up-to-date treatment units have been uploaded for RRS, MBLM and ODF as have perimeters for ongoing planning units, fire histories back to ~1910, current funding opportunities, and planning data associated with the RBS.

Chris Dunn, Oregon State University, prepared participants for drawing PODs by reviewing how fire-prone landscapes are social-ecological systems made of communities, ecosystems, and fire responders (PowerPoint The PowerPoint <https://tnc.box.com/s/6o4vuoqc8w6z68mxxp8y41tj3is6e7t48>). The National Cohesive Wildland Fire Management Strategy has the objectives of supporting fire adapted communities, resilient landscapes, and safe and effective fire suppression responses. To support that the USFS Rocky Mountain Research Station Wildfire Risk Management Science Team (<https://www.fs.fed.us/rmrs/groups/wildfire-risk-management-science-team>) is working to bring analytics to wildfire planning. Complementary to local expertise and judgment, these quantitative tools can be used to help draw PODs with the intention of enabling safer fire suppression opportunities with a higher likelihood of success. When done transparently with a broad suite of partner groups, the process is intended to advance three objectives: address near- and long-term wildfire risk, align land management actions with wildfire response, and to improve shared-governance in wildfire management.

The final activity for the workshops was to collaborative map PODs, with engaged stakeholders and inter-agency fire managers



Data available to inform POD development.

and planners working together. To support drawing PODs, three tools were introduced: Potential Control Locations (PCL), the Quantitative Wildfire Risk Assessment, and Suppression Difficulty Index <https://www.youtube.com/watch?v=NMbzXNY9RU8&index=4&t=0s&list=PLNsZX2SBTIVn1ce0l9-0C6CCbID0j2kwn>. These three analytical tools are informed by 30 years of fire behavior, then modeled over the landscape, accounting for topography, slope, aspect, soils, fuels, developed features, and unburnable surfaces. These tools have well predicted successful fire suppression activities in other geographies.

The potential utility of PODs is multifold, informing dialog and decision making before, during, and after fire events. Collaboratively mapping PODs is a critical opportunity for transparent dialog about values, resources, and the landscape. Once PODs are drawn they can be used to summarize the risk on the landscape and thereby inform proactive placement of treatments to improve holding lines or mitigate risk within a POD. Similarly, risk within a POD can inform fire suppression decisions and strategic response commensurate with values at risk.

Mapping Potential wildfire Operational Delineations (PODs)

The Rogue Basin geography was split into six tiles, each with a workstation, paper maps, and a facilitator. Facilitators were asked to report out to the group at the end of the day on four questions: What did you learn? How will these shapes be useful? What are the next steps? And What information is needed for further POD refinement?

What did you learn?

- 1) The Rogue Basin has incredible engaged partners with invaluable insight
- 2) Drawing PODs is a very effective method for catalyzing dialog around fire management and there is strong interest in incorporating PODs into project development
- 3) Assumed POD usage is very influential for how PODs are drawn and reflect different cultures (e.g. planners and fire management)
- 4) The initial draft PODs drawn in 2018 often lined up with PCLs and were commonly supported by workshop participants

- 5) Local knowledge is key for informing placement of likely control lines and not replaced by PCLs
- 6) It is important to be able to toggle among data sources in the same frame of reference to draw informed POD boundaries
- 7) The best approach to drawing PODs was to draw large blocks and then break them up

- 6) Make PODs available to incoming incident management teams
- 7) Upload PODs into the Wildland Fire Decision Support System and ask line officers refer to them in their decisions
- 8) Summarize wildfire risk and risk transmission by PODs to inform ongoing planning and dialog
- 9) Build support for PODs with partners, including leadership and public
- 10) Develop a plan for implementing fire management strategies using PODs

How will these shapes be useful?

- 1) Planning proactive work, to reduce risk both within PODs and their control lines
Updating incoming fire management teams as a beginning to their process
- 2) Institutionalize knowledge and minimize loss due to staff turnover
- 3) Facilitate conversations among partners, including local communities, toward shared solutions
- 4) Build understanding and support for work that is not in the WUI
- 5) Enable meaningful tracking of wildfire “accomplishment”
- 6) To prioritize managed fire for treatment maintenance

What are the next steps?

- 1) Scan and georeferenced the drawn POD maps, which has been done by Karim Naguib of Jackson County. They are available at:
<https://tnc.box.com/s/lgkxotdpi5q0f4ij8ox8ypjhsxpki1>.
- 2) Digitize the PODs drawn in the workshops
- 3) Beginning with the 2018 draft PODs convene small geographic working groups to finalize them based on the PODs drawn in the workshop and with a more effective data interface
- 4) Identify a POD hierarchy that reflects how small PODs nest together as aggregations that lead to larger PODs
- 5) Vet the final maps and work toward agreements to use them

What information is needed for further POD refinement?

- 1) Ground verification by operational personnel
- 2) Local-scale interpretation with imagery, roads, current vegetation, PCLs, wildfire risk, suppression difficulty index in an interactive GIS context
- 3) Relative strength of POD control lines

All Lands Workshop Participants

The All Lands workshops were attended by 104 participants, largely technical specialists, planners, fire staff, and highly engaged partners (Appendix 6). Over half were federal, with heavy representation from the conservation community, collaboratives, state and rural fire staff (Figure 3).

Federal staff were primarily from the RRS and MBLM, evenly distributed, with much smaller representation from the US FWS and other National Forests. Rural fire was represented by the Rogue Valley Fire Chiefs, Fire District #3, and ODF. Industry groups included The American Forest Resource Council, Boise Cascade, and Grayback Forestry. Conservation groups included Applegate Watershed Council, Jackson County Soil and Water Conservation District, Klamath Bird Observatory, Klamath-Siskiyou Wildlands, Lomakatsi Restoration Project, Rogue Indivisible, Applegate Partnership, Southern Oregon Climate Action Now, and The Nature Conservancy. Invitations went out to resource specialists from many tribes, with

All Lands Workshop
- 104 attended

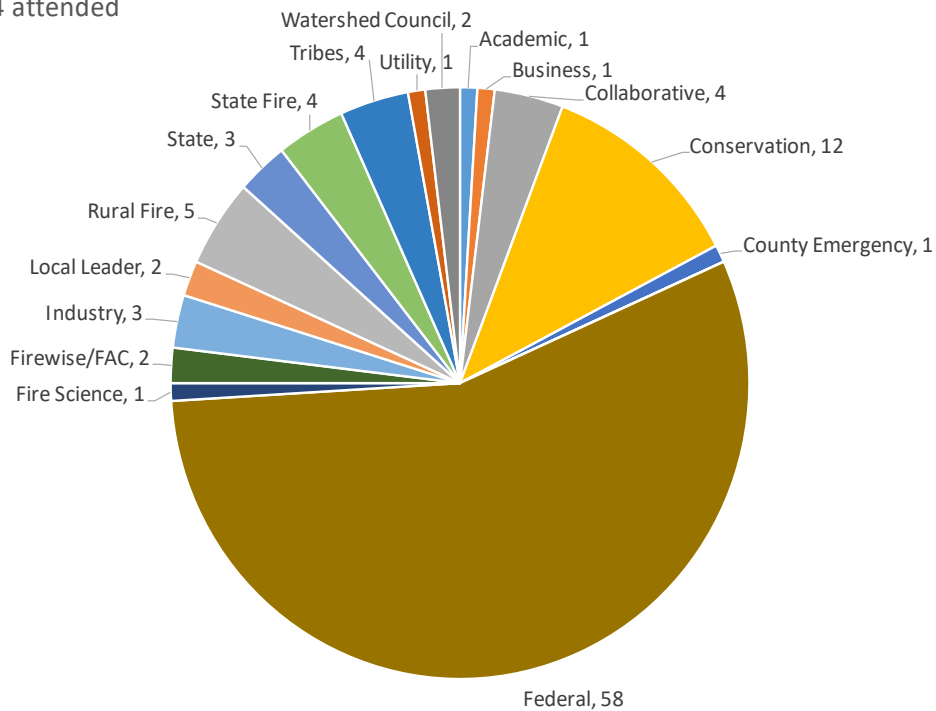


Figure 3: Participants in the All Lands Workshops on April 16th and 17th.

representation coming from the Confederated Tribe of the Siletz Indians, Confederated Tribes of the Grand Ronde, Cow Creek Band of the Umpqua Tribe of Indians, Karuk Tribe, and Lomakatsi Restoration Project’s Tribal Liaison. Invitations were limited to participants with a history of working constructively together so several individuals were not elevated by the planning team for an invitation.

All Lands Workshop Feedback

Electronic feedback forms were distributed, but only three responses were submitted. These ranked the workshop at a four or five. Based on these results and significant conversations during and after the event it was a resounding success. Participants appreciated the opportunity to learn about planning tools and contribute to the conversation about integrating land and fire management. The PODs concept was well received and there is significant interest in completing and continuing

to improve PODs and their application in proactive work and fire suppression response.

The primary criticism of the workshop was inadequate preparation for drawing PODs. The facilitators needed practice before-hand. It turned out that heads-up mapping using GIS would not work for the format. Printed maps were key for drawing and facilitating conversations and providing them all at the same scale would be helpful. As with the Leadership Forum, participants left eager for next-steps.

Paths Forward

Partners engaged in the Rogue Leadership Forum and All Lands Workshop share a vision of co-investing to achieve progress toward shared objectives. Meaningful engagement and co-management with indigenous tribes on their ancestral lands was consistently elevated and participants believe that their engagement will benefit the Rogue Basin. Convened by the Southern Oregon Forest

Restoration Collaborative and energized with funding from the Oregon Watershed Enhancement Board, the Rogue Forest Restoration Initiative is leading the way to implementing the Rogue Basin Strategy and achieving the objectives of the National Cohesive Wildland Fire Management Strategy.

Integrated, cohesive implementation of strategic thinning and controlled burning is needed to restore resilience to forested landscapes, protect communities from wildfire effects, and improve wildfire suppression effectiveness and safety. Spatially explicit wildfire planning beginning with development Potential wildfire Operational Delineations (PODs) will facilitate integration of fire suppression with other land management activities. The shared understanding, elevated new tools, and working relationships developed in these events is building momentum to achieve a transformation in Rogue Basin land management.

In the near-term the partners in the Rogue Forest Restoration Initiative are gearing up to demonstrate the principles of the Rogue Basin Strategy with treatment planning, implementation and monitoring in the Upper Applegate watershed and partner engagement on each Forest Service and BLM management units in the Rogue Basin. Simultaneously, development of PODs will refine treatment implementation while continuing proactive conversations about how fires are suppressed.

Working through a range of mechanisms, funding for all lands integrated management will be made more secure. Operating under a more cohesive vision, existing Forest Service and State funding will be augmented with diverse sources. New funding

will support accelerated planning, treatment implementation, monitoring, and engagement. Strong engagement will ensure that broad community support is driving shared stewardship and the outcomes are meeting partner objectives.

Fire and fire effects, including smoke, are an unavoidable part of living in the Rogue Basin. Working together however, we can change how we experience smoke and fire, in a way that meets the needs of people and nature. The Rogue Leadership Forum and All Lands Workshop were a critical step on the path to shared stewardship of this incredible, diverse landscape. Making the presentations and products available on the SOFRC and partner websites, and promoting knowledge of them will benefit expanded use and appreciation of them.

Acknowledgments

We thank incredible contributions of time and energy from the participants in these events. The planning committee contributed considerable staff time from the Lomakatsi Restoration Project, Southern Oregon Forest Restoration Collaborative, Medford Bureau of Land Management, Rogue River-Siskiyou National Forest, Oregon State University Extension, Oregon Department of Forestry, Klamath Bird Observatory, and Klamath Siskiyou Wildlands. Direct funding support came from the Oregon Watershed Enhancement Board & Department of Forestry (Federal Forest Health Collaborative Technical Assistance), The Nature Conservancy, The Fire Learning Network, and Lomakatsi Restoration Project with support from the Meyer Memorial Trust.

Appendixes

Appendix 1: Rogue Forest Restoration Initiative 2-page brief

<https://tnc.box.com/s/fr59go7rqvzbjd1lczr1iceyd5d2krec> crafted by Partners with the Southern Oregon Forest Restoration Collaborative, Lomakatsi Restoration Project, The Nature Conservancy, Oregon State University Extension Service, Klamath Bird Observatory, Oregon Department of Forestry, Rogue River-Siskiyou National Forest, and Medford District Bureau of Land Management and funded by Oregon Watershed Enhancement Board.

Appendix 2: Agendas with links for the Gathering of Partners in the morning

<https://tnc.box.com/s/139ghaa70tld7g5u06o2onj87cu19rzp> and Rogue Leadership Forum

<https://tnc.box.com/s/bclioi7k0edmfv6k402q8mcpvdm5awv> in the afternoon of April 2, 2019.

Appendix 3: Media coverage in the Medford Mail Tribune <https://mailtribune.com/top-videos/seeking-aid-from-the-original-fire-experts-in-southern-oregon> and television coverage by KOB5 TV Station Channel 5:

https://kobi5.com/news/wildfire-forum-works-with-local-tribes-to-find-solutions-to-mega-wildfire-seasons-99278/?fbclid=IwAR1NbWgZBFnn_9CACUg14LfKANohxymizOwDc0R0bn72hawbasq9bnLokWl.

Appendix 4: The 146 Rogue Leadership Forum attendees and their affiliations are available here:

<https://tnc.box.com/s/usyfqchv4dmyn4f6x06v7utqstkqt2jx>.

Appendix 5: Agenda with links to the PowerPoint presentations and bios for the speakers at the All Lands Workshops April 16 and 17, 2019 is available here:

<https://tnc.box.com/s/zodznqI33as3sjxhI5gw4o38cuvukr04>.

Appendix 6: The 104 All Lands Workshop attendees and their affiliations are available here:

<https://tnc.box.com/s/uqdnhrq4uwuay30asr7dt0nfa5hp3o9x>.