



National Forest and Rangeland Management Initiative Appendix: Summary of Stakeholder Input

The Western Governors' Association's (WGA) National Forest and Rangeland Management Initiative conducted four regional workshops. These meetings – supplemented by a webinar series, questionnaire instruments, and other opportunities for input – generated an enormous amount of information and diverse perspectives on how land management in the West can be improved.

This appendix captures a cross-section of paraphrased viewpoints expressed by participants at the Initiative workshops. The input received throughout this process has informed the recommendations of the June 2017 Initiative report and is being used to inform future Initiative study and focus areas.

The appendix is organized into five general themes that were widely discussed at each Initiative workshop. A number of sub-themes became apparent as the Initiative progressed. The appendix is organized by these themes and sub-themes as follows:

Incentivizing Collaboration and Collaborative Processes

- Building a Collaborative
- Ensuring Longevity
- Conflict and Litigation

2014 Farm Bill and Other Statutory Authorities

- Utilization of Current Farm Bill Authorities
- 2018 Farm Bill
- National Environmental Policy Act (NEPA) and Other Law and Policy Recommendations

Agencies: Staff Capacity, Efficiency, Flexibility

- State and Local Experiences in Forest and Range Management
- Federal Agency Culture and Capabilities

All-lands and Cross-boundary Management

- Restoration and Landscape Level Management

- Sustainable Development Opportunities
- Providing Certainty to Stakeholders and Rural Economies

Wildfire

- Wildfire, Cohesive Strategy, and Rangeland Fire Management Strategy
- Fire Borrowing
- Prescribed Fire, Restoration, and Liability

Comments are preceded by an indication of the sector represented by the stakeholder whose viewpoint was presented.

Workshop: Missoula, Montana

The workshop was held September 20-21, 2016, and hosted by WGA's Chair, Montana Governor Steve Bullock.

Incentivizing Collaboration and Collaborative Processes

Building a Collaborative

[Federal] Lessons learned:

- Consider who are the right people for the table and include those who have engaged consistently and in an appropriate way.
- Select an appropriate Chair – this is integral to success.
- Fully understand how a collaborative operates.
- Consider and revisit charters, and other documents for how the U.S. Forest Service (USFS) deals with collaborative and how it operates internally.
- Recognize the importance of holding fellow collaborative members accountable to the effort.
- Maintain consistency with new staff (USFS side) and involvement (collaborative side).
- Take stock in victories: Recognize what is coming from projects worked on and telling the success stories.

[Conservation] Components of a successful planning committee:

- Chair was respected by everyone.
- Laid groundwork ahead of time.
- Joint vision statement.
- Laid out rules of how the collaborate would operate.
- Immovable object presentation from USFS – things that can't be negotiated on in forest planning process.
- Required commitment to support entire agreement.
- Participants had to agree not to just say no. Had to come back with alternative.
- Projects – had smaller projects to keep the band together while the bigger planning discussion was occurring.

[Conservation] Advice for collaboratives:

- Find a way to engage federal and state agencies in the process (as advisors and guides).
- Remember that collaborative agreement is treated the same as every other comment received.
- Collaboratives need to see success or fatigue will ensue and cooperative progress decline.

[Local] I have been involved in a collaborative that is successful because we have put the time in on the front end to get educated to the issues and get to know each other.

[Conservation] Build strength of the collaboration so it isn't dependent on the USFS personnel so much.

[Local] It is important that a diverse group found a way to say yes to the need to build a permanent road and bridge.

[Federal] Any time you are part of a collaborative you need to be willing to give and take and put personal agendas aside for the greater good.

[Industry] Trust is built through: meeting consistently; aggressively inviting more involvement; developing ground rules early, holding to them and educating new participants. The collaborative must work continuously to media and general public – you have got to tell the story.

[Conservation] The important thing is to be sure USFS is willing to work with collaborative, otherwise it is maddening.

[Federal] One of the biggest and challenging aspects of working in the collaborative is seeing a multiplier effect. Collaboratives work where people invest in each other to solve hard problems, which can have lots of great results across multiple projects. Get it wrong, though, and it can have big impacts on a broad array of activities.

[Federal] The landscapes and forests and rangelands on them are driven by a basic ecology. When we started the collaborative, we tried to get the ecology right. Need to have an authentic and blunt conversation about what the land will support. You need to communicate value to the collaborative in a way to get people tied to the land in a real way. Build authentic trust relationships.

[Federal] Collaboration: amazing progress has been made from 10-15 years ago. That trend will continue, despite fatigue. We need to pull more into rangeland collaboratives. Collaboratives should just be how we work.

[Conservation] Capacity impacted by USFS turnover. Thin Insect and Disease (I&D) staff. Should be striving for sound decisions that will be durable.

[Federal] Any time you are part of a collaborative you need to be willing to give and take and put personal agendas aside for the greater good.

Ensuring Longevity

[Industry] Long-term relationships are key to collaboratives' survival over time. We are in the people business, and collaboratives give a window on others' values.

[Local] There is a real cost to keeping collaborators at the table. It takes time...and money...to do this.

[Academia] Collaboration is hard. It is democracy, sincerely practiced.

[Local] With the Farm Bill tools, now failure isn't an option. Yet, collaboration fatigue is real. When can't get real solutions to scale implemented, it is tough to keep folks working at these issues.

[Academia] Reaching agreement on solvable problems is the first step. Collaboratives need to be ready to continue through implementation. That isn't just seeking to accept recommendations. Multi-stakeholder implementation is the norm in this work.

[Local] Collaboration efforts haven't failed because the participants couldn't come up with proposed solutions, they have failed because the collaborative couldn't get its proposed resolutions enacted.

[Local] It takes patience, and so collaborative doesn't work for everybody. Been working five years and recently just put out our first project.

[Conservation] Build strength of the collaboration so it isn't dependent on the USFS personnel so much.

[Industry] Trust is built through: meeting consistently; aggressively invite more involvement; developing ground rules early, holding to them and educating new participants. The collaborative must work continuously to media and general public – you have got to tell the story.

[Industry] You keep coming back because can't afford to fail. The community depends on the industry. When you see the community break apart when a town dies, it is tough. Connection to the community matters. Fatigue is an issue. Need to keep making progress and figure out how to get more success.

[Conservation] The important thing is that USFS is willing to work with collaborative, otherwise it is maddening.

[Industry] Long-term relationships are key to survival over time. We are in the people business, and collaboratives give a window on others' values.

[Industry] If you are going to do effort of a collaborative, you should get some credit in the NEPA and other processes.

Conflict and Litigation

[Industry] Experience tells us that that it is hard to get large-scale NEPA down to the project level. Ends up in litigation. Don't know if legislation helps with that.

[Local] Overall, there is a process problem. NEPA isn't the enemy. However, it is not just about finding the best decision for the land, but whether it is defensible in court. The problem is that folks who haven't been in the process throughout the problem-solving can waltz into court and challenge.

[Industry] We have a land management problem, not a fire problem. We need to have forest management reform. We need to incentivize collaboration and some kind of litigation relief. Same groups that litigate...never come to the collaborations...just sue on the back end.

[Local] We've asked the litigants to come to the partnership before suing next time. Participants in collaborative need to push on their own interests to participate rather than expect USFS to do so.

[Industry] If a project makes it through a local collaborative, should have a different route for conflicts to be challenged. Arbitration with a defined timeline seems a reasonable alternative to litigation.

[Industry] We like the idea of arbitration attached to collaborative projects or Farm Bill projects.

[Industry] Collaboration does help when we do get into litigation.

[Local] We work on the strong consensus idea: if 90 percent of folks can agree and the opponents don't come up with alternatives we need to move on.

[Academia] Collaboratives are most robust when being innovative. There needs to be enough agreement that the problem is solvable and that those collaborating want to find a way to solve it.

[Conservation] There is a point where collaboration meets obstructionism. If part of collaboration means at some point trying to work with Congress, that is a frustrating outcome of tremendous effort on the ground.

[Federal] The progress being made on collaborations in recent years is unbelievable. Things are working because there is a mutual objective: a mutual love for the land resources and all the values they fulfill.

[Industry] What makes collaboratives successful is if the USFS uses every available tool. USFS is willing to do funding because they are successful in results. The results are also getting political attention.

[Conservation] Congress has generally responded with process, but those compromises have not really moved the ball forward. It is not that the Farm Bill is not a useful set of tools. However, really think there need to be performance standards for the USFS.

[Conservation] The key is to adapt to face new species. The goal is a vibrant ecosystem.

[Local]: Defining success in these projects: It is multi-century trees surviving the fire, as well as keeping biodiversity of the site.

[Conservation] We all know a lot of incredibly successful stories about forest and rangeland management. If the perspective doesn't include the success stories, it is dangerous. Need to talk about the hard work of the USFS and collaboratives that get things done.

[State]: During planning, reaching out to adversarial groups is important, including visit to the field, even if doesn't bring them in. It helps reduce tensions.

[Industry] I have wondered how to get the right people to the table. Have also wondered when there are too many folks there to get something done. It's worth asking the question: at what point do put some responsibility on the public to seek out the venue working on these issues?

[Conservation] When we looked at performance standards, it was with an eye litigation. Laying on process is a lawyers' paradise. It is important that USFS follow a process that is understandable and

participatory. That said, still need a standard-based outcome. Would have introduced clarity that helps minimize legal questions.

[Conservation] The joint vision statement helps those that are skeptical about collaboratives. With those that are adversarial, it won't work, but it can get some groups that are on the fence into the process.

[Academia] The collaborative needs to plan for opposition and to view it as part of the planning process. Shouldn't pretend that litigation isn't a regular part of the process.

[Local] Like dialogues after meetings, because this is where we learn to solve things. Let's carry this forward tomorrow and figure out how to deal with groups who won't come to the table and can blow things up. Need to get the message out so that public perception changes and are advocates for active forest management.

2014 Farm Bill and Other Statutory Authorities

Utilization of Current Farm Bill Authorities

[State] I have been surprised by the elegance and simplicity of the 2014 Farm Bill tools and how effective they can be in helping to improve the health of forests.

[Industry] The pace and scale of restoration should improve. The 2014 Farm Bill provides new tools to be used to help achieve restoration. Panel is to talk about the status and scale of tool use in Montana.

[Industry] There needs to be some work to show what works and what doesn't for the Farm Bill authorities. Industry is looking to get something done on forest health when there is energy around fire borrowing,

[Federal] Lots of tools have been provided to USFS. The Service needs to be innovative about how to use the tools and authorities, but it might not need more tools.

[Federal] There is enormous untapped potential in Good Neighbor Authority (GNA).

[State] Good Neighbor Master Agreement – states are allowed to be agents of the USFS and the Bureau of Land Management (BLM). Allows them to use state resources to do restoration on federal lands.

[Federal] GNA has some ability to help move salvage timber after fire, if you get your ducks in a row ahead of time. If NEPA is already done, you might be able to move on with GNA.

[Conservation] Non-profits can't enter into GNA agreements, but can bring voluntary resources to bear on projects.

[State] We will continue to work with USFS. We want to look for bottlenecks on the ground and decide where states can jump in through GNA and make progress quickly. Dialogue between federal, state, local partners is critical. Documenting successes and challenges is equally important. Those need to be honestly communicated to federal legislators.

[State] The Farm Bill allows Governors to nominate priority landscapes for restoration. Montana leaned heavily into that, with funding for projects within forests.

[Industry] The pace and scale of restoration should improve. The 2014 Farm Bill provides new tools to be used to help achieve restoration.

[Federal] The tools provided the USFS by the 2014 Farm Bill are starting to help escalate restoration efforts.

[State] Farm Bill tools are not right for everything. It is important to establish shared goals and then decide which tools and approaches to apply. Farm Bill is working really well in some places and has great promise in the future.

[Federal] When not to use Farm Bill authorities:

- Some projects can go faster in other processes.
- I&D authorities expire in 2018, which has chilling impact on their use. Don't know if will be in effect long enough to be defensible.
- Collaborative process can be time-intensive. Required collaboration might actually slow down restoration on small projects.
- Some projects have no clear restoration tie and might not fit into I&D authorities.

[Conservation] Lessons learned from experience with Stewardship Contracting Authority (SCA):

- Lots of tools, which can be confusing. More work to be done on getting more consistency on training around SCA.
- Financial and legal issues: fire liability, Occupational Safety and Health Administration (OSHA) risk, Freedom of Information Act (FOIA) risk.
- 20 percent cost share is a big hurdle for non-profit partners.
- Right partners: Be candid about limitations.
- Right tool for the project – be ruthlessly honest about which tools to use.
- Dream big, plan realistically, start small. Build comfort level.

[Federal] Stewardship contract in Colorado was largely thinning. It involved taking out junk, which was not lucrative. Ecology-based conversation helps open up conversation about the consequences of living in a tree-boarding society.

2018 Farm Bill

[Conservation] Congress has generally responded with process, but those compromises have not really moved the ball forward. We would hope that Western Governors, as bipartisan group, can propose something to cut through that divide. It is not that the Farm Bill is not a useful set of tools. However, we really think there need to be performance standards for the USFS.

[Conservation] Do have some Montana solutions to highlight: we have come beyond the perception that industry is here to clear cut and leave. That isn't the case. Industry wants to be here for the long haul. The other element of the Montana solution is combining land designations with timber performance. It is important to recognize the power of addressing a conservation title and a timber title. Good policy,

but also good politics. Would hope that as Western Governors go forward think about bigger solutions and bigger political combinations. With current Governors, there is some ability to look at bigger solutions.

[Industry] Fire borrowing is a big problem. The House wants to put forest management elements into a bill. The Senate does not. Thus, if there are ideas that can get more of the Farm Bill approaches actually happening on the ground, that is probably a good idea.

NEPA and Other Law and Policy Recommendations

[State] The White Silver Springs, Montana, case study describes how the expanded Healthy Forests Restoration Act (HFRA) tools can be efficient and effective. State funds combined with Farm Bill tools can make real a difference. Farm Bill tools allowed the NEPA process to go quickly: it tripled the restoration in a third of the time.

[State] Expanded HFRA tools can be efficient and effective; state funds combined with Farm Bill tools can make real difference. Farm Bill tools allowed the NEPA process to go quickly: triple the restoration in a third of the time.

[Conservation] For the most part, from passage of the National Forest Management Act in 1976 up to today, Congress has looked at ways to make timber sales to saw mill work more efficiently and effectively. For the most part, those have been achieved through process amendments. I don't want to belittle those efforts. They been an attempt to respond to real concerns on the ground. However, process fixes are not enough to solve the real problems.

[Federal] From a USFS perspective, have a dedicated Farm Bill strike team (working region-wide), a dedicated NEPA team for Montana and a strengthened liaison relationship with the state.

[Conservation] USFS effort to have contracting early in the process allows a third party to do early NEPA analysis.

[Federal] The BLM is trying to do better job with NEPA documentation so that we are prepared to respond to litigation when it comes.

[Local] When you have bug infestation you can't wait for NEPA to get done. We need to figure out how to make NEPA more bullet-proof.

[Conservation] NEPA plays a valuable role to figure out how to deal with the different pieces of a large insect infestation.

[Industry] Not a problem that there is a NEPA process. The problem is that NEPA process presumes that doing action is bad. If it could start from a more neutral position regarding cutting trees, then we might get better outcomes.

[Federal] Expanded Environmental Assessment (EA) and Environmental Impact Statement (EIS) provisions under the HFRA enables a shorter objection process, it specifies alternatives that have to be analyzed. No acre size limitations. No restrictions that it be within urban-wildfire interface, can do permanent roads, still requires collaboration.

Agencies: Staff Capacity, Efficiency, Flexibility

State and Local Experiences in Forest and Range Management

[Conservation] Montana has some solutions to highlight. For example, in Montana, we have come beyond the perception that industry is here to clear cut and leave. That isn't the case. Industry wants to be here for the long haul. The other element of the Montana solution is combining land designations with timber performance. Important to recognize the power of addressing a conservation title and a timber title: that's good policy, but also good politics.

[State] The underlying assumptions of Montana's engagement with federal agencies: want to improve the model of management. Want to work with the USFS to make restoration projects more successful.

[State] The Farm Bill allows Governors to nominate priority landscapes for restoration. Montana leaned heavily into that. The state also leaned in with funding for projects within forests as well. Almost every western state is now doing what Montana is doing.

[Industry] The state of Montana has designated over five million acres as a priority for restoration.

[Local] Encouraged that the liaison structure Montana has in place is helping to keep federal-state-local governments informed.

[State] Montana is working with USFS Region 1 to make sure Farm Bill tools work to greatest extent possible.

[State] The underlying assumptions of our engagement with federal agencies is that we want to focus on using existing tools and policies. We want to focus on doing what we can, with what we have, where we are.

[State] We want to make sure that use of state funds isn't having unintended consequences. Sometimes state funding can introduce complexity, where some other approach will actually be faster.

[State] Missoula has a rich history of forest management. The state also has a rich history of collaboration on trying to do that management ever better.

[Academia] State infused programs have been an engine to drive the collaboratives forward and organize. We need to fund that engine for it to work, because if it's not funded it will run out of steam quickly.

[Conservation] The other solution I have come to admire is the Idaho solution. Senator Mike Crapo empowered a collaborative to come up with a solution and he stuck with pushing it in Congress. The same is true with Representative Mike Simpson.

[Federal] There is lots of dialogue about federal land management and who should be doing it. What is happening in Montana, where state and federal agencies are working together, is a great solution to that conversation. We can show that working together can accomplish more than working separately.

[State] The underlying assumptions of Montana’s engagement with federal agencies: we want to improve the model of management; we want to work with the USFS to make restoration projects more successful.

[Local] The Montana experience: consistently being able to get a diverse group to come together to work on hard issues and come up with solutions for all the right reasons, and then being consistently unable to implement for all the wrong reasons.

[State] Governor Bullock is supporting establishment of a liaison position to interact with USFS around collaboratives.

[State] I want to talk a little about the federal engagement component of the forest-focused initiative. Our interest is informed by personal experience. In 2014, we saw alignment of a USFS regional forester, Governor, and others who wanted to pull in the same direction. Once we had that trust, we could begin making progress. That was already underway when the 2014 Farm Bill passed. It brought – in a pleasant surprise – new tools to the discussion already underway.

Federal Agency Culture and Capabilities

[Federal] This concept of collaboration... we’ve been at it for a decade. As we are bringing more people into the agency, especially at leadership positions, we are actively looking for those with the ability to listen, and not to judge stakeholders’ values, but to strive to understand the values, address them and move forward. More listening and less telling is necessary. We need your help, your patience and your guidance. It is important that the USFS be part of the process, not simply leading.

[Federal] We don’t have magic bullet answer to get the USFS to embrace collaboratives. There are some very real challenges. The best thing we can do is to keep working on it. There are some cultural things that the agency has to own. Letting go and working with others is still a work in progress. Patience and persistence matters. We need to take a step back and look at the progress that is actually occurring.

[Federal] Our goal is to meet the challenges facing our forests and rangelands *together*. The key to success is focusing on the right challenges – bringing diverse interests together to work through complex problems. Good ideas emerge, but the real accomplishment is the building of trust. Collaboration based on trust is a key to effective management of federal lands.

[Federal] From a USFS perspective, have a dedicated Farm Bill strike team (working region-wide), a dedicated NEPA team for Montana and a strengthened liaison relationship with the state.

[Federal] Leadership is critically important. Need to do leadership training and bring folks in who can move things forward. Need to create space for folks to think creatively.

[Conservation] We don’t tell the story enough as Westerners about how important our landscapes are to us. USFS doesn’t beat its chest well enough.

[Federal] We are operating in a relationship-based approach to resource management; it’s complicated and dynamic. We need to change thinking to meet the scale of challenges.

[Local] There are a lot of process requirements that USFS must comply with. In many cases those regulations, policies and laws are either duplicative or in conflict with each other.

[Federal] If we aren't telling our story...in the forums where opinions are developed (i.e. social media) ...someone else will.

[Academia] We need to examine ways to reduce barriers in agencies to make implementation of collaboratives successful.

[Industry] Allow USFS folks to have incentives to stay in place. Structural process in federal agencies. Revolving door at USFS makes it tough on the ground.

[Federal] USFS culture is sometimes resistant to change. Not everybody in USFS jumps for joy at the idea of states doing restoration on federal lands. However, the current environment is helping to build the trust necessary to work through those cultural challenges.

[State] Federal agencies definitely recognize the need for consistency, and the need both for corporate knowledge and new blood.

[Federal] Folks sitting in one job for 20 years stifles innovation. Training to bring new issues and innovation is helpful at I&D level. Put lots of pressure on line officers. Folks throughout the agency need to be training and exert leadership, especially during transitions.

[Federal] Training up is a great idea. All the transition in USFS has real impacts on the collaboratives and energy to stay involved.

[Federal] The USFS field team needs better understanding that flexibility exists and learn to use it.

[Conservation] Capacity is impacted by USFS turnover and thin I&D staff. USFS should be striving for sound decisions that will be durable.

[Academia] What worries more than moving to move up, but what happens when they leave. First problem may be to solve the problem of finding permanent employees and getting them in place quickly. The interim placements issue is problematic.

[Conservation] USFS has problems, including a churn of personnel and a lack of money because of fire borrowing.

[Local] The turnover in USFS is a big problem. Really difficult to have continuation of activity and motivation.

[Federal] The mobility factor of the agency has pros and cons. Different perspectives help the professional. However, it fits uneasily with the time/trust curve within local communities. USFS is starting to do a better job of transition management. Filling with some overlap helps the transition. Future training needs to include training around collaboratives.

[Industry] If government values collaboration, must do a better job of tying into the local community.

[Industry] Training doesn't get to the I&D teams. Perhaps need more training lower level in the organization. Those folks are there longer.

[Federal] USFS culture is sometimes resistant to change. However, the current environment is helping to build the trust necessary to work through those cultural challenges.

All-lands and Cross-boundary Management

Restoration and Landscape Level Management

[Federal] Scale: Need to change the scale of thinking, management efforts. Challenges are cross-border.

[Conservation] Risk isn't equally distributed across the landscape. 80+ percent focused on 16 percent of at-risk lands in the region.

[Conservation] What are the challenges: climate change, drought, shifting forest types, to name a few. Need resilient systems. Need to protect our headwaters. Need to establish trust. It's so much about managing timber, it is about managing people and recreational use and continuing pressure that brings to the resource.

[Local] Landscape-scale means changing to actually reflect conditions. There is lots of inflexibility in government regulations and rules. Private companies are flexible enough to make changes for circumstances. Not so with federal agencies.

[Federal] The concept of looking at large landscapes, and dedicating resources over time, is critical. Proving to be a huge success where it has been done.

[Federal] We need to recognize what we are up against and work together to determine what we need to do to restore ecosystems. Everyone needs to stay focused on the outcome. Restoration creates biomass that creates jobs. The overall objective is to restore the resilience and health of the ecosystem. And, to have a healthy ecosystem must also have a vibrant forestry industry: without those skills applied to the forest, restoration can't be accomplished.

[Conservation] Yellowstone ecosystem is an example of collaboration at the scale and on cross-boundary levels. Greater Yellowstone is 20 million acres, yet it still isn't big enough. The work is done across three states; coordination is incredibly important.

[Conservation] Things change. The forest has changed. Behavior on the forest by industry has changed. Collaborative supports limitations on size of timber cut and support wilderness, but also support restoration in the forests.

[Conservation] 4.4 million acres across the West are at risk on private lands. Studies show that 9 out of 10 private landowners don't manage lands.

[State] The underlying assumptions of our engagement with federal agencies: sense of urgency is accelerating restoration. Driven by very real fire risk. Insect and disease are impacting huge swathes of forest. This impacts the forest industry, recreation and environmental values.

Sustainable Development Opportunities

[Local] Programs that come down through the federal government, through the state and to the private lands are very important. Can help keep forest-focused jobs going.

[Industry] Focus on abundance, not scarcity. There is room for all kinds of activities and uses in the back country.

[Industry] As we lose infrastructure and markets, there are fewer opportunities to get the work done, much less break even for doing the work. Collaboratives seem to be about activities on the ground, but don't consider how infrastructure relates to that. Big deal on the private landowner side. Is there any discussion about sustainability of wood coming off the landscape to support contractors (investment for low-impact cutting is about \$5 million?)

[Local] The biggest contractor doing most of the work went bankrupt, so now we are trying to get a network of contractors. However, it's hard to figure out how to do that, given the investment necessary, and really hard to rebuild if the infrastructure is gone.

[Local] Infrastructure supporting small-diameter timber would be tremendous for Montana.

[Industry] A focus on small diameter logs has helped to fill gaps.

[Federal]: Green River is a collaborative effort to do long-term conservation at landscape scale while maintaining multiple uses / economic interests – a good model for other projects.

[State] We want to provide economic activity, while protecting wild open spaces that provide tourism and recreation opportunities. Challenges to the lands are more intense than ever before: wildfire, invasive species, drought, fire seasons that are longer, more destructive, more intense.

[Industry] In early 1990s, forest management changed. The industry has retrenched. Our company went from 500 employees and three mills down to one mill and 100 employees. The biggest triumph is surviving that.

[State] Today, forest management is still about maintaining the forest products industry. But, it is also about the importance of forest and public lands for tourism, recreation and other activities that positively impact the quality of life in the West. And, unfortunately, managing forest health must necessarily be about managing the risks (including wildfire).

[Federal] The infusion of money into the local area through these projects has a huge and lasting impact.

[Local] Colorado seems to be looking for a silver bullet. My perspective is that those mom and pop businesses are important to getting work done. We work hard to keep seven contractors fully employed. Have built that capacity. Actively searched for folks who had done work before and tried to get them back into the industry. Building up those businesses allow us to do more work on the forest.

Providing Certainty to Stakeholders and Rural Economies

[Federal] Number of grazing permittees has really changed. Used to have 9,000 permittees, now we have 6,000. With ranchers leaving, we are losing open space and habitat, but also losing part of our community.

[Industry] Urgency is important. Time is of the essence for all these activities.

[Industry] If we can't find a way to compromise, then the federal forests will be turn to dark brown.

[Local] Implementation plans need to be specific to the site. Ecology-based approach will take a lot of wood off the project. There is no sawmill infrastructure in Colorado, so we've ended up decking the wood until can be shipped to mills elsewhere in the country.

[Local] The biggest contractor doing most of the work went bankrupt during a collaborative. Now trying to get a network of contractors. However, hard to figure out how to do that, given the investment necessary. Really hard to rebuild if the infrastructure is gone.

[Industry] Success is getting logs to the mill. We recognize that that won't happen if you aren't managing the process well. Too often, it must go through an initial programmatic forest planning process. Then, it must go through NEPA for that programmatic process. Then, you get to the project level and must go through NEPA again. At that point, it will get litigated and might get remanded back to one of those stages again. At some point analysis needs to stop and management needs to start. Decisions need to be made before there can be action on the ground.

[Federal]: Many BLM sales are smaller and can use categorical exclusions (CEs) for some of them. That helps reduce NEPA uncertainties.

[Industry]: We operate in a condition of ecological uncertainty. Don't know what forests will look like 25 years in the future. Hands-off approach in western states have left lots of forests overstocked and vulnerable to climate change. Nobody is empowered to make decisions.

[Local] One of the things the County has done: have quarterly coordination meeting that brings partners the county interacts with to talk about what is happening next. The 'no surprises' aspect of this builds broader trust.

Wildfire

Wildfire, Cohesive Strategy, and Rangeland Fire Management Strategy

[Industry] Any reform of fire borrowing must be tied to forest health reform. Federal agencies did a great job being Smoky Bear for many years. Unfortunately, they have to practice active management behind it, and that didn't happen. Due to tremendous fuel loading, today's fires are much hotter, travel faster and do greater damage. Takes much longer for the lands and waters to recover.

[Federal] When you see a fire go across a landscape and we get nothing but cheatgrass back, what does that do to help? Need to laser in on the things that can make a real difference in a particular landscape.

[Federal] GNA has some ability to help recover salvage timber after fires, but we need to get our ducks in a row ahead of time.

[Local] For those of us who have lived with fire, the post-water impacts and costs are profound. Need to get them into the treatment conversation.

[Federal] Fire is the big change agent in the West and forest management. Upstream decisions made have huge impacts down the road.

Fire Borrowing

[Industry] Fire borrowing is a big problem. The House wants to put forest management elements into a bill. The Senate does not. Thus, if there are ideas that can get more of the Farm Bill approaches actually happening on the ground, probably a good idea.

[Industry] Need some work done to show what works and what doesn't for the Farm Bill authorities. For industry, looking to get something done on forest health when there is energy around fire borrowing,

[Conservation] In 2009, a coalition came together with hundreds of organizations who share concern about the pressure suppression funding is putting on the USFS. Fire should be funded like other disaster events. Three criteria binding coalition: want to address fire borrowing; want access to disaster funding; addressing the increasing 10-year-average that continues to erode agency budgets over time.

[Conservation] In 2009, the FLAME Act passed, but hasn't fixed the problem. The most recent effort is trying to access the disaster funding. Tensions on Hill: agreement on the need to fix the problem; but how to do it and with what strings on USFS is still a matter of disagreement. Will be a lame duck strategy, fraught with political peril.

[Industry] In the forestry sector, uncertainty is a killer. Fire borrowing lends to the uncertainty, but so does the legal system.

[State] We have been advocating for solution of fire borrowing for years.

[State] USFS is facing a grave challenge due to the costs of fire suppression. This is eating into budgets for other activities, including forest restoration.

[Local] Fire funding must include forest management.

[Conservation] USFS has problems: churn of personnel. Lack of money because of fire borrowing.

[Conservation] Funding is the primary barrier to restoration efforts. The reason for that funding shortfall is the pressure that fire suppression funding puts on the rest of their mission.

[Federal] Need to get a different approach to paying for fire borrowing.

[Conservation] Fire now takes up 50 percent of the USFS budget. This issue has been going on for many years.

[Federal] We don't have enough money and people, because of pressure from fire suppression:

- Since 2002, \$4 billion in program funding has moved to fire borrowing.
- Fire seasons last 75 days longer.
- Since 1998, a huge increase in fire staff, 40 percent decrease in other staff.
- Most of fuels management folks end up getting deployed to fire suppression. They can't do landscape-scale fuels reduction efforts consistently.

[Industry] Fire funding impacts on the forest products industry is huge: delay in planning and the scoping, permitting and preparation for the actual forest restoration projects is incredible.

[Industry] Fire suppression cost and complexity is increasing. Several issues are at play: fire borrowing – taking money, manpower and expertise from other programs to go to fires) and increasing costs – costs are bigger and the fires are larger and more dangerous.

[Federal]: We would not do well to separate firefighting from management. Firefighting folks are assisting other projects, so it doesn't just cut one way. We have a mechanism to bring volunteers in as needed and that is still a viable model.

[Federal] A fire borrowing fix would allow to increase capacity in other programs. Even though fire folks go on fire, in the rest of the year they are doing other vital functions the rest of the year. Range, fire and forest management units are very integrated and not siloed.

[Academia] Decline of non-fire agency budgets is a problem.

Prescribed Fire, Restoration, and Liability

[Industry] Regarding defensible space projects, focus on doing work on lands away from the homes but on private lands. Planning process probably has to accept that there will be resistance and plan for it.

[Local] One of the biggest opponents to a defensible space project lost his home in a fire. That resonates. Perhaps the most important thing we can do is build political capital for these projects.

[Local]: Defining success in these projects: It is multi-century trees surviving the fire, as well as keeping biodiversity of the site.

[Federal] Fire season is 78 days longer than historically. We can make a difference on the damage done through hazardous fuels reductions. Can't stop the fires, but can positively impact the damage they inflict.

Workshop: Boise, Idaho

The workshop was held October 20-21, 2016, and hosted by Idaho Governor C.L. “Butch” Otter.

Incentivizing Collaboration and Collaborative Processes

Building a Collaborative

[State] Long history in collaborations. Tried to do collaboration at the national level on wild horses and burros: it was a disaster. What learned today is that these issues always work better at the local level. When do at the national level, there is always a late flier who comes in to mess it up.

[Local] If there is a difficult issue, front-load it. The “no surprises” policy helps tremendously.

[Local] National Forest Foundation assists with starting collaboratives. USFS and counties donate meeting space, which helps.

[Federal] Sharing structure, etc. is a good way to jump start another collaborative.

[Local] The biggest challenge is in building relationships. It takes time, but is rewarding once the relationships are set.

[Industry] Collaboratives need to be an asset. Must bring things to the table. Ranchers can bring lots to it, if come in with the right attitude and get past defensiveness.

[State] As this group thinks about collaboratives and tools for success, be ready to have your ideas tested for costs, but also evaluated for value. Seeing the private sector coming in to put money on the line and seeing feds match it has done my heart good. We are setting a good example, because we are counting on the leadership from every group – non-governmental organizations (NGOs), private sector, state and federal – and are working together.

[Industry] The local community can coordinate to get new people out on the land to see what is happening.

[Federal] Start small. If we need to start small to get successes, that is probably the best way to go.

[Local] Monitoring and flexibility, with open and transparent record-keeping, should be no problem. Working on pilot projects to give more flexibility to permittees. The key is to agree on what we want to achieve in terms of rangeland condition. Feds don’t have the resources to monitor. Talked about pilot working to come up with same objectives for permits have that have both USFS and BLM allotments. If can agree on outcomes and a way to monitor, this would be a desirable outcome to be explored.

[Conservation] When a nonprofit can be helpful, contact them. We will help prioritize. We stand ready, once you get through NEPA, to help with project implementation.

[Industry] Including interested parties – need to do a better job involving tribes and local groups. Need both national organizations and local chapters to be involved so gaps don’t occur.

[Industry] Everything starts locally. You must get a good idea and then try to hold it together and take that story to DC. Hard, but only way to get done.

[State] Transparency and trust: wouldn't have happened without trust at all levels. Proximity matters. Idaho folks and USFS work in close proximity and that paid off here.

[Federal] When it came to forest management, we didn't have an operating plan that was adequate. Began using the three collaboratives to develop the five-year plan. Helped craft some criteria to help priorities. Idaho has three action plans with different goals for increased timber management.

Ensuring Longevity

[Conservation] Look at the landscape scale, think about and then state the pace necessary to achieve it. Need to be clear on objectives to hold everybody accountable

[Local] Website and sharing of protocols help new collaboratives have something to start with. Good example of balance that is necessary to sustain a collaborative.

[Local] Collaboratives can become brokers. This is especially true with the turn-over in the USFS.

[Local] The collaborative made clear that anybody who wants to participate had to buy the idea that the USFS is an ally. Has allowed the collaborative to take on more than restoration.

[Local] We asked the USFS to present priority projects. Each ranger was proud to get up and talk about things they wanted to do to better their districts. Moved ahead with that and out of it came some very useful projects.

[Federal] Flexibility to a lot of folks means no accountability. So, need conversation about what objectives are being managing for.

[Federal] Forest supervisors in Colorado are meeting with livestock producers for twice-a-year planning sessions to help build continuity.

[Local] Have coordination meetings with BLM once a month. Have a plan. Allows personnel to follow the plan.

[Federal] and [Industry] Collaborative groups can help frame what permits might look like, but shouldn't be in the day-to-day operations.

[Conservation] If there are capacity issues, nonprofits can help there.

[Local] Collaboratives are a work in process. Collaboratives are too time-intensive. GNA might help make it more efficient.

[Federal] Start with huge acreage but end up with small acreages getting treated. There are reasons that projects get whittled down. There are examples across the nation of large-scale projects. There is a

sweet spot to right-size project size. Collaboratives help, but it takes time and effort and incremental successes to be built on.

[Federal] Collaboratives are a lot of work. Nonprofits must raise money to participate. This is true with all participants in the collaborative. Federal agencies need to check in on mutual benefits. USFS should seek to meet targets set by the collaboratives. Helping the local work force is difficult, but that is a goal of collaboratives. Getting work done quickly sometimes is in tension with getting local communities goals set. Ecological outcomes aren't the only thing important: civil dialogue, and resiliency of communities are also values.

[Federal] The collaborative effort changed the vibe of the community. The collaborative informs other problem-solving.

[Local] Collaboratives are all unique. Multiple interests in Idaho are frustrated with the status quo. My organization is involved in about eight collaboratives. Look for zone of agreement – where do ecological needs overlap with economic needs and then where overlap with social license. Even in that subset of projects there is more to do than can get done.

[Local] Those who started the collaborative aren't involved anymore. But, those folks were passionate and formed it. Unless you have passionate advocates (non-USFS), collaboratives are hard to organize and sustain. Burnout is a real issue.

[Conservation] Collaboratives must have a joint vision statement, and must have passionate people.

[Local] You need accountability to each other and the outcomes.

[Local] Cohesiveness is key: you must have skin in the game up to and including joining litigation. Cohesiveness takes time.

[Local] You must have zones of agreement – working on things everyone can agree on.

[Local] Important to have process and protocols...that work for the effort, and are outlined early. It must include how to handle times you don't agree.

[Local] Must have a holistic purpose: is everybody getting their needs met.

[Local] Collaboratives do their best work when being most innovative.

[Academia] Policy analysis group is funded by the state legislature and can be a valuable asset to collaboratives.

[Academia] Panels should focus on how all this affects local counties and communities. It is difficult to scale up the zone of agreement at the local level.

Conflict and Litigation

[Industry] Litigation and conflict resolution – litigation only assists attorneys. Need to try alternative conflict resolution.

- Baseball arbitration is a good model: each party must give alternative will agree to. Arbitrator must choose one or the other. Forces folks to be reasonable.
- Another possible approach is medical-style arbitration: panel hears arguments and gives parties opinion on outcome.

[Industry] Many people are involved in collaboratives across the state. The hard work done by those collaboratives and federal agencies need to be respected. While there is a role for the general public, need to not let the work of the collaborators to be fodder for litigation.

[Federal] This project went through NEPA. There is potential for litigation on the ground if the promises of NEPA aren't met.

[Federal] Original litigation brought. Collaborative was there and intervened to make arguments on behalf of the project. This was very important as the litigation was considered.

[Local] Lawsuit for the project: the collaborative intervened in the litigation on the USFS side. Court let the group in. Court denied a temporary restraining order (TRO) requested by plaintiffs. Last month, USFS won the case. The intervention argues that the public interest weighs in favor of denying the TRO. Shows that the collaborative played a major role.

[Local] The judge determined that the collaborative is there to represent the public interest.

[Local] Litigation aspect – Not everybody can join collaboratives, but have lots of expertise on the ground. Collaboratives develop better projects that have broader community support. That big stakeholder group will defend the project in litigation. When it is clear the project has broad support, the judge more easily can find projects in the “best public interest.”

[Local] First thing was getting the collaborative to support litigation. They have a consensus process: everybody minus one. The next step is getting those lawsuit interventions funded. The value, at a minimum, will make this a less hospitable environment for litigation. The judge's words will have lasting impact. Collaboration tried to get the litigants to join the collaborative. The group certainly made a point that they were invited to participate and didn't.

[Local] Litigation is what lost timber resources in central Idaho. It has devastated infrastructure and tools to make it work. Sustainable Rural Schools funding was supposed to help make things happen on the forest. Still trying to make it work. Resource Advisory Councils are not fully populated. Title II funds could be going to projects. People have been waiting two years to get on panels.

2014 Farm Bill and Other Statutory Authorities

Utilization of Current Farm Bill Authorities

[State] We have been very successful because we work with feds, stakeholders, etc. That is why we were first in line for GNA under the 2014 Forest Bill. Had a great meeting with Vilsack in his office. I made the point that the USFS already contracts with federal agencies to fight fires on 6.3 million acres; why can't we do the same thing to prevent fire? A few years later, the Farm Bill passed and gave Governors a role in inventorying I&D and then give idea of how to do better health management.

[Federal] Need to increase pace and scale of how to think about conservation. Leadership matters and leads to more good behavior. GNA has helped breed leadership.

[Industry] Saying yes to GNA was quite a leap, given where the federal-state relationship had been going generally. GNA, at that point, was a 10-year-old pilot project in Utah and Colorado.

[Federal] GNA has enormous flexibility. Can enter agreements to do invasives, or wildlife work, etc.

[Industry] GNA in Idaho is different than GNA in rest of U.S. Prime reason is that industry stepped up with seed money. For projects to be successful, need industry. USFS strength is environmental; State Lands knows contracting. Industry knows how to get work done on the ground.

[State] Question that came up was how would GNA help State Lands. The relationship, trust and communities were important to making this successful. First think was to make it relevant. The answer was it would help the community.

[Industry] Why do we put money up under GNA? It will be able to be a little more efficient.

[State] Knew we needed to start small by providing support to a GNA program. Wanted to make sure projects would put more fiber on the market. Industry put up seed money to get it up and running. USFS also put money up to seed the start-up. The idea is that it will be self-sustaining, so not a need for continual legislative appropriations. Goal is to use revenue-generating projects to also do additive non-revenue-generating work.

[Federal] There is a potential the GNA could be used to get scientists to do NEPA and science. We are already inventorying scientific skills in the private sector to contract them into NEPA teams.

[Federal] Opportunity to use GNA:

- The relationship with state has gone so well that escalating turning over restoration projects over to the state. Will see how NEPA goes. Hoping that those projects can get done under CEs or EAs.
- Utilize templates.
- Readiness on both sides now to work together. Culture shift for USFS to turn over work to outside parties.
- Relationships are the grease that makes these things happen.

[Industry] GNA projects need to be developed through collaborative processes.

[Industry] GNA projects need to increase pace and scale of restoration.

[Industry] GNA projects should utilize the most effective and efficient analysis tools, like CEs where appropriate.

[Federal] When the Farm Bill was approved, the Panhandle Forest Collaborative was way ahead because had already done prioritization. Entire five-year action plan was included. It made a big difference to have had the collaboratives involved on the front end.

[Federal] We started to test use of the 3000-acre CE and chose Jasper Mountain. Did field work and it ended up at 2,300 acres. Signed a year ago and did NEPA in six months. So, it worked. It was the second large-scale CE in the state.

[Federal] Have been doing some expedited EAs for a couple of areas that didn't quite fit CE.

[Federal] GNA helped us get a big project going. Would be from start to finish. Contracted NEPA with Idaho Lands Dept. Helping contract efficiently, but the decision comes back to USFS. The sales end will be done with Idaho as well.

[Federal] Challenges for GNA:

- Capacity – Trying to do more, but need the people to do it. GNA gives people that USFS doesn't have to pay for.
- Road reconstruction ban under GNA is a barrier to restoration and repair.

[Local] Idaho Forest Group is part of a 50,000-acre project under SCA. That went smoothly and achieved multiple restoration objectives.

[Conservation] We began to engage in early versions of SCA. In early days, these were modified cost-share agreements. We found that SCA was an excellent value.

[Conservation] Have 91 SCA projects nationwide. Largest project is 9.7 million in the southwest. Nonprofit can bring a lot to lands with high habitat value, but low economic value. Can focus there.

[Federal] Starting to use the authorities (GNA and SCA) and they are now ramping up.

[Federal] Feel tremendous responsibility for getting work done on National Forest and to provide jobs in the community and get things done.

[Federal] Farm Bill I&D tool could identify high quality, well managed rangelands to use to streamline NEPA because many of these projects are doing a good job.

[State] Idaho was already working on collaboratives in all the National Forests in the state. Delivered our I&D list to USDA first. We found 12 million acres of concern, but about 1,850,000 acres are under very serious threat. We focused on those most imperiled areas. Came up with 50 proposed treatment on that 1,850,000 acres.

[Federal] A lot of work revolves around roads. Farm Bill authority restriction presented some real challenges to work through.

[Industry] I&D designations also show it is okay to rely on the states.

[Industry] Right-size NEPA for the right-sized project. That is what the CE provision does. The national average size of these designated projects is 1000 acres, so it can make a difference on the ground. There will be tremendous success stories.

2018 Farm Bill

[Industry] Current Farm Bill tools address the pace issue. Haven't touched the scale issue yet.

[Industry] Both House and Senate Ag are interested in working on forestry in the Farm Bills. Dipped toe in the water in the 2014 bill. Ag Committees feel good about it and want to keep going. Other Committees are having trouble. Ag Committee will continue to be a place to go to get productive advancements in these authorities.

NEPA and Other Law and Policy Recommendations

[Conservation] It is easy to define "no action" as preferred approach. Important to be honest about the consequences of "no action."

[Federal] On NEPA efficiency and planning, we haven't deployed largescale collaboratives in the grazing community. Wonder whether should build that kind of group to talk about large-scale collaboration. Grazing allotments can make or break collaboratives. If an allotment holder won't play, tough to go forward.

[Federal] There is a potential the GNA could be used to get scientists to do NEPA and science. We are already inventorying scientific skills in the private sector to contract them into NEPA teams.

[Industry] The roads restriction was necessary to get the political deal done, but everybody recognizes that this fix needs to be made. Senate appropriations bill has language to fix.

[Federal] Collaboration responsibilities under new Forest Planning Rule are making a difference.

[Local] Enact some sensible NEPA reform so we can do the right thing.

[Local] Secure Rural Schools (SRS) is a supplement to make counties held harmless from lack of timber sales. It doesn't do what is needed and intended. Went to citizens and asked for tax increase. Citizens said no. Bad spiral. SRS payment reduces Payment in Lieu of Taxes (PILT) payment. If we don't get SRS payments, we should increase PILT payment. That isn't happening.

[Local] Timber sales could replace SRS and PILT. If the feds don't want to fund these, let timber sales go forward.

[Local] County provides services. Would be willing to take less if we knew what PILT and SRS will be. Tend to lose track of who we are working for. Counties can get by with less if have healthy economies. Active management will stabilize better than getting these payments. We have unhealthy forests that have value if only we could do projects.

Agencies: Staff Capacity, Efficiency, Flexibility

State and Local Experiences in Forest and Range Management

[State] Challenges for state and federal agencies:

- Magnitude of restoration challenges.
- Departure from historical forest pattern.
- Workforce depletion – need more consistency to keep work force.
- Fire borrowing and robbing land management budgets.
- Litigation and tying it to collaboration:
 - Disconnection between local chapters and nationals.
 - Burnout and frustration.
 - Changes in staffing in USFS or BLM reduces continuity.
- Vacancies not being filled impacts capacity to get work done on the ground.
- Threatened and endangered species – impacts on management.
- Conflicting patchwork of laws and regulations among state and federal land managers.

[State] Transparency between partners is critical.

[State] Flexibility the focus. Allows folks to figure out solutions at the local level.

[State] Federal officials who drink our water, attend our churches and see us at our jobs are not the enemy. I can tell you that those federal officials who become part of our neighborhoods and communities are also part of culture and value systems.

[State] Just finished the first small timber sale under a new agreement with the feds. It will help prove the state and local communities value when it comes to active forest management. It helps prove to the feds that we can do what we said we could do. Progress is happening because reasonable people met at reasonable locations to do reasonable actions.

[State] Want to paint the picture of the scale. 20.4 million acres in Idaho are federal. When the 2014 Farm Bill passed, Governors were given 60 days to identify those lands on federal lands with high level of vulnerability to insect and disease. Idaho excluded roadless and wilderness lands, which left 12.5 plus million acres. Laid the national I&D map over the top. 8.8 million were found to meet the Farm Bill definitions of qualified lands. Worked with collaboratives to identify 50 projects representing 1.8 million acres. This is just the initial effort. 50 proposed projects were submitted to USDA and all were accepted. USFS is now using all the tools it has to attack those priority areas.

[State] GNA cooperative agreement with federal partners on how to work together to get more done. Trying to leverage each other's strengths. Three state goals: 1) increase pace and scale of forest restoration; 2) reduce fuels and produce more forest fiber to support local communities; and 3) make the program self-sustaining within three to five years by using strength of existing markets.

[State] First task was to develop a GNA Master Agreement to cover the whole state, though state is divided between two USFS regions.

[State] Finding money is a challenge; we were able to get start-up funds from USFS at the statewide level. Industry did a major match. This will last three-five years. That is why Idaho focused on specific forests where timber sales had economic viability.

[Local] Greater sage-grouse (GSG) is another challenge. The State of Idaho GSG Task Force

recommendations have been ignored. BLM's Resource Management Plan (RMP) says that the transmission lines are exempt from GSG requirements.

[Local] Will spend time on safety on the USFS lands. When someone dies on USFS lands, it has huge impacts. Public safety and search and rescue is a responsibility of the county and supports the forest. Rescues are extremely expensive. Not so bad when have timber tax base to support all this.

[Local] Twin Falls County is 1.2 million acres in lower central portion of the state. Half is federally owned. Have ideal relationship with federal partners. Working very hard to create multi-use concept on those federal lands. The federal lands are critical to economic development. Ag and recreational opportunities combine to make the area attractive.

[Local] BLM has contracted with the county to do noxious weed controls on the BLM lands. This allows the county to purchase the equipment necessary to manage the weeds. The relationship allows the county to work on federal lands (BLM) and private lands. Now in negotiations with USFS to do the same thing. Helps grazing, recreation, etc.

Federal Agency Culture and Capabilities

[Federal] When federal agency personnel change, it is possible for the new folks to gain input from locals. Having direct conversations with county commissioners and others helps with that.

[Local] Collaboratives can become a broker. This is especially true with the turnover in the USFS.

[Local] Consolidation of forests coincides with budget reductions at USFS. Once the agency pulls out of a community it is hard to build collaboration.

[Federal] Stewardship is a shared responsibility that affords opportunity to work together to achieve healthy landscapes:

- Demonstrating ability to collaborate across landscapes, and across political boundaries, can increase resiliency of the landscapes.
- In the West, generations have lived in communities of their predecessors. Important to find ways to build resilient economies.
- What does it take to make democracy work? When looking at local economy resilience, regions that do well have a positive attitude that they can do anything. Culture works together, willing to experiment, etc. Having the skills and habits of working together makes management of change easier.
- Loss of capacity at agencies parallels loss of the sense of place for agency personnel – feds need to be connected to local communities.
- Place is a powerful concept. Conservation is anchored to place. Imagine restoration of health of forest and rangeland could also mend local communities.
- This is potentially one of the most important outcomes of this initiative.

[Conservation] Administrative challenge: importance of the Federal Land Managers' (FLMs) abilities to manage their resources. USFS has lost human capacity to manage forests. Fire borrowing has pushed personnel there. NGOs support moving fire costs to disaster funding to give a break from these costs to the USFS.

[Federal] Some have complained about leadership leaving all the time. Is there a way to speed this up by creating immersion process for USFS leadership?

[Industry] My area has been through seven field managers in 10 years. What the feds have in place might work well elsewhere, but you need county coordination. Coordination with the state around sage grouse. That helps with continuity. When new faces arrive in federal agencies, it's up to collaborative members to try to educate them. It is a concern. When you move from other environments, it is a challenge. Use local knowledge. Communities also have to respect that there are rules and regulations they are dealing with.

[Federal] Culture change is difficult. USFS has long history of processes. Leadership must lead their teams through it, and it's difficult. People can't change on a dime. But need to move past it so we can get value. Panhandle staff worried about sales contract administration. We are getting past it, but it is a struggle.

All-lands and Cross-boundary Management

Restoration and Landscape Level Management

[Federal] Western landscapes are undergoing significant changes – drought, fire, invasive species, population growth, climate change, growing energy development, etc. These diverse pressures require new strategies. Need solutions to help the lands, but also the people who depend on them:

- Can be managed if we work together. Collaboratives are a tool to do this.
- The solution can be found if make a commitment to achieving healthy landscape. If that occurs, many other issues fall away.
- New technology is helping: modeling, drones, GIS, etc. Need to share the wealth. A role the feds can play.

[State] 41 percent of Idaho landscape is covered by forests. 75 percent of those lands are federal. Ten percent is various forms of state lands. About 10 percent are private.

[Industry] To increase pace and scale of restoration, we need a baseline for where things are and goals on where we want to get to. Governors of Montana and Idaho alone have done 6.7 million acres.

[Industry] Overall forest health – If it doesn't improve overall, will see continued increase of I&D. No-cut advocates are killing the forests.

[Conservation] We are interested in increasing pace and scale of restoration. We have found there is a fairly broad agreement on challenges and solutions.

[Federal] Need other grasses to bounce back quickly so cheatgrass doesn't establish.

[Federal] Be thinking about what makes for a resilient ecosystem. Importance of deep-rooted grasses to ecosystem. If don't have those species established before a fire, it is hard for rangelands to bounce back after a fire.

[Federal] Flexibility encourages working across land ownership patterns.

[Federal] Any time we try to do prescriptive recipe, we will be unsuccessful. Need flexibility. Not only killing something, but also getting something we want in its place. New information is being used on restoration. BLM is making strides in Idaho.

[State] Conservation biology is “do nothing.” We know that “no action” alternatives aren’t acceptable in the dynamics of forest management. Why are we using taxpayers’ money to do forage management through chemicals, when could use actual forage management to do it.

[Federal] Working on establishing reciprocal agreements for other states with Requests for Proposals (RFPs). There are things we need to do to accomplish that and get the kind of continuity which allows us to fully use authority across state lines. Oregon views them as individual entities who can operate as they wish. In Idaho, BLM and the state sat down to flesh out the five basic elements to meet. Gives uniformity.

[State] GNA allows the state to do any project on federal partners’ lands, except road building. Use assets of the state to assist. Revenues from timber sales can be reinvested onto those lands to increase restoration work. Can also work on all lands.

Sustainable Development Opportunities

[Industry] The Roadless Rule is a hindrance. Many areas in the state need wilderness protection. In exchange for that, we need a map of road-suitable timber areas and some kind of permitting on those to maintain balance.

[State] In the rural West, this will be a constant drumbeat: mechanization means that one modern logger today replaces eight jobs in the past. Mills are more efficient and higher quality. That mechanization removes jobs, so we need to retrain folks. What they have is a huge work ethic. That is the key.

[Federal] In 1995, the National Forest System had 9,000 permanent grazing allotment holders. In 2015, there were 6,000 permittees with 1.2 million cattle and 840,000 sheep. Unlike forest products industry, the grazing industry is in place.

[Local] The only way to sustain timber supply it is to actually have consistent timber sales. We asked for salvage sales, but it is difficult to get traction for these.

[Local] If you have lost jobs, it’s not the job of government to create jobs. It makes you feel like a failure because couldn’t get timber jobs up and running fast enough. Federal agencies aren’t to blame, but are a contributing factor.

[Industry] We address conservation on daily basis. It is ranchers’ business and we will be out of business if we don’t have good conservation practices. What value is there and how is it quantified? The values are there in family ranches. Must figure out how look at all the challenges and bring that value. There is a lot of ideal rangeland across the west, designated as GSG habitat.

[Conservation] We have begun to look across the state, and restoration needs are huge. Pace is not where it needs to be. Need to work together to advance a lot of different values: conservation and economic. If these values inform discussions and construct agreements, we can push forward.

[Federal] Keeping working families on the land is important. We have two large forage allotments so ranchers have somewhere to go when restoration efforts get underway.

[Local] Lots of operators have left the public lands and that has impacted our local economy.

[Conservation] There was a recent victory on timber sale. Judge Lodge found that the public interest was to turn the forest to its historic condition, providing economic benefit and the presence of an active collaborative.

[Industry] We used to import lots of timber from out of the state. A goal is to produce enough to create jobs for in-state loggers. 40-50 mills are operating today. We want to keep that going.

[State] Rangelands are the largest land type in southern Idaho: these lands are an important driver ecologically and economically if we can use them.

Providing Certainty to Stakeholders and Rural Economies

[Industry] Loggers are the work force on the ground for restoration. We have made the investment in equipment and expertise. Association has a safety affiliate and an insurance affiliate. From insurance perspective, very challenging time: we are consistently rated as a dangerous occupation. This causes business challenges.

[Local] We need consistent timber sales to sustain businesses.

[Industry] The economic aspect is important: if we don't figure out how to make these things work, it will break the backbone of rural communities. Must be timely. Figure out what is working. If not, tweak and move forward.

[Local] We can't get bank financing for projects unless have 10-year supply established.

[Federal] Livestock industry can be available to use for cheatgrass abatement, fire management, and other restoration priorities. The permit system is clunky. More flexibility would help, but it's also important for producers to be nimble. Ranch operators have been rewarded for the systematic approach. Changing to a new system will meet resistance. Introducing flexibility will help get over that hurdle and others.

[Industry] We see challenges in infrastructure of forest restoration.

[Industry] In the southeast portion of Idaho, maybe we have three or four contractors left. In southwest Idaho, we are at a tipping point: have 40 businesses in the area. Operators are making decisions of whether they will be in business. Doing better in the northern part of the state. Time is of the essence. Important for healthy forests, but also for the infrastructure to conduct restoration.

[Industry] We're working on data to better quantify scale necessary. Loggers can only look out to the next year. Multi-year stewardship projects are helpful. Can see longer-term activity and be able to plan for crews and with banks for financing. What is challenging is to have mills going down: to have injunction filed on sale that has been sold suddenly disrupts the ability to continue to operate.

[Industry] We have high churn rates with the feds: been through seven managers in 10 years. Feds should coordinate with counties and the state around sage grouse. That helps with continuity. When new faces arrive in federal agencies, locals are the ones educating them. It is a concern. When you move from other environment, it is a challenge. Use local knowledge. Also have to respect that there are rules and regulations the feds are dealing with.

[Local] Litigation is what lost timber resources in central Idaho. It has devastated infrastructure and tools to make it work. SRS was supposed to help make things happen on the forest. Still trying to make it work. Resource Advisory Councils are not fully populated. Title II funds could be going to projects. People have been waiting two years to get on panels.

Wildfire

Wildfire, Cohesive Strategy, and Rangeland Fire Management Strategy

[Federal] Been working in the Great Basin. Living through massive transformation in western rangelands. Fire is responsible for a lot of them. Fires are getting bigger. What are we doing about that? We are already effective at stopping 97 percent of fires within 5000 acres. A few hundred fires over the last several decades have caused these large-scale changes.

[Federal] Ask group to think about that these mega-fires will continue to occur: the question is how to develop rangelands resilient enough to come back for all the purposes we need the landscape to recover. Cheatgrass thrives in fire-rich environment. Cheatgrass is the game-changer that makes active management an imperative.

[Local] Flexible grazing is a great program. Great working relationship with BLM locally. Regular coordination meetings between county and BLM. Grazing is a good tool. There is a fuel triangle: heat, oxygen and fuel loads. We can't manage the first two, but we can manage fuel loads. Lots of challenges: grazing is not bad. It is a tool to control fuel loading. Frivolous litigation takes time and money away from active management.

[Local] Education and showing results is important. Until did a Fire Wise project by the highway, we couldn't get people involved. Need to do demonstration projects where the people are to help prove good management. Has positive impacts.

[Federal] If we overlay the frequency of large fires over a rangeland map, south central and southern Idaho is the epicenter of catastrophic range fires.

[Federal] Effectively managing perennials is critical on rangelands. We need to improve our ability to reestablish perennials.

[Federal] Often we have narrow windows to shift landscape: important to address invasives and other threats quickly.

[Federal] We have been successful in reestablishing perennials, and more limited success with sagebrush. Fire frequency is impacting sage brush the most. BLM is increasing animal unit months (AUMs) to help control grasses, reduce fire loading and improve sage brush habitat.

[State] Rangeland Fire Protection Associations (RFPAs) are a big help. The first big fire was the Murphy Fire – 700,000 acres burned. Ranchers took the initiative to try to manage the ground to try to stop the fire. Got sued. We responded to that by trying to address the safety issues involved. Four years ago, the RFPAs started. The state put up \$150,000 to train the first group of ranchers, buy equipment and stand up the voluntary association. Been creating them since. Now there are eight in Idaho and they are spreading to Nevada and South Dakota.

[Local] 20 years ago, fires were consuming less than 50,000 acres per event. Now they are at 250,000 acres per event. Soda fire ended up at over 275,000 acres. Would cost \$67 million to restore after that fire.

[Industry] RFPAs are a tremendous effort. Just put out a fire on Friday. RFPA got up there and put it out. State and locals are working together.

[Industry] Have issues with fire. The first fire takes out a lot. The second fire is devastating. The silver lining: lots of local, state and federal investment. New things are being tried. Need to educate on the successes.

[Conservation] Forests have changed. The history of fire suppression, climate, urban-forest pressures have resulted in less resilient forests. We studied Clearwater basin: fewer openings, dense, etc. That type of forest is different than the type of forests that are resilient to fire, etc.

[Industry] Economic impacts of restoration plans have to be put forward: immediately after a fire, we got agencies together (state, federal, ranchers, etc.). The first conversations were everybody looking at their “businesses”. We are willing to work with other groups, but has to be economically viable for a community. The agencies can’t remove themselves from those conversations. They are part of the landscape.

[State] The RFPA’s purpose is to protect landowner investment, assist if asked, and keep fires small through expedited action.

[State] The RFPA program is supported by the Idaho Governor’s office and state legislature. Eight RFPAs in place in Idaho, together protecting 1.4 million acres of private land. Secondary protection on six million plus acres of state and federal lands.

[State] RFPA members are voluntary – they are required to take safety training and to purchase insurance.

[State] RFPAs can enter cooperative agreements with the state and then can enter a Memorandum of Understanding (MOU) with feds and other entities as they choose.

[State] The state helps with start-up costs to get RFPAs established, and this is a very significant booster for the associations. RFPAs participate on average of 26 fires a season – a significant help.

[State] RFPAs are a state-specific, state-run program. Collaboration and partnerships are key to get off the ground and get them moving. They also have added a tremendous capacity to help address conservation issues.

[Federal] Ranching community has a can-do attitude. If can harness, really a force multiplier.

[Federal] RFPAs are a great example of the Cohesive Strategy in action.

[Federal] RFPAs are a great tool and promote cooperation. If we go at the challenges alone we won't be successful.

[Federal] We would like to increase capacity of the RFPAs that currently exist: there are 22 in Oregon, eight in Idaho and one in South Dakota:

- All about relationship – taking to the next level based on this.
- Collaborative training between RFPAs and BLM.
- Helping agencies with projects that intersect.
- Facilitating agreement with other agencies and entities that interface with forest firefighting.
- Trying to identify more resources to bring equipment and training to RFPAs.
- Working to change federal system to allow surplus equipment to get to the RFPAs. Lots of congressional support.
- Working with state land management agencies to develop elements important to RFPAs.

[Federal] Important to create a platform where we are utilizing folks to do fuel breaks and rehab projects. Efficient and cost-effective.

[Federal] RFPAs have vast communications network. This helps move to other issues where the BLM must work with ranching community.

[Industry] The list of things the ranchers were willing to do was kept pretty simple. We were able to get a core group of folks to engage. They developed 501(c)(3) and insurance and that helped get more folks on board with the RFPAs.

[Industry] When established training for RFPAs, it was a huge thing. It helped the ranchers learn to respect the BLM's brotherhood on the fire crews. It was a huge shift.

[Local] How RFPAs function on the ground:

- In a typical year, the RFPA is active year-round.
- Spend time in the winter doing new member training.
- Follows up with currently trained members. Based on multiple small communities.
- Have communications training.
- Work with BLM to stage assets for the coming season.
- Use GPS to identify all water resources, helicopter sites, etc.
- During fire season, we put planning into action. Provide information to feds on how to get to fires. Provide initial attack and then work with BLM.

[Local] Challenges for RFPAs:

- Have had multiple fires in a single area. Fuel loading is a great challenge and concern. Safety hazard. Trying to work with FLMS to help reduce the risk.
- Over 100 volunteers. Need to keep building in capacity. Takes a big commitment.

[Federal] Working on establishing reciprocal agreements for other states with RFPs. We need to accomplish that and get the kind of continuity which allows us to fully use across state lines. Oregon views them as individual entities who can operate as wish. In Idaho, BLM and the state sat down to flesh out the basic elements to meet. Gives uniformity to the RFPAs and certainty to FLMS.

[Federal] Example where a positive policy change was made: we got support to allow RFPAs to fight for duration of a fire. The equipment thing is complicated. Some are concerned that more equipment will mean their insurance costs go up. Oregon puts aside money to help cover insurance: it's a great investment.

Fire Borrowing

[Conservation] Fire borrowing is a huge administrative challenge: it's important for FLMS to be able to manage their resources. USFS has lost human capacity to manage forests. Fire borrowing has pushed personnel there. Fire costs should be covered as disaster funding to give a break to the USFS.

[Conservation] Fire focus has caused a bad shift of USFS personnel: in 1995 15 percent went to fire suppression. Now it is about 52 percent. Overall agency funding isn't going up at the same rate. Hard stuff. Budget is on 10-year average. However, the 10-year average is tipping up because fires are bigger and hotter. All of this is hollowing out USFS' ability to do other things including forest restoration.

[Industry] We have been trying to engage on the fire borrowing issue, and we advocate for moving fire suppression off the budget so they can get back to managing the lands. Fire brings a halt to restoration efforts.

Prescribed Fire, Restoration, and Liability

[Local] Restoration work helped stop fire when it moved through last year – clear evidence that restoration and mitigation work to reduce fire severity.

[Local] Collaborative is very worried about the loss of mills. We have to work together. If loss much more capacity, it will be tough to do restoration.

[Local] Idaho forests need active restoration. Forest products industry is an important tool to get that done. Collaborations bring more capacity and expertise to the USFS. Collaboratives have enabled USFS to thread the needle on some projects.

[Local] Grazing the fuel down is faster and effective in reducing fire danger. Combined with RFPAs, grazing and active management works well.

Workshop: Deadwood, South Dakota

The workshop was held December 1-2, 2016, and hosted by WGA's Vice Chair, South Dakota Governor Dennis Daugaard.

Incentivizing Collaboration and Collaborative Processes

Building a Collaborative

[Industry]: In the Black Hills, we have such a unique situation with an island of forest in the plains, with seven counties and the relatively small size of the state. This has allowed collaboratives to thrive. We have a strong working relationship between industry, states, counties, USFS. That collaboration allows state success and national success.

[Conservation] The working relationship for the collaboratives is built on the fact that folks know each other...not a lot of influx of others so relationships last.

[Federal] Personalities matter. If we can start with point of mutual respect, collaboration will go a long way. Whatever collaboration occurs must start there.

[Federal] Backing up to 2010, the mountain pine beetle sweeping across the West. We saw infestation in six of the seven counties. Very much on the minds of the public. Black Hills Forest Board was established by Senator Daschle to force collaboration formally.

[Federal] In 2010, it was clear that many more people were interested in being engaged. We wanted to find another way to get everybody together. We invited all kinds of stakeholders to participate in attacking the beetle.

[Federal] We increased scale and pace of restoration on the forest, but would still wonder if we were in the right places. Pine beetle analysis was the first forest-wide analysis. We then applied HFRA tools with the existing collaboration. All those elements made for the success Black Hills has had.

[Conservation] At the first one of the conservation meetings, USDA forester Bobzien came in and laid out what needs to be done and left the room – let the collaborative work on its own. He came back later to find out where folks came out. A great example of leadership.

[Multiple] How do you build trust?

- [Local] We argued. But one of the critical things was to have a set of goals written down. This kept us from getting side-tracked. Could come back to the goals to overcome distrust.
- [Industry] Messy process. Everybody is interested in forest health. Lots of different opinions on what that looks like. In coming to the table initially, there was already a level of respect among parties.
- [Federal] Success starts with respect. Need to have a state of mind that you are willing to listen. In the case of this group, everybody came in with an open mind. Being able to listen was critical. Respect also bred accountability. We knew where the boundaries were and worked together where could.

- [Conservation] What is said in the room, stays in the room. We put together a list of norms (process agreement) and mission statement. Built off the cooperating agency status document and went from there.

Ensuring Longevity

[Federal] Things do get dictated from Washington, but we need to explain that: put together a list of explicit things each side needs to do and an estimate of how long will take. This will hopefully help manage expectations.

[Federal] When we look at historical picture, it is important to look for information, not evaluation. Can't critique predecessors. We all got here together. Going back to 1897 isn't possible. Just look back to learn about systems. Future conditions are tough to predict. We need to manage in a way to reduce major issues like fire and disease. Managing gives more choices to deal with whatever the future condition is.

[Industry] What brought the groups together was a crisis. Importantly, having that strategy in place and holding to it long-term is what will keep collaboration productive. Need to use the tool proactively. Don't collaborate for collaboration's sake: it needs to be results-oriented.

[Federal] We have some great opportunities in the Black Hills region. I was struck yesterday that everybody, no matter where from, talks about the same things. Everybody craves good working relationships. That helps to have a common vision.

[Industry] Collaboration doesn't always go well. However, in Black Hills is generally viewed as a good thing. It is a way to jump hurdles and get things done. Collaboration is focused to accomplish more, more quickly. That distinguishes the South Dakota process.

[Industry] When Tidwell came to the Black Hills, he said he doesn't see the same level of collaboration and accomplishment anywhere else. Reasons:

- Shared desire to make more informed land management decisions.
- States and counties put crews in to help target where to cut.
- We took photos and analyzed where infestations occur.
- In collaboration, timber industry is really those who implement forest management activities. The process considers needs of forest and of the timber industry and tries to make those matches.
- Timber industry is the only entity in collaborations that will disappear if the efforts fail. They have a huge stake in making this successful.
- Haven't seen many projects done under Farm Bill yet. However, the collaborative may be a great place to develop SCA in South Dakota.
- In the Black Hills, the collaboration is successful because of shared goals.

[Local] Collaboration depends solely on the participants for success or failure. Each person and organization involved needs to decide what that collaboration will do for them. The county made the decision that it would be beneficial to do it. However, it must also benefit others.

[Local] Participating in the collaborative effort is allowing yourself to create relationships to be open to the possibility of different kinds of efforts (like SCA). Once trust is established, it's much easier to share resources to get good results. Can't be innovative if you do not trust yourself and others.

Conflict and Litigation

[Federal] Communication and coordination is key. We meet with county commissions every year. Likewise, we meet with the local tribes. A great example is Black Hills National Forest, where we have had a standing meeting for many years.

[State] Liability issues are always there. Seems that if want to move forward, we need acceptance of risk on the part of everybody involved. Fire managers are taking on that risk. Heavy burden when you are trying to encourage a management technique. On the other hand, landowners who suffer losses should get restitution. If you want to use fire, you need equitable liability system.

2014 Farm Bill and Other Statutory Authorities

Utilization of Current Farm Bill Authorities

[State] We are just in the completion phase for getting a GNA master agreement done. There is strong potential for its use in the Black Hills. Will start out small. One of the biggest issues other states talk about is difference between that given under the appropriations bill (Department of the Interior and Related Agencies Appropriations Act, 2001, P.L. 106-291) vs. 2014 Farm Bill version. Roads is a good example. That isn't a big issue in Black Hills because it is pretty roaded. Areas where states could be involved is on isolated parcels. The state will be able to use some mechanisms to more easily get access. As for SCA, Pennington County agreement is in place on county rights-of-way.

[Federal] Employees are proud of work, but also need to learn to let go where more work can occur by doing so. Farm Bill tools can help us be more successful collectively.

[Local] Strong support of congressional representatives helped a great deal. Lobbying in DC helped what came out in the 2014 Farm Bill. Important thing for Governors to do is to maintain strong conversation with their delegations and to encourage use of the tools coming out of the Farm Bill. Need to keep those in place. Tools may not treat the entire forest, but help tremendously.

[Federal] Innovation in the context of the Black Hills comes through HFRA and Farm Bill. These statutorily-defined tools are very important. Also, using existing authorities to accomplish work is important.

[Federal] GNA is just getting launched in South Dakota, but it holds great promise. Helpful in maintaining level of work.

[Federal] Participating Agreements were a way to do work similar to GNA projects before GNA was enacted. Many ranger districts have agreements with counties or states to deal with invasives like beetles. In some cases, they can even do timber sales. These have been great on building relationships.

[Industry] SCA is relatively new; we've been doing it for a bit in the Hills. Good way for USFS to achieve goals that can't be taken care of in a pure timber contract. Can do other restoration work. SCA helps change the dynamics of the process. Timber mills are looking at how to maximize timber coming into the mill. Maybe SCA can help bring timber off that is useful to markets. It does help in getting the job done.

[Federal] There are different kinds of Stewardship Contracts. Some can be timber and roads, with all the other work being subcontracted to be done. The Contract party gets a revenue stream to manage the various elements of the contract.

[Federal] Don't have a mechanism, except the appropriations process to get some of these other costs recognized. SCA generates retained receipts, which gives some more money to do other things.

2018 Farm Bill

[Industry] There needs to be a clear statement about shared stewardship in the next Farm Bill.

[Industry] We need built in incentives to encourage USFS employees to actively engage on Farm Bill authorities. Want to incentivize working with states.

NEPA and Other Law and Policy Recommendations

[Industry] An active plan to keep the next epidemic from occurring must include:

- Increasing the scale and speed of the work being done.
- Streamlining NEPA.
- Using Farm Bill tools fully.
- Fixing the fire funding problem.
- Reducing costs to allow more to get done.

[Federal] HRFA has helped streamlining by allowing having only one NEPA alternative. Helps on costs and timeliness of environmental review.

[Conservation] Farmers and ranchers with both forest and BLM lands are concerned that if EAs are important then we need to let the necessary environmental get done much more quickly. It can't take two or three years to study things. We hope Governors will look at regulatory bureaucracy holding up good work on the ground.

[Conservation] the Natural Resources Conservation Service (NRCS) has qualified more people to do EA or EIS work. If this is a priority, then make a priority to get it done quickly.

[Federal] Cultural considerations in Black Hills take lots of time. NEPA requirements and National Historic Preservation Act Section 106 requirements must be met. This needs to be part of the discussion.

[Federal] Policies are what they are. Having said that, talking straightforwardly, rather than giving bureaucratic answers, creates trust relationships. These can take a long time to establish. We would be

all for streamlining NEPA, but need some process to manage it responsibly: we must take care of the resource.

[Industry] We haven't discussed NEPA streamlining with agencies really. Looking at what we're trying to do on public lands, the whole system is flawed. We need more local control in that process. It is the local managers who have history and understand how that land will react to land management actions. NEPA is set up to allow everybody in the country to have equal access to the process. Not everybody understands the lands. Standing should be weighted accordingly. Counties and states should have greater standing, etc.

[Industry] – Stakeholders part of NEPA is frustrating. When we did the local RMP we spent countless hours with the local BLM. It then got fully rewritten in DC.

[Conservation] Under the Endangered Species Act (ESA), if protected species take livestock, there is reparation for the "greater good." Should make reimbursements for the public good.

[Federal] Senator Thune is working on damages incurred by prescribed fires that get away, trying to work on a bill to require reimbursement by USFS. In last 10 years, 122 fires got out of hand and accounted for \$85 million in damages. Less than \$4 million was paid to landowners.

[Federal] Mountain beetle was the first effort to do forest-wide NEPA. We're trying to glean what worked and what didn't in that work. In terms of efficiencies, the quality of information is good. Better data up front creates better outcomes. It prevents redos or mistakes on the implementation side. Databases are improved from five years ago. We're trying to look out into the future and think about what to propose that will be robust for a longer period. Can USFS design some flexibility in systems to allow adaptive management? Where we can maximize efficiency is where the NEPA decision document lays out alternatives. It provides flexibility on where we can go. Sometimes we make decisions and then move on. Need to go back into past decisions and see if can glean additional opportunities.

[Federal] I like innovation. In some cases, USFS may have a decision that can allow some of it. Some of the recent decisions have more adaptive management elements. NEPA decisions are having longer shelf lives: we're learning how to write less statically. Please come in with ideas.

Agencies: Staff Capacity, Efficiency, Flexibility

State and Local Experiences in Forest and Range Management

[State] I am particularly glad that Governor Bullock recognized the importance of collaboratives. The Chair's goal is to better understand how individuals from different sectors and ideologies can sit down and work together.

[State] Collaboratives are something we know about in South Dakota. The Black Hills collaboratives work in a very organized way. That is very impressive to me.

[State] Here in Black Hills, we have pine beetle and mountain pine beetle. Deadwood got its name as a result of an outbreak in the 1870s. Explorers were hampered on their travels by the huge number of fallen dead trees. It's part of our history, and a constant management challenge.

[State] The worst pine beetle outbreak in South Dakota history is the one we are going through now (and hope we are almost out of). The state has spent \$10 million to deal with the outbreak. Also worked with USFS to approach the problem through active management efforts

[State] Over time, the state and USFS Black Hills Supervisor have developed good relationship.

[Conservation] Conservation districts formed a 501(c)(3). We became convinced there is a lot of work that can and should be done on a watershed basis that can't occur by individual lands owners. The state set up a task force. It has now gotten the state mapped by watershed. Eventually, these watershed districts may get taxing authority to manage issues. Issues are bigger than any one conservation district, county or city.

[State] Biggest challenges for agencies to deal with: demand for services despite small staff; and turnover rate.

[State] Because South Dakota is a small state, we have a long history of working through issues with neighbors. Behaving well is important to making progress on issues.

[Conservation] What will things be like after mountain pine beetle? The collaboration wants to create more resilient ecosystems and do it cost-effectively. We're now preparing a Black Hills Resiliency Plan covering all lands, and have authorized the Black Hills Invasive Plants Partnership. We have also endorsed the idea of a Black Hills Resilient Forest Partnership.

Federal Agency Culture and Capabilities

[Industry] Industry, by nature, are innovators due to competition. With government agencies, you don't have that driver. Need to align agency staff to have an open mind about new methods of doing things.

[Federal] USFS is composed of lots of different people. Each ranger district has its own culture. Also shaping the culture of USFS are laws and regulations. Many are things we must follow, even if they don't make sense even to Service employees. It's important to challenge those from time to time. Shouldn't hide behind the constraints, but look for innovative approaches.

[Conservation] There are 63 steps involved in any USFS land exchange process. Lots of inholdings would prefer to get their land into the forest. The shortest land exchange took seven years; some have been working on their transfers for 20 years. If we had a reliable two or three-year turnaround, it would benefit timber, grazing, wildlife, etc. There are 2,000 acres our group would buy right now, if we could have that two or three-year turnaround. Appraisals are only good for six months. They expire and must be done over and over. Typically, there is not a USFS staffer available and skilled at it.

[Conservation] Turnover at federal agencies is a big problem.

[Conservation] We are all for reduced regulation, but it needs to be done with scalpel not an ax. Need to streamline, rather than eliminate. Need to make agencies more efficient and not hamstringing them.

[Federal] Examples of how we are dealing with comingled lands:

- Black Hills National Forest All Lands Initiative – working on pine beetle.

- Custer-Gallatin NF – Abandoned uranium mines, USFS is working with the state and some neighbors to try to solve that common problem.
- Grand River Grasslands – Grand River Cooperative Grazing Association has fee lands adjacent with grazing allotment. Association self-assesses members then hire staff to do range management, weed control and monitoring on both the USFS and their fee lands.
- USFS-Lower Brule – Grassland bird research and prong research going on. Tribes got a grant to hire for restoration on tribe lands and on the national grassland.
- Buffalo National Grassland – National Park Service (NPS) and USFS have adjacent lands. Offices are sharing staff.

[Industry] Trust and institutional memory are important. But, there is a revolving door. BLM folks do a five-year stint and then are gone. The ranchers are still there, but must start over.

[Industry] Successful projects are very much about relationships. It is true that feds cycle through. New staff can look through the file. It's important to maintain a good relationship with each one of them so you can start out good with the next person. On regulations, there are some things that are flexible and some that are not. Must learn and develop relationships. We always viewed USFS as landlord; we're working with the agency to make progress.

[Industry] Work with USFS on culture. Field folks must understand the "why" of the policies so they can communicate it to the impacted public.

[Federal] Lots of agency folks take pride in work and hold onto activities, even if there are partners who are ready and willing to help get work done. Agency staff sometimes needs to let go and accept help.

[Federal] Changing culture is a slow process.

[Industry] Agencies run a mid-level leadership program for USFS throughout much of the West. This also involves state and private forestry folks. Through that process we have had a bird's eye view of culture. A few observations:

- USFS is filled with highly dedicated employees.
- USFS employees want purpose and meaning in the work they do. When fear and insecurity come into play, it can trump other good impulses. The USFS still is an organization that isn't sure about its future. Farm Bill authorities say it's time to let go, yet USFS employees hunker down and interpret insecurity.
- When fear sets in, people default to cultural myths ("our policies say we can't do that."). Check the assumptions.

[Industry] It's challenging when the agency continues the cultural practice of moving people around.

[State] It's a cultural shift to ask people to put aside their mission of helping private landowners to help a huge agency do their mission. It's a change for both agency people and landowners.

[Federal] The "Way We Have Always Done It": there are lots of opportunities to test this. Collectively, we probably have better solutions than staying in same organizational channels.

[Federal] Try to hire and bring on the new people before their predecessor leaves, so they can facilitate transition of the relationships locally.

[Federal] We are trying to mentor new hires, but it's getting hard with bubble of retirements coming up.

[Industry] The organization is hiring folks mid-stage. That is a very different culture than historically. Hiring early and working through career. That is changing.

[Federal] We are trying to figure out how to manage a rural resource for a public that will be based in mega-metro areas. How do you get support for what you do? How do you attract employees to work for land management agencies when you don't understand the benefits of clean water, etc.? It's already a challenge to attract young people to rural areas.

[Conservation] There is a cultural divide between grasslands and forest. Folks come out to grassland to punch a leadership ticket and then go back to the forest.

[Industry] In the leadership program we have long conversations about relevancy. If you're trying to make USFS or BLM the focus of what is relevant, you will lose. Messaging needs to be about the land and mission of the organization: this resonates with people.

[Federal] USFS must be cognizant. Over-achieving is good. The thing about over-achieving too much is that you start running past headlights. There is a balance to be achieved. Right now, the agency is funded simply to put so many widgets out instead of stopping and looking at new ways to accomplish things.

All-lands and Cross-boundary Management

Restoration and Landscape Level Management

[State] Proper land management is critical: helps control fire danger, supports economic growth, etc. Black Hills has been a great success story for active management. Despite vibrant timbering, it is still a beautiful forest attractive to recreationalists.

[State] Public sector needs to work with private industry and ensure that land management practices meet their needs as well.

[Conservation] Black Hills is not checkerboard ownership the way other areas in the West are. But, most of the riparian areas are private and the hills are public. Inholdings are a big issue to deal with.

[Conservation] There are 300,000 private lands inholdings in the Black Hills, and beetles don't recognize boundaries. The State Department of Agriculture helped mark trees on the border of the National Forest to help stop the spread. This wouldn't have happened without state and local support.

[Conservation] There is value in all forest types. Need some old growth forests. Sorting out which should be left alone takes time. The same sorting process is needed on rangeland as well.

[Industry] The key question comes down to the percentage of those large trees that should be kept. A focus on resiliency is important: if you focus on clean water, we can unite everybody. Big trees use a lot of water. Active forest management can result in a huge amount of additional water to positively impact users downstream.

[Conservation] Diversity is an important issue in restoration. We're trying to avoid monoculture. Diversifying the forest will serve all us better.

[Federal] Comingled lands is a challenge, but with good faith and recognition of different missions, we can still go a long way to accomplishing some universal goals.

[Federal] We recently completed a Black Hills RMP. It addresses all management activities across the state, and GSG became a large issue. That means doing actions to keep the bird from being listed. The idea is to have federal agencies take the bulk of the management activities. This will change management in Butte County. It has less to do with grazing than the oil and gas industry and pipelines.

[Federal] An upcoming plan is the travel management plan: we will look at what routes currently exist within BLM lands (roads, trails, tracks and other pathways) and evaluate whether they are needed. This potentially will have a dramatic impact on neighbors in the Black Hills. We have no intention to remove access. Need everybody involved to keep unintended consequences from occurring.

[Federal] Actions that take place on other lands can have impacts on how BLM manages its lands. Vice versa is also true (travel management plan is a good example.)

[Industry] There are 12,000 acres of deeded ground and 1,920 acres of BLM land in the middle of the Black Hills. If fenced out, it would take 19 miles of fence. It is like somebody owns a piece of your house. Anybody who wants to can come into that part of the house and do what they want. Obviously, there are a lot of issues, travel management being one of them.

[Industry] For the most part, getting along with BLM is easy. Few issues: grazing is really it. The good thing about comingled lands: you take care of BLM lands the way you take care of your own. Everybody is committed to good management.

[Industry] I was on the BLM Resource Advisory Committee (RAC) for six years. That was the first six years of the management plan. I have great empathy for the BLM people who must go through that process. It is ridiculous. Would hope that collaborative processes can lead to a better system than exists right now.

[Industry] Involvement is necessary if you are comingled with federal and state lands.

[State] First thing we do when we work with private land owners is try to figure out what their objectives are. Same is true when we work with USFS.

[Academia] In any ecosystem, everything is related. Systems approach is dynamic. Forest and rangelands will respond to systems-approach because they are interrelated. It all starts with the soil and the water applied to it. Continue to need to be a student of adapting and responding, but also looking ahead and planning. For example, the range needs to operate under livestock grazing. Other portions of the system depend on manure dung. If any of that cycle is disturbed, the ecosystem is impacted.

[Industry] Private inholdings are surrounded by federal lands. Federal land plans, etc. have profound impacts on private lands. Invasive species is a good example. We had to do lots of logging because we had to for self-defense: it's a consequence of public lands management. Canada Thistle...must do more to deal with blowing in from public lands. Prairie dogs are a constant management concern.

Sustainable Development Opportunities

[Industry] I live near Spearfish; my family has had private lands and grazing allotments since the early 1960s. We divested of grazing allotments two years ago. Still run cattle. Ended up getting rid of the allotment because it distorted management of the rest of the operation.

[Industry] We got involved in the Spearfish Livestock Association – permittees with grazing allotments. There is a good relationship with state and federal agencies. If have issue always invite state and federal partners in to try to work through. This is important to long-term success.

[Academia] In agriculture, consolidation is occurring. A lot of the people getting agriculture degrees won't become producers. Many, however, will be in ag-related professions. Those folks, if properly educated, can become advocates. Urban areas look at rural America as industrialists. Need to make clear what value producers on public lands brings, both in terms of food production, but also management of the resource.

[Academia] Efficiencies abound in ag, because the economics drive that way. No-till systems are a good example. Producers must look at the big picture. Getting rid of the plow is a big change. Lots of managers are using livestock, rather than the plow.

[Academia] Range management systems applied to crop production has improved farming. Provides things besides food: clean air and clean water.

[Academia] The big question: what do we expect from and how will public lands be managed a hundred years from now. What we do today will have impacts down the road.

[Industry] Competition is the engine for innovation and active management. Economies of scale matter. Need enough financial resources to pivot to new products, etc., to maintain sustainability of operations.

[Industry] Driving culture of innovation in government is much harder: there is no profit motive to drive that innovation among agencies. This must be developed by agencies.

[Industry] There has been lots of research on biomass to fuels, but the processes are very expensive for relatively little energy value. Hopefully, economics will improve over time. One of the issues here is that, at least in Black Hills, forest growth is prolific.

[Industry] Slash piles and biomass: Current practice is to burn, because there is no market. Industry is trying to work on it through things like take agreements. Might want to look at utilization criteria. Need to keep looking at how else to use it. In terms of fuels, we run into all kinds of regulations that make it tough. Power company will give about half of the cost to deal with the biomass. Takes subsidies to make that work.

[Industry] Most of the utilities are moving to renewable energy. Plenty of incentives to encourage wind and solar.

[State] South Dakota has a 10 percent renewables goal (doesn't include hydropower, which is 40 percent of power production). Cost is what is holding back biomass. There are cheaper renewables (wind is where plants will likely go). A renewable energy mandate just doesn't work for South Dakota. Lumber industry is also a huge consumer of energy.

[Industry] US-Canada softwood lumber agreement is in flux. Exchange rate between US and Canada impacts tremendously.

[State] Biomass suffers because don't look broadly enough. Energy is only one part of it. Biomass also saves costs on the land management side. SCA is great because it keeps all the money on the forest, rather than sending it to DC.

Providing Certainty to Stakeholders and Rural Economies

[Industry] Thanks to the Governor and WGA for hosting this meeting. Our company owns five facilities in the Black Hills and a saw mill in Colorado. The Black Hills National Forest is primary source of our timber: 75 percent of timber company harvests comes off the forest. We need consistent management to make that work. There's a long history of active management here: the Black Hills had first timber sale in 1899.

[Conservation] When we look at issues in the forest, as a rancher and user of the Black Hills, I am concerned about all the downed trees from bugs and "microbursts" laying a lot of dead timber down. The live ones are coming down too. From a financial standpoint, I can't see how to recover pathways for wildlife and cattle without using fire. Loggers can't afford to take it out, because there is no economic value left in that wood.

[Industry] When we look at the size of the industry, we have been fortunate to be able to survive. USFS gets credit for that. Even so, we can't treat more than 2 or 3 percent of insect and disease. Must look at ways that the complete forest is resilient. Must look at what we want to have for the full forest. Look at size, history of what works and set a plan looking out 25-50 years.

[Industry] USFS takes a zero-risk approach. Need to relook at the laws and take off the handcuffs so USFS can move faster. When we have more growth than harvest, we will continue to add to the understory. Funding will be an issue for a long time. Need a combination of interested activity, increased manpower, and increased funding.

[Industry] We need to look at the current industry we have today. Can't do that without a strong federal timber program. Need a predictable timber sales program from federal agencies. USFS has been mandated to utilize the forest for multiple use. In the Black Hills, that happens. It's not easy, but we need to find a way to balance use and keep the forest healthy.

[Industry] We are barred from exporting logs coming from National Forest. No opportunity to export, even if transportation costs weren't so hard. Different parts of country use Stewardship Contracts differently. A critique heard in the Black Hills is that must do a full proposal, but just a bid. In some

ways, there is less flexibility because of the restrictions on what we can use timber for. Some things that are routine in timber contracts are not in Stewardship Contracting.

[Federal] One way to act on the need for financial viability is to provide stability to units in the long-term.

Wildfire

Wildfire, Cohesive Strategy, and Rangeland Fire Management Strategy

[Federal] We are seeing changing vegetation across the landscape, and in a negative way. Some effects of fire can't be duplicated by other means. Fuel reduction can be dealt with sometimes another way. Some vegetation changes can only occur with fire.

[Federal] I am not aware of a fire that doesn't have some negative effect socially or environmentally. There is no such thing as a no risk fire: you can't eliminate all that risk. All you can do is plan as much as you can. In the Rocky Mountain region, burns will occur. Fire management tries to manage that occurrence.

[Federal] Every fire you have makes the next one easier. Either wildfire or planned fire gives you the opportunity to work with neighbors. Fuels reduction has occurred: this provides more options to work on the next fire.

[Local] The Black Hills Forest has changed in the last 140 years. Then, the forest was 40 percent grass, 20 percent old growth, 40 percent various stage of trees. At that time, the understory of the forest was clear and open because of the native fire regime. In the time since, some have had notions to make the forest more productive. They succeeded, but changed the forest characteristics. Now, it's 8 percent grassland, 1 percent old growth and the rest is immature trees. The understory is now packed with small trees and residual materials. So now have a very explosive situation.

[State] Black Hills enjoys significant social license to do active management, particularly since mountain pine beetle emerged. However, we also see lots of smoke in the air. People accept that. The problem is when things go wrong. In the late 1990s there was a burn that got away and burned subdivision and private rangeland. That shut down burning for years. People lost their jobs.

[Industry] Some insurance companies are looking at insurance per-event for prescribed burns. Might want to think about pooling to manage risk and training costs.

Prescribed Fire, Restoration, and Liability

[Industry] Since the late 1990s, we have seen beetle kill in 150,000 acres and forest fires on 200,000 acres in the Black Hills. We have seen firsthand active management's positive impact on disease outbreaks.

[Industry] Substantial evidence shows that active management has strong impact on fire vulnerability and disease. Overly dense ponderosa pine forests are particularly vulnerable to both.

[Industry] When you look at thinned vs. unthinned stands of trees, you can see the impact of the pine beetle epidemic. The Black Hills NF has gone from 1.5 million board feet to five million board feet. However, timber output has diminished greatly. Disease has impacted long-term health of the Forest, resource users, local communities and the economy.

[Conservation] Using fire is an important tool to recover pathways and enhance habitat for wildlife and cattle.

[Industry] I see two major challenges for the forest: fuels problem from dead trees; and implementation of an active plan to keep the next epidemic from occurring.

[Conservation] Prescribed burns are now more accepted. This is increasing on private lands.

[Conservation] We need to maintain industry to manage fuel loading. There is strong interest in conservation easements. We have the opportunity to consolidate ownerships (consolidation of state parcels into a large parcel): this simplifies management. The state has been a good partner on helping.

[Industry] I have been impressed by thinning in Custer State Park. This is a good model.

[Industry] When you look at thin stands, need to look back at evidence (Graham and Ball).

[Industry] We hope to have opportunities in the future to find solutions to get into the forest. In the wildland-urban interface where burning is too dangerous, we need to get in there and manage by removing.

[State] One of the main concerns is change in land due to invasives (cedar). The missing tool in managing cedar is fire.

[State] In Gregory County, landowners got together an association out of the shared concern over cedar. It has gotten excellent support from state and federal folks. That includes working out training through NRCS. Good support for planning and executing the burns.

[State] Issues hindering prescribed burns:

- Haven't found a good burn plan format to meet conditions.
- Conflicting support among management areas.
- Equipment is not always available when want to burn.

[Local] Issues with proscribed burns:

- Choosing between fire and fire.
- Issue with the funding for USFS.
- Need for education on appreciation of the situation and how fire can help (public and private land owners).
- We have great template developed in the mountain pine beetle context. Been doing it, just need to change name and focus and keep working smart. It's also a model in what done with mountain pine beetle on education that can be used elsewhere.
- Umbrella issue of climate change – no issue we face that isn't made worse by climate change.

[State] Fire is a tool to bring down danger to private inholdings. A lot of wood has little value, so timber management isn't the sole solution. Overcrowding leads to disease and severe fires.

[Federal] Windows for burns are small. Social acceptance can be tough. Windows can follow wildfire seasons when you were just putting fires out. The liability issue is very real. Weather forecasting in the Black Hills is tough. Lots of local, terrain-driven winds.

[Federal] Constraints on prescribed burning are real and many. Social license is tricky. Wonder if can get out of that rut. Had idea to do small pockets. Maybe identify a bunch of patch burns to be done in the snow season.

[Federal] For prescribed burning, feds don't have insurance. If we had risk protection tool, it might solve a lot of reluctance.

[Federal] Active management in the Black Hills started in 1899, with Case 1. We have a long history of management. Today, management focuses on restoring and creating resilient conditions (reducing fire danger, improving wildlife habitat and clean water). Much of work right now is around the mountain pine beetle:

- USFS ability to maintain that level is a result of collaboration. The creation of the Black Hills National Task Force's creation (early 2000s) has really helped build that foundation.
- The other thing that allows active management depends on is a vibrant timber sector.

[Federal] We don't have good handle on valuing ecosystem services. USFS is trying, but complicated. City of Flagstaff passed a bond on themselves to help fund restoration work on the forest outside of town.

[Academia] Grazing is one of the tools in tool box. You have better prescribed burns if you run livestock through ahead of it. Likewise, where biological control can be used, there are great opportunities. I am not against prescribed burning, but some of the applications are very expensive. Burning for \$75 per acre? Livestock grazing could handle some of that at a much cheaper rate.

Workshop: Bend, Oregon

The workshop was held January 23-24, 2017, and hosted by Oregon Governor Kate Brown.

Incentivizing Collaboration and Collaborative Processes

Building a Collaborative

[Federal] The impact of elected officials' support has been key to collaboratives success.

[State] Collaboratives are the "Oregon Way" leading to durable solutions.

[State] Oregon's Federal Forest Working Group started to sketch out what the federal forest liaison effort would look like. We focused on supporting collaboratives: in 2009 we had 12 collaboratives, today we have 28.

[State] I think the forest needs an informed community that is vibrant and interacting well with the forest.

[Federal] Going large requires large projects to solve large problems.

[Federal] For effective collaboration, we had to come to grips with a different model. Each forest has its own collaborative. Collaboration at this scale isn't the deep level the groups are used to. "Consulting with and advising" is more what we are doing, rather than deep collaborative involvement.

[Local] Our focus is slightly different: we have to balance communities with the forest. The health of both are dependent on each other. To be successful, we need to have collaboratives "own" the forest. It takes the community raising things up.

[Local] SRS looked like a way to buy off rural communities. It produced the most successful collaboratives; had lots of money. It helped bring people together because there were resources to share.

[Local] A big challenge in collaboratives is having a one-size-fits-all mentality from DC. We need more flexibility if we are going to make collaboratives work around issues like GSG.

[Local] When we started our project for thinning purposes, there was pushback. However, the collaborative kept very detailed records on tree size, etc. It started to interject a tone of openness and rationality.

[Local] A collaborative is only as good as the people involved. Have to have folks with maturity, humility, trust/transparency. If you step away from quality of relationships, collaboration will suffer.

[Local] Integrate a social component to the meetings: this makes it hard to demonize folks you have talked about kids, etc. with.

[Industry] Restoration takes money. If you start looking at agency budgets, you won't see increases. So, how do you do the work with less money and less people? Have to create some economic incentive in the project. Have to have projects where the private sector can make money. That is what will make it a sustainable project over time. In terms of process, there is a lot that can be done. Tweaks to regulations and statutes can do a lot. NEPA streamlining, something besides litigation.

[Local] Money and collaboratives don't necessarily have to go together. Lots can be done with volunteers. I would like to get a joint position representing federal agencies. Important to appreciate the difference between projects that make industry money and projects that pay their way out of the woods. Think of it as ecological infrastructure. Time to reinvest.

[Local] Collaboratives need to represent a broad range of groups to make them effective. It took us three years to get to the first project. 7,000 acres. The scale and pace of project won't make any difference to the landscape. Restoration wasn't that successful. However, that project was the basis for building trust and doing better the next round.

[Federal] Collaboratives are not the only place to get input. Have public meetings as well as collaboratives. Focus 50 percent of the project on what goals are before you get project planning started.

[Federal] Give people a rationale for why or why we haven't done something is critical to keeping good relationship.

[Federal] You can't legislate or litigate relationships.

[Federal] Recognize the need for a concise "need for project."

[Federal] One method we used was forcing integration between staff. Working against silos can help employees understand cross-cutting needs.

[Conservation] Transparency and making sure the collaborative defines what we are trying to accomplish at the front end is key. We probably need USFS to give more guidance to help focus collaborative.

[State] We need to analyze what structures facilitate collaborative success. We need to define what is a good collaborative...or at least best practices that should apply. We have 28 collaboratives in Oregon at various points of maturity. It's an ideal laboratory for development of business practices. Have to take into consideration ecological, economic and social constructs.

[Conservation] Collaborative-generated solutions are important to increase pace, scale and quality of restoration. Community support is critical.

[Local] Tribes can bring ecological knowledge, but also social knowledge. If we talk to Tribes, it can give perspective on pre-development conditions.

[State] Low-lying fruit is where collaboration begins. It's a way to get early success and inspire collaboratives. Low-hanging fruit is a matter of perspective. Parties view that very differently. We need to examine that again. It might help get to why Governor convened this workshop: how to get to landscape scale. Low-lying fruit won't get there. However, I'm inspired by the fact we have entered the discussion through a fire frame. There are other frames to think through, which may identify other low-lying fruit. Looking through climate frame will produce other projects. If look through invasive species, the same thing happens. Viewing through multiple species vs. one, ditto. Past management or lack of management frame, ditto. Might power agreement areas collaboratives might not have thought about before.

Ensuring Longevity

[Federal] Doing planning at scale doesn't translate to all partners. There are also slow spots internally. Projects handed to ranger districts can be viewed skeptically. You have to remind folks to suspend disbelief. Staff officers get to where they are by learning how to do something really well. Outside teams coming in can be met with resistance.

[Local] Making things last and remembering what was the objective in the beginning is important to hang onto.

[Local] Our Forest Planning process has been slow, but collaborative. Most of the counties are at the table. Has taken 10-11 years to get done. Worried that, at the end, we are being undermined. The National Marine Fisheries Service has now interjected into the process late. Hope we can figure that out.

[Local] Collaboration is not static, it spills all kinds of different ways. Collaboration has power to it.

[Industry] What makes collaboratives successful:

- Needs to be inclusive.
- Needs insulation: if you're willing to work through collaboratives, the outcome needs to be protected. Outsiders can blow up hard-won solutions. Need to give collaboratives more tools. Protect the investment of time.
- Must be outcome-based. Need to be solving for something.
- Needs to be successful if going to be sustainable. Success breeds success. Need to develop best practices coming out of the ones working, or the process will fail.

[Conservation] How to get something out of collaboratives:

- Context – give structure to the conversation.
- Expand what is meant by “more” – Increasing scale, pace and, importantly, quality of restoration. Need to think about not just fire restoration, but also road removal, riparian restoration.
- Broader question: How to get “more” out of forest. Not just extraction, but also protecting wilderness, investing in forest recreation infrastructure, etc.

[Local] Decision making model used is important. Can't do complete consensus approach. Use Supreme Court approach. If don't get consensus, do majority and minority views and both go to USFS.

[Local] Field trips are important. Can talk past each other at the table. Need to get out in the field and look at what you are talking about.

[Local] Typically, we will have facilitators early in collaboration. Important to have neutral party early on to build trust. As developed relationships, that kind of facilitator became less helpful. Important for someone to oversee relationship building with USFS.

[Industry] Don't think economics have to be the only rationale behind a successful collaborative. I think you should try to have everything on the table. The process can winnow the discussion. Need to start with what the objectives are and then start working through. Have to grow the pie in terms of who comes into the process. Public isn't keeping up with what is happening. Don't want collaboratives in a “back room.” Has to be bigger than that.

[State] Importance of performance measures: we may be at the point in collaboratives that it is time to look at performance measures to provide accountability to funders. Way to get more financial and commitments of time.

Conflict and Litigation

[Industry] Lessons learned on working with lots of interest groups:

- These are complicated issues: socially, economically, ecologically. Acknowledging different points of view is a place to start in collaboration.
- Need to understand that this is not a zero-sum game. Need to push for solutions that meet economic, ecological and social needs of multiple audiences.
- Everybody has the same goals.
- Everybody is part of the solution.

[Local] Lawsuits are good at stopping action, but don't promote good action. Collaboratives can achieve the latter.

[Conservation] We aren't fond of the current objections process. Collaboratives getting put together don't have everybody there. Collaboratives need to design something that will have broad public support. Side boards: wilderness, etc. are off the table. Wilderness designations can only happen in legislative process.

[Conservation] Supporter base isn't always interested in having us collaborate. We recognize the ecological benefit of good restoration. We have to convince our supporters of that. They are scared of the history. It is challenging right now, when we have people attacking the very idea of public lands.

[Federal] If you are basing things on science, it reduces the fear of litigation. It comes up some on implementation, but it's not a huge topic. Fear of litigation shouldn't stop you from doing the right thing.

[State] Northwest Forest Plan did well in vetting lots of issues. However, when it came to clear cut sales, public controversy still impacted the sales.

[Federal] One of the things a forest plan does is set sideboards. When we start to see litigation then have to rethink whether going to meet objectives on the landscape and what industry would want to see in terms of timber coming off the forest. It will be a challenge to bring collaboratives in and have some difficult conversations when revising forest plans.

[Industry] You have to build social license to do work on the land, so you don't get tied up in litigation.

2014 Farm Bill and Other Statutory Authorities

Utilization of Current Farm Bill Authorities

[Federal] Use of GNA is finding new ways to apply budgets and expertise to apply to the land. Appreciate Oregon appropriating state funds to restoration on federal lands.

[Federal] GNA allows any state agency to make agreements with USFS: the Department of Transportation, Parks and Recreation, Mine Recreation...there are opportunities beyond fish and wildlife agencies. It's all built on relationships, building trust, and being willing to be adaptive.

[Conservation] We've talked about collaboration in terms of project planning, but we also need collaboration around implementation. SCA is helpful. GNA also helps.

[Industry] We did an analysis in 1999 of contracting opportunities and who was capturing what. The local contractors were getting most timber contracts, but only 15 percent of service contracts. That led to the idea of helping local contractors diversify into restoration. Progress has been made, but we need to keep working toward that goal.

[Conservation] There are lots of tools and authorities to facilitate working across all lands; we just need to take better advantage of those authorities.

2018 Farm Bill

[Federal] Hope can develop new policy – including in the next Farm Bill – to further advance these community-up approaches.

NEPA and Other Law and Policy Recommendations

[Federal] The Collaborative Landscape Restoration Act started six years ago. The long-term commitments made under the Act are having real results.

[State] State-Federal Implementation is built on a finding in 2009 that NEPA is the stop. State funding has been used to help build the analyses that need to be built to get projects successfully through NEPA.

[Federal] The problem in going larger isn't about NEPA, it is changing culture and approach to planning and applying at larger scale.

[Industry] If we're going to incentivize collaboratives, we have to define it. It should not be legislatively defined. Maybe there is some other vetting process.

[Conservation] If a collaborative is successful, it will be complementary to NEPA. There are limitations on how many folks can get in a collaborative.

[Industry] Restoration takes money. If you start looking at agency budgets, you won't see increases: you do the work with less money and less people. In terms of process, there is a lot that can be done. Tweaks to regulations and statutes can do a lot. NEPA streamlining, something besides litigation.

[Federal] The Tribal Forest Protection Act (TFPA) is a good tool used in the region, but most are in Washington state. We do have a master stewardship agreement with the Klamath Tribe. It's a very effective tool to do a couple of things:

- Come up to and even cross-manage with the Tribe.
- Incorporate tribal thinking on how to manage those lands. Get benefit of their ecological approach.
- Provide jobs in doing projects.
- Work with Tribes where otherwise we wouldn't be able to find it. Works like GNA, but with Tribes.

Agencies: Staff Capacity, Efficiency, Flexibility

State and Local Experiences in Forest and Range Management

[State] Our urban areas are growing rapidly...like an out-of-control teenage boy. The challenge is the rural communities: we need to pursue strategies to increase job opportunities. We want to invest in improving scale and pace of forest restoration.

[State] Trying to give small businesses what they need to succeed. Technologies will help.

[State] Given that federal lands are 60 percent of total forest lands in Oregon, a key is fostering relationships with federal agencies.

[State] Proud of work done to restore forest and rangelands within the state. Recently signed GNA with USFS to work on restoration. This cooperation with federal agencies is key.

[State] Have to continue to search for innovative projects that are good for the economy and the forest.

[State] Can't talk about economic prosperity without talking about water. Oregon is working hard to combat drought and wildfire. The state budget proposes \$32 million in bond funding for rural communities to develop water. By working together, we're better positioned to meet challenges.

[State] The GSG example proved it is possible to meet economic and environmental goals. Oregon chub is the first fish to be removed from ESA. Snowy Plover is back. These three recoveries are not accidents. It happened because Oregon citizens worked together.

[State] I'm very happy to say three national forests have been 10 years removed from litigation over forest management. It takes constellation of approaches to make sure that our values and economy are respected.

[State] Recommendations to increase staff efficiency and project success:

- States should establish a federal forest liaison program and fund it. Provide funding and technical support for collaboratives.
- Needed to push collaboratives to plan projects at scale (100,000 acres or more).

[State] The Oregon approach is not project-based. It is more systems-focused. Invest in driving efficiencies in planning and project layout phases. We have shared risk and are trying to fund innovation within USFS. It means that state is involved in lots of projects. It's difficult to tag specific dollars spent to particular actions.

[State] Federal Forest Working Group work continues: the latest project is the federal forest health dashboard. It includes six different gauges that will be tracked over time (SCA funding, NEPA decision acres, etc.). We've seen a 45 percent increase in NEPA projects getting through to ROD (since 2009), road decommissioning, acres treated, etc. It's been very effective in monitoring progress and creating accountability.

[Conservation] States have their own culture change. State and private money being raised to help do work on federal lands is really important.

[State] The Montana forest industry is at risk like that in eastern Oregon. The conservation community is frustrated by lack of progress on the ground. There are lots of collaborative efforts going on, but collaborative fatigue is setting in. We are dealing with increasing complexities in management in era of declining personnel and funding.

Federal Agency Culture and Capabilities

[Federal] Need to deliver clear information about missions. Need to describe strategic plan goals.

[Federal] Importance of being in good relationship with Tribes, states, counties, private sector, communities. etc.

[Federal] USFS was very happy to hear about Bullock's idea to hold workshops across the West. This gives us really good information. Placing in various communities helps show how local these efforts need to be.

[Federal] World view of USFS and various groups are very different. Even so, we share a common affinity to take care of the land.

[Federal] We have better scientific understanding of land management than ever before. We need to better integrate data into decision making.

[Federal] Regional forester has put emphasis on shared learning and not waiting for the end of the planning process to share. It's already having an impact across USFS, and is being picked up by project planning teams nationwide.

[Federal] The problem in going larger isn't about NEPA, it is changing culture and approach to planning and applying at larger scale.

[Federal] No way to describe all the work going on in this region's strategy. Want to be smart about what we invest in on planning. This gives USFS the ability to make more resources available to real management changes on the ground.

[Local] My observation is that people in USFS love the forest. The forest is one huge complicated collaboration. The forest starts to influence creative thinking. USFS is one of the few federal agencies grounded in sustainability.

[Local] I hope collaboratives becomes so entrenched that USFS folks are used to them. One of the challenges we do find is that agency folks want to be in the field focused on fishing, etc. Collaboratives can be important support for USFS specialists.

[Federal] The whole idea of collaboratives has required USFS personnel to develop a whole new skill set. We used to focus on the actual land management duties. Looking forward need to figure out how to meet the public's needs to be heard. Need to figure out mechanisms for doing that. We have a mandate to consider what is in the public interest. We want people to talk about how they are dealing

with this transformation. The public says it wants government agencies to work better together. Thus, we have to do better not only with the public, but also other agencies.

[Federal] I ask district managers to encourage learning. Failure is okay as long as you learn and move forward.

[Federal] Hiring the right employees is key. The assumption is they have the hard skills, but they also need soft skills.

[Federal] Be transparent on decisions, even if it is news folks don't want.

[State] The Fish and Wildlife Service's (FWS) culture has really changed in the last 20 years. In general, we all agree on a lot more than we disagree. Science for need for active management is robust. FWS is trying to be proactive. Most recently we have developed a great working relationship. FWS decided not to list the fisher because of all the good behavior from industry, states, counties, etc. up front. GSG is another great example of that.

[State] FWS knows that local communities are not the problem. They are part of the solution. We need people to stay on the land, need them to help fight fire and address other challenges. It took a lot of effort to get the culture to adjust to that reality. In rangeland, for example, we can't have management without understanding interconnection between public and private lands and understand what ranchers need to stay on the land.

[Conservation] We need more transparency about budgets. Timber targets and budget drive lots of activities by USFS. If want to broaden the tent and achieve other things, then need to figure out how to pay for it.

[State] One of our concerns is that local BLM folks are not empowered by state BLM or DC HQ.

[Federal] We need to help employees understand how to frame up a risk. It is really easy to say it is okay to go take risks, but if we don't have tools to figure out risk of action vs. inaction it becomes difficult to make decisions. We need more room to try new things.

[Industry] Agencies need full funding so they have manpower to do what they are supposed to do on the land.

[Industry] Do not underestimate the inertia that occurs in the management of federal lands.

[Federal] GSG is in its sixth year. We have learned a great deal about that kind of issue, and can apply it to other contexts, like juniper. Landowners come in with knowledge of the land. We try to adjust the plan to take advantage of that understanding. NRCS has really capitalized on it.

[Industry] A clearinghouse to share Master Agreements would be very helpful.

All-lands and Cross-boundary Management

Restoration and Landscape Level Management

[State] We need to re-envision jurisdictions, especially regarding who does the work. There are lots of partners that can do work besides states or USFS.

[Federal] Funding is flat, which is both a threat and a driver. Recreation demands continue to grow. Ecosystems are changing due to climate, longer fire seasons, and invasive species. We must find better ways to live with and manage fires. These events, and many others, have also put pressure on relationships. We must work together to determine what work is most important and why. We need to combine all expertise and experiences to apply to these challenges.

[State] A number of conservation groups funded economic analysis on what we would get back economically if the state funded a project. It found a 5 to 1 return. This points to the effectiveness of state involvement.

[State] Efficiencies will help the pace and scale of restoration.

[Federal] We're happy to share some of the work we've done on the east side restoration strategy. In 2012, we did an analysis of restoration needs in Oregon. On the east side of the state, we found millions of acres that needed restoration and the scale and pace were not keeping up. Not that we didn't know what to do about it: these areas need thinning and prescribed burning. In many areas, we have social license and infrastructure in place to do the work, but in others we don't. That's an issue.

[Local] It's important to ask the right questions in the right order. We need to ask what the landscape needs first.

[Local] We should tier efforts based on what the best available science says about the landscape. This gives a neutral place for all groups to rally around.

[Local] That is why we focus on science: start with what the landscape needs.

[State] There is a disconnect between landscape-level management vs. single species management. ESA requires protection of the species and the ecosystem it depends on. This can cut against landscape solutions.

[Federal] If we're talking about active vs. passive management, federal employees believe there are actions that can be taken to improve the landscape. Wilderness and roadless rules challenge a lot of the existing agency culture. Finding the balance is tough. We're trying to be more open to asking questions and being open to different answers. Beyond that, we have to figure out how to balance the varied input that comes to USFS. Issues are 360 degrees. We must deal with incorporating competing interests.

[Academia] 60 percent of lands in Oregon are owned by the feds. In Eastern Oregon, 70+ percent is owned by the feds. It's important to not get overly broad in conversation. The dynamic can be very different in communities depending on the surrounding land ownership configuration.

[Conservation] Everything we care about comes back to resiliency of the forest (from jobs, to recreation, clean water, etc.). The level at which we quantify benefits of ecological services varies.

[Conservation] There is a cost for doing nothing – ecologically, economically and socially.

[Conservation] An important question to be answered is what the desired outcome is for the landscape. That then has to be applied back to the communities and their economies. Restoration teams also need expertise in tools like fire management, for example.

[Industry] About 70 percent of GSG habitat is on the private lands. 30 percent is in federal ownership. We can't address rangeland management without addressing all kinds of lands and how they link together.

[State] We know that ownership mix matters a lot on ecological quality. The most feasible means is to encourage coordinated management across all lands.

[Federal] NRCS uses Tribal RMPs. There's no reason for us to review that. The plans are very informative and helpful. It has made it easy to help Tribes meet their goals.

[Conservation] We need to better tell the story that conservation outcomes are happening. We want to think about how to reward good behavior. Use what we have to get what we need. The idea of the outcomes clearinghouse is really helpful. Ultimately, it is about what projects were done and who the partners were who made it happen.

[State] Need to have respect across boundaries. Respect makes the work possible.

[Industry] Do not underestimate the ability of incentives to manage private lands.

[State] We're left with the question of economic boundaries. It's a challenge between projects that produce economic return vs. those kinds of restoration projects that don't have economic return, but are important ecologically. May be one of the biggest challenges of all.

Sustainable Development Opportunities

[State] We need approaches that balance economic revitalization and ecological restoration. Need holistic restoration focus.

[Local] The collaborative has become a magnet. Groups are asking to come through. Opening up work to other groups becomes something of an economic driver for the community.

[Federal] Projects include a suite of restoration activities, so we can appreciate the need to have some economic return for industry. Ecological improvements are just as important.

[State] Risk is a driver of decisions: the reason FWS supports active management in the forest field is that if they don't take action and turn out to be wrong, the devastation is often permanent. If we do implement active management for forest health, the worst-case scenario isn't that bad, compared to what could happen with no action at all. It doesn't matter if it is private sector or USFS.

[Academia] Small communities are struggling. This is due to the resource environment in which we live. Need to figure out how to address those struggles. Hope we talk about:

- Local capacity needs.
- Economic development.
- Challenges of diversification.

[Academia] What I don't see a lot of talk about is diversity. Many small communities are facing diversification, with an influx of new ethnic populations. That brings challenges and opportunities.

[Industry] Engaging, collaborating and investing in forest and range management is so very important to the West and Oregon.

[Industry] It's important we respond to the profound shifts in the national economy. The economy is growing more, and is more reliant on a smaller and smaller number of super performing counties. Employment rates in urban areas are dramatically better than many rural communities.

[Industry] Businesses are adding jobs twice as fast in urban areas as in rural communities. There is very little job recovery from recession in the latter.

[Industry] There is a scarcity of critical thinking when comes to sparsely populated areas.

[Industry] Rural vitality is critical to nation's long-term health and prosperity. Many of the nation's foundational sectors reside in the rural areas (ag, mining, energy development, etc.).

[Industry] The West is positioned to advance a new economic development model built around natural resource assets. With the right resources brought to bear, the rural West can reinvent itself. Investment in forest, rangeland, and waters creates jobs.

[Industry] Innovate by working across larger landscapes, connecting various ownership types.

[Academia] Students can be put to work on solving ecological issues. We're looking for ways to bring urban high school students to the forest. As students come out with skill sets that intersect with natural resources, it will become more interesting to the private sector. Lots of opportunity to expand in high schools and higher education. This will take time and resources, but will help.

[Conservation] Bend is a changed place. Bend was on the map historically because of one thing: ponderosa pines. For decades timbering drove Bend's economy. It's not that way today.

[Conservation] We have to reintroduce fire, treat invasives, and repair riparian areas. That also has positive economic impacts.

[Local] Look for a way to build a diversified economy through outdoor recreation and related industries. The goal is to insert resilience into all elements of the economy.

[Industry] Another piece is the question on how to generate value for small diameter trees: if we can do that, it will have positive effects for restoration activities.

[Industry] Rebuilding economies starts with counties and local groups working together to unify assets the community has to pursue that goal. Have got to embrace recreation. It is how we get investment from urban areas to places they love to recreate.

[Conservation] One of the things we do is educate recreationists on the value of the forest. If can use the forest as playground and a place of education will serve everybody. It connects stewardship to people's personal experiences in the forest.

[Industry] The seasonal recreation economy is problematic. People who have been working in the woods or trailing cattle, etc. have a tremendous amount of skill. Their passion is to work within natural resources. There is such need and opportunity to let them do new natural resource jobs. The stewardship economy can be real. Incentivizing innovation and efficiency in rural communities is the best way to treat people with dignity and respect.

Providing Certainty to Stakeholders and Rural Economies

[Federal] The idea is to restructure the landscape so it works better. Timber byproducts that come off the land while restructuring is vitally important.

[Federal] Lots of small communities didn't have a replacement glide-path for mills. Lots of towns were built on the use of natural resources. Telling them to diversify their economies is disingenuous. USFS has a role to play, but the Service can't do it alone. From an agency standpoint, I think we need more partners that aren't government to come in and help fill gaps, so we can find a path forward for people in the communities and those who would like to come back.

[State] Maintaining existing markets to help sustain existing forest infrastructure is key. Once that disappears it is very difficult to stand it back up.

[State] We need to engage in rural development. Rural economic policy reforms need to be looked at and connect into natural resource management. Typically, these folks aren't foresters.

[Conservation] We are trying to understand barriers to local contractors getting into restoration work. Beyond the contracting vehicle, an important first step is understanding where contractors are coming from and their capacities.

[Local] To keep a town alive that is focused on a natural resource asset, we need to try to find a new way to shape the economy that is already there (i.e. developing biomaterials, etc.).

[Local] The Ashland project produced a large amount of timber taken off the land. The project supplies logs to mills to keep them open, and also helps protect the city from wildfire.

[Industry] Industry is willing to negotiate to get to common goals. There is nothing we aren't willing to talk about. I appreciate history. We don't live in the 1980s any more. Timber is the most modern, efficient industry on the planet. We love lands as much as anybody else. There are some radical ideas playing out. We don't want pendulum swings.

[Industry] Infrastructure development will put folks back to work. Putting folks to work on the forest and on infrastructure on which economic activities in the forest depend (roads, sawmills, etc).

[Industry] Implement existing policies with flexibility: it helps maximize use of current tools. We need consistency of programs and investments.

[Conservation] The relationship between people and forest is the story I want to share today. Deschutes County has grown dramatically and will continue to do so between now and 2030 (perhaps up to 250,000 in the county). This causes lots of changes for people and community. The shift from timbering to recreation has started to change the area.

[Industry] Ranchers are the backbone of small rural communities. Need to protect what we have while working to diversify. Need to keep tools like grazing in place. Community stability is worth something. If you lose people through ill-advised strategies, we lose generations of knowledge.

Wildfire

Wildfire, Cohesive Strategy, and Rangeland Fire Management Strategy

[Federal] What we have learned about wildfire:

- Locally, fires are continually thinning stands and reinforcing size class and density in patches.
- Regionally, fire creates patches of new, medium and old forests. This helps regulate future fires.

[Conservation] One of the changing culture pieces is how to manage for fire. Lots of cultural change that will have to occur on all levels.

[Industry] Invasive annual grass is a big issue, and not one you can throw money at to solve. Keep good areas good. Use fire to deal with fine fuel. Grazing systems can help (controlled winter grazing helps). We're working on development of new grass mixes to crowd out invasive grasses.

[State] State and feds have different goals around fire. The state goal is to put out fire in 10 acres or less. Federal agencies want to both control and use fire. We are doing better in talking through issues with federal partnerships. Getting restoration on state and private lands. Oregon Department of Forestry (ODF) has had a good history of working with engaged landowners, but some private landowners were reluctant to come to the state. We are trying to use social research to figure out how to engage those folks. As to prescribed fire: ODF is becoming aware that prescribed burn capacity is limited by air quality standards. Have been talking about how to deal with that. It is frustrating that wildfire smoke doesn't count against attainment goals, but prescribed fire does count. Finally, the risk profile of fire moving from private to federal lands is different than if it's coming the other way.

[Federal] We are working with RFPAs to develop fire management plans. RFPAs are learning a lot about fire management themselves. NRCS is being allowed to sit in on firefighting teams. Many times, state and feds don't know what has occurred on private lands. This information helps for better management of the fire. It also helps NRCS in designing grazing management systems that can help on fire management side.

[Federal] The wildfire problem is a social problem with lots of ecological feedback. Building relationships and building trust helps give social license to deal with the problem. We have to maintain trust over time.

[Industry] Ranchers engage fire on two fronts:

- Directly through RFPAs – help reduce response time and since they know the terrain, they understand the quickest way to get there. This has stimulated good partnership with BLM to get to fires quickly.
- Through fuel management. Large-scale fuel can be managed through efforts like juniper removal. Fine fuels are managed through grazing.

Fire Borrowing

[State] We need to decouple fire budgets from restoration budgets.

[Local] Wildfire can get a lot of BS out of the way. It is devastating. Fire gives a push to help folks focus on a goal. Fire borrowing detracts from accomplishing these goals.

Prescribed Fire, Restoration, and Liability

[Industry] In the Great Basin, the threats are fire, encroachment of invasives and loss of open space development. Grazing, when done right, is a good tool to address some challenges.

[Federal] Ideas that come out of study of landscapes:

- Landscapes exist at several different scales. Need to think about the scale at which you are restoring.
- Topography is a good organizing structure. It provides a wonderful template for restoring landscapes.
- Fire and forest succession are what drive landscape.

[Federal] Fine-scale habitats are driven by clumpy patterns with gaps between. Restoring helps also drive fire behavior.

[Federal] Land ownership and allocation is an impediment to doing landscape restoration. If we try to plan together, we have a better chance to restore landscapes.

[Conservation] Federal timber program was subsidized for decades. Today, it seems like we fund activities for restoration that will get us there. Restoration reduces fire borrowing which frees up funding. Quit chasing every fire, but instead focus on those near the wildland urban interface.

[Conservation] We should order the need for ecological restoration compared to our capacity to do it. We have a lot more work to do, but are having trouble keeping up. There is a sweet spot where ecological restoration creates jobs for local communities (in dry forest). However, we need to broaden the conversation to capture all the ecological benefits that come from a restoration project.

[Conservation] Forest restoration is a social challenge with ecological explanations. That is what restoration is all about.

[Conservation] The challenge is a large one. Millions of acres of Oregon lands (where active management is permitted) are in need of restoration. We need to restore after grazing, timbering and effective fire management and now climate change.

[Conservation] Restoration work has clear scientific basis both for the forest (at landscape scale) and the people.

[Conservation] We must increase the social license to do restoration. This can only be done through collaborations and heavy investment of community stakeholders. Also critical is teaching communities how to live around risk of fire. Fire is a natural tool.

[Conservation] Have to figure out how to incentivize restoration.

[Local] A big focus is to make everybody in the community advocates for active forest management, especially in the wildland urban interface.

[Local] We have to get past negative connotation about fire. A hard hurdle to get over is the assumption that "touching" the forest is inherently harmful. Collaboratives have been a really important tool to overcome that attitude.

[Conservation] We are trying to understand barriers to local contractors getting into restoration work. Beyond the contracting vehicle, an important first step is understanding where contractors are coming from and their capacities.

[Industry] RFPAs do some small amount of prescribed burn. The question is whether burning will do it or is it better to do grazing and cutting.