

NORTH CENTRAL WASHINGTON FOREST HEALTH COLLABORATIVE

STAKEHOLDER ANALYSIS SUMMARY

Draft Version 2.0

Drafted by

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Definition of Terms Used in This Summary

Stakeholder: Someone who has an interest in, could be affected by, or who can have an effect on, a collaborative decision-making process.

Position: An outcome that someone wants from a collaborative decision-making process; *what* they want to happen. Ultimately a position can be achieved, but it does not provide an effective starting point for negotiations as it is typically *non-negotiable*.

Interest: The reason behind someone's position; *why* they want a certain outcome. There may be multiple ways to meet someone's interests, thus they are considered *negotiable*.

Strategy: A way or method to achieve someone's interest.

Introduction

In January 2012, staff from the Upper Columbia Salmon Recovery Board (UCSRB) convened a varied group of participants to discuss the health and resiliency of the forest landscape in North Central Washington (NCW). The UCSRB staff had for years been discussing the importance of implementing high priority actions in the *Upper Columbia Spring Chinook Salmon and Steelhead Recovery Plan* (2007) that occurred on forest land, particularly those managed by the US Forest Service in the Okanogan-Wenatchee National Forest (OWNF).

As a result of this first formal dialogue on what to do about the health of the NCW forest, participants asked UCSRB to convene a small, focused steering committee to guide development of a broader collaborative effort. Based on many interviews and discussions, the UCSRB, as facilitator, identified eight members for the steering committee. Participation included one representative each from Okanogan and Chelan Counties, The Wilderness Society, Yakama Nation, The Nature Conservancy, Colville Confederated Tribes, US Forest Service and the Chelan-Douglas Land Trust. UCSRB staff facilitated the Steering Committee, and staff from The Wilderness Society, The Nature Conservancy and the US Forest Service helped coordinate the effort. UCSRB staff also met with regional timber industry representatives in May 2012, at which industry provided its perspective on a potential forest health collaborative. Over the course of three meetings the Steering Committee developed the following two firm recommendations, as well as guidance on the function and structure of a forest health collaborative.

1. **Geographic Scale** – in the beginning, a forest health collaborative effort should focus on the OWNF in North Central Washington. With over 3 million acres of federal forest lands in the two counties, there are ample opportunities to identify actions.
2. **Scope** – the forest health actions should focus on restoration, consistent with the OWNF's Forest Restoration Strategy that has the goal of doubling the footprint of restoration on the forest within the next 10 years.

The Steering Committee also identified four possible functions of a NCW forest health collaborative: 1) provide planning support; 2) leverage and generate resources for restoration actions; 3) develop strategic communications and build support for restoration actions; and 4) track implementation progress and monitor for results. Lastly, the Steering Committee proposed a structure for the future collaborative process, as follows: a broad group of timber industry, state and federal agencies, conservation groups and county representatives to form the decision-making body; a steering committee for day-to-day guidance and management; and committees to generate work and recommendations under the direction of the decision-making group. The Steering Committee further recommended that the Collaborative use a consensus-based decision-making approach.

While the guidance summarized above provides a starting point for broader collaborative discussion, the Steering Committee agreed these details would need to be refined and approved by the Forest Health Collaborative (hereafter "Collaborative") once it was

formed. The Steering Committee then dissolved, but members offered to be available as a “sounding board” to the UCSRB staff as they convened a collaborative.

Since the last Steering Committee meeting in November 2012, the facilitators have been seeking capacity funding for the collaborative effort, and interviewing potential stakeholders. The following sections describe the approach to the stakeholder analysis, the results of those interviews, and recommendations. These recommendations are intentionally a starting point for the collaborative effort.

Stakeholder Analysis Approach

The facilitators began specific outreach to a broader group of stakeholders in the spring of 2013. The purpose of the stakeholder analysis was to formally reach out to a number of potential participants to inform them about the process, identify any concerns or suggestions they have about the process, and assess their willingness and capacity to participate.

The Steering Committee reviewed a list of potential stakeholders developed by the staff team, and provided input about organizations and individuals who staff should interview (see Steering Committee meeting summaries at www.ucsrb.com for more background). During the interviews, the facilitators asked each interviewee for suggestions on others to interview, and developed a supplemental list of interviewees. During the months of March and April 2013, UCSRB interviewed 39 individuals from a wide range of organizations and agencies (Table 1). Interviews lasted approximately 1 hour each.

TABLE 1: NCW FOREST HEALTH COLLABORATIVE INTERVIEWS

	Organizations Interviewed
1	American Forest Resource Council
2	Avista Utilities
3	Boise-Cascade
4	Cascadia Conservation District
5	Chelan County Commission
6	Chelan-Douglas Land Trust
7	Colville Confederated Tribes Fish & Wildlife Dept.
8	Colville Indian Precision Pine
9	Conservation Northwest
10	Douglas County Commission
11	Evergreen Mountain Bike Alliance
12	Fritch Forest Products
13	Hampton Affiliates
14	Methow Forest Resources Group
15	Natural Resource Conservation Service
16	Nature Conservancy
17	NCW Prescribed Fire Council
18	Okanogan Conservation District
19	Okanogan County Commission
20	Repres. Kretz' Office
21	Repres. Reichert's Office
22	Sea-Sno Mill
23	Sierra Club
24	Sierra Pacific Industries
25	State Forester
26	Trout Unlimited
27	Trust For Public Lands
28	US Forest Service
29	Vaagen Brothers Lumber
30	WA Cattlemen's Association
31	WA Dept. of Fish and Wildlife, Chelan Wildlife Area
32	WA Dept. of Fish and Wildlife, Methow Wildlife Area
33	WA Dept. of Fish and Wildlife, Reg. 2
34	Washington Dept. of Natural Resources
35	Washington Prescribed Fire Council
36	Washington Trails Association
37	Washington Wild
38	Wenatchee Outdoors
39	Western Rivers Conservancy
40	Wilderness Society
41	Willis Enterprises
42	Yakama Forest Products
43	Yakama Nation

Organizations Contacted, Interviews Not Conducted	
44	Alpine Lakes Protection
45	Apple Country Snowmobile Club
46	Backcountry Horsemen
47	Chumstick Wildfire Coalition
48	Methow Conservancy
49	Mountaineers
50	North Cascades Conservation Council
51	Rocky Mountain Elk Foundation
52	WA Environmental Council
53	Wenatchee Sportsmen Association
54	WSU Extension
55	Zosel Lumber
Organizations Identified But Not Contacted	
56	Audubon Society
57	Provincial Advisory Council

Below is the list of questions asked of all those interviewed:

1. What do you know, or have you heard about the North Central Washington Forest Health collaborative effort? What are your impressions or concerns to date?
2. What role or experience do you have in forest health issues? Have you been or are you now part of a formal collaborative effort to address those issues?
3. What is your interest in the long-term resiliency of North Central Washington's forests? What is your (or your organization's) interest in a collaborative addressing forest health?
4. What potential pitfalls to success do you see in a collaborative approach addressing the long-term resiliency of North Central Washington's forest?
5. What are your initial thoughts about the proposed structure for the NCW Forest Collaborative?
6. Are you willing to participate in a collaborative effort? Do you have previous experience in collaborative efforts? What was the outcome of those previous experiences? If willing, what is your time availability for participating in the broader forum? How about in committees?
7. Is there anyone else you think we need to speak with? Is there someone you recommend that absolutely needs to be involved? Why? In what capacity?
8. Are there any other comments or thoughts you have as we move toward convening a collaborative group?

Stakeholder Interview Results

PRINCIPLES OF A SUCCESSFUL FOREST HEALTH COLLABORATIVE

There were a number of core principles regarding a potentially successful Forest Health Collaborative that developed from the interview process. These principles were valued by a range of stakeholders regardless of their positions or interests. Stakeholders believe this Collaborative must be:

- **Innovative** – *a new way of doing business on forest lands; agency responsiveness to new ideas;*
- **Genuine** - *no participation just to stop or slow the process; agency willing to pursue the work agreed upon; willingness to learn from others and consider different perspectives; and*
- **Productive** – *can't sit around and plan for 3 years*

GEOGRAPHICAL SCALE OF THE COLLABORATIVE

There was general agreement around the Steering Committee's firm recommendation of initially focusing on OWNF lands, however, there were several interviewees who thought private and state lands should be included. The main reason presented was that forest health issues cross ownership boundaries, thus restoration should also. Additionally, there

are a few stakeholders that can only participate if private lands are included, and offered to bring many resources to the table to work with private landowners.

SCOPE OF THE COLLABORATIVE

The majority of interviewees agreed the focus of the group should be restoration and that the Collaborative should avoid getting diluted or sidetracked by issues such as wilderness or motorized access. However, some thought all interest groups should be invited to participate (user groups, recreation groups, etc.), even if they didn't have a shared focus, in hopes of avoiding appeals later. Others suggested only groups with a focus on forest restoration should participate in the Collaborative.

STRUCTURE OF THE COLLABORATIVE

There was a general sense that the proposed structure for the Collaborative was acceptable (Figure 1). There were some concerns expressed, however, regarding the size of the Collaborative decision-making group. Many participants suggested that 20 was a more manageable number than 30, especially for reaching consensus. Regardless of the number of participants, two key messages from interviews were to have equitable representation of all forest health interests, and to involve individuals who are open to learning from each other; those who won't pull out of the process based on rigid principles.

PROPOSED PARTICIPANTS

Interviews were purposefully focused on those organizations and individuals expected to have a stake in a NCW forest health collaborative. While it was not surprising that the majority of the 39 stakeholders interviewed would like to be involved in the process, interviewees acknowledged varying capacities to participate (see Figure 2). There were seven stakeholders that were contacted but not interviewed, either because they did not respond to requests for interviews, or they did not have the capacity to participate and, therefore, chose not to be interviewed (Table 1). Additionally, there were nine organizations identified as potential stakeholders that the facilitators have yet to interview (Table 1). The facilitators intend to conduct these interviews before the June 13-14, 2013 launch of the Collaborative. Additional stakeholders may be identified and interviewed after the June 2013 launch. The facilitators will engage these additional organizations as needed.

In addition to those stakeholders willing to participate in the process, there are others who may be unable to participate at this point due to limited capacity, but want to remain informed of the progress of the Collaborative. The facilitators and partners will continue to reach out to a variety of organizations throughout the course of the collaborative effort.

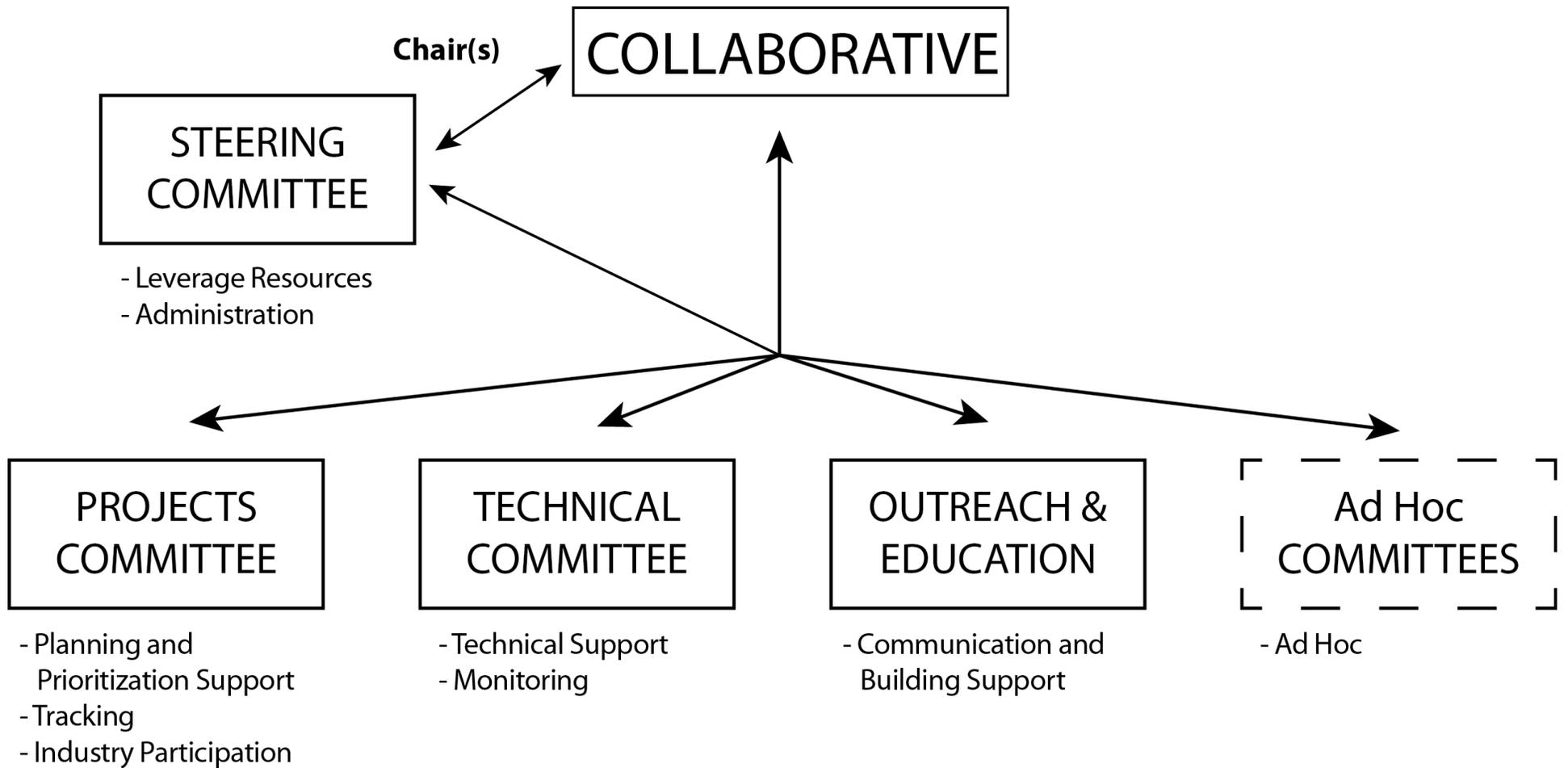


FIGURE 1: PROPOSED NCW FOREST HEALTH COLLABORATIVE STRUCTURE

HIGH INTEREST

LOW INTEREST

<p>Chelan-Douglas Land Trust (difficult to see role if private lands excluded) Evergreen Mountain Bike Alliance (may participate on project committee as needed) Natural Resource Conservation District (high capacity if private lands included, none if USFS lands only) WA Trails Association (may participate at key points) WA DFW (higher capacity if state, private lands included)</p> <div data-bbox="453 467 777 678" style="border: 1px solid black; padding: 5px; text-align: center;"> <p>Invite, Inform Regularly If Unable To Participate, May Participate at Key Points</p> </div>	<p>Amer. Forest Resource Council Boise-Cascade Cascadia Conservation District Chelan County Commission Colville Confederated Tribes Colville Indian Prec. Pine Conservation Northwest Douglas County Commission Hampton Affiliates Nature Conservancy NCW & WA Prescribed Fire Council Okanogan Conservation District Okanogan County Commission Repres. Kretz' Office Repres. Reichert's Office (observing) Sea-Sno Mill</p> <p>Sierra Club Sierra Pacific Industries Trout Unlimited Trust for Public Lands US Forest Service (non-voting role only) Vaagen Brothers Lumber WA Cattlemen's Assoc. WA DNR Western River Cnstrvncy Wilderness Society Willis Enterprises Yakama Nation</p> <div data-bbox="1671 565 1898 667" style="border: 1px solid black; padding: 5px; text-align: center;"> <p>Proposed Participants</p> </div>
<p>Avista Utilities (outside geographical area of focus) Fritch Forest Products (USFS focus limits interest, don't bid on FS sales) Rocky Mountain Elk Foundation (no capacity to participate) WA Wild (focus on wilderness designations primarily) Wenatchee Outdoors (can be a liaison to recreation groups) WSU Extension (can be liaison to private land owners) Yakama Forest Products (too far from mill) Zosel Lumber (no capacity to participate)</p> <div data-bbox="453 1062 795 1235" style="border: 1px solid black; padding: 5px; text-align: center;"> <p>Invite, Inform/Update Regularly</p> </div>	<p>There are some organizations that may fall in this category, but interviews to-date focused on organizations with assumed shared focus (ecological, social and economic interests associated with forest health).</p>

LOW CAPACITY TO PARTICIPATE

HIGH CAPACITY/MULTI-LEVEL PARTICIPATION

FIGURE 2: STAKEHOLDER INTEREST & CAPACITY TO PARTICIPATE

SHARED INTERESTS

One of the primary purposes of the stakeholder analysis was to identify the interests of potential participants in forest health and a Forest Health Collaborative. Many stakeholders expressed multiple interests, and many stated interests that were shared by others interviewed. Finding shared interests is an important first step to building consensus around forest restoration. Below is a preliminary list of shared interests identified during interviews.

- Building positive relationships and trust among participants
- Improving forest health in our region
- Building a stronger regional economy
- Creating forests that are resilient to catastrophic fires and disease/insect epidemics, and providing other outputs to the region (jobs, recreation, quality water, etc.)
- Jointly finding ways to get most of what we all need/want from the forests

AREAS WHERE CONSENSUS-BUILDING IS NEEDED

In any new collaborative process there will always be conflicting interests and issues. It is on these issues that interest-based problem-solving can be a critical tool for building consensus. Below is a list of issues identified during interviews where consensus-building among stakeholders will be needed.

- Developing shared terminology (what is a healthy forest, what is restoration, what is economically stable, etc.)
- Determining the geographical scope of a NCW forest health collaborative
- Determining *how* the health of the forests can be improved
- Developing restoration actions that are economically and ecologically feasible
- Exploring ways to improve NEPA efficiencies for agency actions
- Understanding air quality issues associated with prescribed burning
- Discussing how to implement restoration projects that won't "pay themselves out of the woods"
- Dealing with biomass, slash piles from mechanical thinning
- Determining what science and data are acceptable

USFS SPECIFIC TOPICS

As the Steering Committee's proposed scale and scope for the Collaborative is restoration on OWNF lands, consistent with the Forest Restoration Strategy (FRS), there were a number of comments made related to the USFS. Some believe the FRS will be an asset to the Collaborative, while others have concerns about using it as a framework for restoration actions through the Collaborative. Additionally, there was caution about the Collaborative getting bogged down in trying to rewrite the FRS, or focusing on the Forest Plan Revision currently underway. While some stakeholders believe a well-structured and maintained process could give horsepower to USFS to implement restoration, some were skeptical of the USFS' capacity and ability to increase restoration. There were also suggestions to learn from other USFS-focused collaboratives, specifically to avoid some of the issues facing the Tapash Sustainable Forest Collaborative, and to mirror some of the strengths of the Northeast Washington Forest Coalition. Lastly, there was a desire expressed by many for a shift to productive and sound forest management on public lands.

POTENTIAL STRATEGIES OR ACTION ITEMS SUGGESTED

One indication of the strong momentum in this region to address forest health issues was the creative strategies suggested by many stakeholders during the interviews. These are listed below in no particular order or priority as an indication of some of the issues that may be addressed in the Collaborative and its committees.

- Developing a pilot restoration project to “test” the collaborative process, see what steps are needed, how it would work, etc.
- Developing markets for non-merchantable material, biomass
- Addressing lack of infrastructure in region for harvested material
- Addressing costs of hauling material to distance mills
- Educating the public on prescribed burns being a critical tool for decreasing fuel load and improving forest health
- Funding for collaborative and restoration activities
- Monitoring/education of contractors to ensure restoration activities meet agreed upon standards

Facilitator Recommendations

Based on the stakeholder analysis, the facilitators have a number of recommendations for the Collaborative to consider as it deliberates on its structure, beginning at the June 13-14, 2013 meeting. There are also several proposed groundrules below, which are based on concerns and cautions communicated during the interviews

PARTICIPANTS AND REPRESENTATION

- Invite all individuals interviewed, as well as those on the list not yet interviewed (56 in total), to the June 13-14, 2013 launch. The process of self-selection (due to limited capacity, lack of broadly shared focus, etc.) will likely result in far fewer than 56 individuals attending the June 2013 meeting. At the meeting, those present can deliberate on who will serve on the Collaborative decision-making group, committees, what the optimal size of these groups/committees should be, etc. It is further recommended that participation be inclusive of all interests, and any decisions regarding participation be transparent.
- The stakeholders present at the June 13-14, 2013 meeting need to acknowledge whether they are representing only their organization/agency, or a broader coalition of interests and, if so, who are those other interests.

COLLABORATIVE STRUCTURE

- Collaborative participants should determine the official “voting” or decision-making members so that the facilitation team can effectively manage decision points and ensure maintenance of the process.
- Consider the occasional use of an “expanding-shrinking table” in cases of stakeholders with limited shared focus. That is, at key points and on key decisions, additional stakeholders can be brought into the group’s deliberations, but may not need to participate on an ongoing basis. For this model to be effective, it will be necessary for

facilitators and partnering staff to maintain ongoing communications with such stakeholders so that when they do engage in the process, there is a minimum amount of updating needed.

SUGGESTED GROUNDRULES

1. Representatives participating in the Collaborative group will maintain regular and thorough communication with their organization(s) to ensure broad support of agreements being made.
2. Decisions will be made by consensus, which may be defined as: all parties are willing to support a decision or outcome and will not stand in the way of it being implemented.
3. Participants will negotiate in good-faith: with an honest intent to build consensus without taking advantage of others or the process for personal gain.
4. In addressing conflicts, participants will *focus on issues*, not on individuals or personalities. Personal attacks and stereotyping will be avoided.
5. Participants will address conflicts and issues using a “we versus the problem” attitude, rather than “us versus them.”
6. All relevant information that may affect Collaborative deliberations will be shared by participants, including issues or actions taken outside of the Collaborative process.
7. Participants who are not in agreement with a proposal, suggestion or recommendation will offer alternative ideas and solutions for the group to consider.
8. Data or technical issues will be addressed using joint fact-finding and single-text negotiation (facilitators will describe and guide these processes).