ACTIONS REQUIRED FOR KING COUNTY TO CONSERVE RURAL FORESTS

Presented by the:
King County Rural Forest Commission
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King County Rural Forest Commission

The King County Rural Forest Commission was established in 1997 to provide guidance to the County Council and Executive on policies, programs and regulations affecting rural forests and to advise on ways to conserve forestlands in King County. The Commission also helps ensure that rural viewpoints are incorporated into the development of regulations that affect the largely forested rural area. Commission members are appointed by the County Executive and Council and represent a variety of constituencies, including small and large private forest landowners, professional foresters, forest-based businesses, public forestland mangers and conservation organizations.

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Dictionary of Acronyms

BMP – Best Management Practice
CAO – Critical Areas Ordinance
CPP – Countywide Planning Policies
CUT – Current Use Taxation
CX – Current Expense
DDES – Department of Development and Environmental Services (King County)
FMD – Fire Marshal Division (King County)
FPD – Forest Production District (King County)
GMA – Growth Management Act
KCD – King Conservation District
KCCP – King County Comprehensive Plan
NPDES – National Pollution Discharge Elimination System
NRCS – Natural Resources Conservation Service
PILT – Payment in Lieu of Taxes
RCW – Revised Code of Washington
RES – Rural Economic Strategies (King County)
RFFA – Rural Forest Focus Area (King County)
TDR – Transfer of Development Rights
USFS – United States Forest Service
WDNR – Washington Department of Natural Resources
WLRD – Water and Land Resources Division (King County)
WSU – Washington State University
NRCA – Natural Resource Conservation Areas (Washington State)
EXECUTIVE SUMMARY

Status and Value of Rural Forests in King County

Over the past 20 years King County has changed dramatically. Never ending pressure from population growth has created challenges for retaining our valuable forest landscape.

Fortunately, during this time King County has been a regional leader in growth management planning. King County has retained much of its forest land base during decades of growth through direct engagement with forest landowners and an extensive amount of public land acquisition by federal, state and county partners, including purchases of conservation easements. So far King County has retained two-thirds of the county in forest cover. These forestlands act like a sponge, absorbing, filtering and slowly releasing the majority of rainwater in the county. Forests provide clean water, reduce flooding, sequester carbon from our growing cities, provide extensive wildlife habitat and greatly contribute to the region’s quality of life.

The forests of the Pacific Northwest are some of the most productive in the world thanks to a combination of climate and soils, and the native species that grow here provide high-value forest products. Large scale commercial forestry is a traditional land use in the eastern half of King County and remains a significant contributor to the rural economy, providing employment both in the forests and in the forest-based businesses that process and sell forest products. In addition, forests provide exceptional recreational opportunities for almost 2 million King County residents. These recreational activities are an economic engine in their own right supporting high levels of tourism and recreation supply companies. This successful balance of healthy, growing communities and significant conserved forested areas is a key to our region’s high quality of life.

However, there still remains a significant percentage of forestlands that could be converted to developed uses. Developing and fragmenting landscapes forever impacts water quality, flood risk, wildlife and recreation, and increases the cost of providing basic services to citizens over a larger geographic footprint.

There is a growing understanding that we need to actively manage forestlands if we as a society want to fully capture the values of healthy forests. Forestlands have been, and remain, heavily impacted by human use. Focused stewardship of these lands is needed if we want to avoid further deterioration of the quality of forests and capture the ecological, recreational and other values of forests as we work to protect them from development.

Actions Required

While many services are provided appropriately by private businesses or federal and state agencies, certain services and actions are best delivered by the closest provider to the landowner, in this case King County. Services and incentives directed toward helping forest landowners and farmers manage their land sustainably are among the most essential offered by local government. The Commission finds that among its many valuable programs related to forests, King County must maintain a strong focus on incentives and services for small lot forest owners.
In developing its recommendations the Commission looked at the characteristics, past successes and current threats to retaining healthy forests in three loosely grouped ownership categories, each with its own set of priorities and challenges. These are public forestlands, large tract private forests and small lot private forests, respectively.

The following are actions required for King County to achieve its numerous policy goals and legal mandates related to forest retention and conservation.

**Required King County Actions:**

**Public Forestlands**
- Fund active stewardship of county-owned forestlands (20,000 acres) for forest health and sustainability.
- Support other public agencies in stewarding forest land including securing funding to adequately maintain their ownerships for ecological, economic and recreational purposes.
- Hire a full-time forester for the County Parks system (1.0 FTE).

**Large Tract Private Forestlands**
- Continue partnerships with the Washington Department of Natural Resources (WDNR) and land trusts for permanent protection of the remaining 74,000 acres of large tract forest not under conservation easement. Accomplish this through public acquisition in fee or conservation easement, and transfer or purchase of the development rights.
- Actively monitor compliance with the management standards called for under conservation easements held by the county. This will require adequate numbers of dedicated staff at King County.
- Through outreach promote public understanding that is supportive of commercial timber production and encourage use of local wood.
- Encourage forest stewardship planning and active forest management as a means of reducing conversion of forestland to other uses.

**Small Lot Private Forestlands**
- Continue to offer current use taxation programs that reduce property taxes for forested land. Retain current staffing levels in the Assessor’s Office and the current level of two full-time employees (2 FTE) in the Water and Land Resources Division (WLRD).
- Provide forest stewardship classes and workshops for landowners. Continue to contract with Washington State University (WSU) Extension, under multi-year agreement, to deliver these trainings and pursue additional partnerships.
- Encourage landowners to take a proactive role in managing their forests for multiple values by requiring approved forest stewardship or management plans for forest-related permits and financial incentive programs.
• Continue to provide guidance to consultants and landowners who are preparing forest stewardship or management plans.
• Facilitate community fire planning with the Firewise program.
• Provide rural landowners permit guidance in forest practices and procedures.
• Develop streamlined forestry regulations that ensure regulatory consistency and simplicity.
• Cap the cost of permits for forest practices as has been done with agriculture.
• Establish a forestry permit team that includes the Department of Development and Environmental Services, WLRD, Rural Economic Strategies (RES) Program and King Conservation District (KCD) to further develop forest regulations that achieve policy objectives without creating unnecessary costs or procedural barriers.
• Develop strategies to support businesses that provide quality forest services for landowner operations in the RES.
• There is a need for at least two full-time employees (2 FTE) solely dedicated to providing forest landowner technical assistance in addition to the other functions of the Forestry Program (an increase of 0.5 FTE, see Appendix 3).

Lastly, the Commission finds that the county should educate cities, other state agencies and citizens about the value of forests and continue to cooperate with other natural resource agencies such as the Forest Service, WDNR and educational institutions on regional outreach efforts.

In addition to King County, various entities and agencies provide incentives and services to rural landowners. Each of them provides what the Commission finds to be unique sets of services. The tools, incentives and services of the various agencies and entities are complementary to those provided by the county. These interrelated and essential programs are described in Appendix 1. As budget difficulties overtake every organization, direct services supporting stewardship are becoming scarcer at the same time that forest health issues are increasing and ownership patterns are changing. State and federal assistance is almost completely gone due to budget cuts.

**Funding Resources**

In order for King County to continue playing a role in implementing actions to retain healthy forests, a stable, dedicated funding source is required. The Commission has identified several existing funding sources for the county to use to fund forest retention activities. Some of these funding sources are related to public and private timber sales and would provide a strong nexus between forestry activities and long-term forest preservation and stewardship, allowing “forestry to support forests.” The Commission further recommends that the county work with other local jurisdictions, Washington Department of Natural Resources, Washington Association of Counties, and local non-profits to consider new funding sources such as ecosystem services fees. The county should consider working with other counties and the Washington State Department of Ecology to establish a system of credits within the National Pollutant Discharge Elimination System (NPDES) for forest cover. See pages 16-18 for a full description.
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THE PURPOSE OF OUR RECOMMENDATIONS

King County can point to almost two decades of successful policies and programs related to forest retention and conservation. At the highest level, these programs succeed because the forest policies of the Comprehensive Plan have filtered down in a meaningful way to the stewardship of publicly-owned and private forests alike. Forest stewardship levels remain at or near the county’s targets and about 30 percent of the Rural Area forest acres are covered by stewardship plans or enrolled in conservation incentive programs. However, the job is not complete.

Today, King County officials are confronted with difficult funding decisions due to many factors. The county’s 2009 budget reduced incentives and services that encourage stewardship of private forestlands and came close to eliminating them altogether.

Concerned for the future of forests, the Rural Forest Commission set out to document the priority actions required for the county to retain rural forestlands and to recommend sustainable funding sources for them. In compiling these recommendations we sought to ensure that forest owners and managers would be able to manage their land for healthy and resilient forest systems. A broad definition of forests was used, one that includes a wide spectrum of rural lands from “backyard forests” that may be managed mainly for aesthetic and social values, to wildland preserves, to large tracts of industrial forest managed for timber.

HOW THIS REPORT WAS DEVELOPED

In completing this document the Commission reviewed existing reports and policies related to forests, reviewed new state-funded research on the future of forests and conducted an online stakeholder survey. In February and March 2009 the survey collected over 300 responses, two-thirds of which were from owners of forested land in King County. The Commission circulated draft recommendations for comment among stakeholders including government agencies, decision makers and service providers to small forest landowners.

The Commission looked to document the actions that are appropriately the responsibility of King County and to identify appropriate funding for these actions. The county’s actions should achieve the following objectives:

- Retain the forest land base of King County;
- Maintain and improve the health and resilience of these forests;
- Encourage sustainable forest management practices;

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1 Department of Natural Resources and Parks King Stat Report. 2007. [http://your.kingcounty.gov/dnrp/measures/indicators/land-resources.aspx](http://your.kingcounty.gov/dnrp/measures/indicators/land-resources.aspx). Note that the Rural Area designation excludes the Forest Production District.

• Ensure that forest landowners are aware of the values, functions and management needs of their land;
• Ensure that forest landowners and managers have access to the resources they need to keep forests healthy;
• Ensure that forest landowners have the knowledge and means to make optimal use of the resources available to them; and
• Strike a balance between advocating voluntary actions and imposing regulations.

The Commission looked at the different types of forestlands in King County, at the needs and threats on these lands and then looked at what actions are most critical in support of conserving and stewarding healthy, resilient forests.

After reviewing the incentives and services provided by various entities and agencies within the region, the Commission asked:

• What services are necessary to reach the goal of conserving forests in King County?
• Which services should be the direct responsibility of King County?

While many services are provided appropriately by private businesses or federal and state agencies, certain services and actions are best delivered by the closest provider to the landowner, in this case King County. The Commission’s recommendations for priority actions that are best performed by King County are discussed on pages 9-15 below. Funding recommendations are listed on pages 16-18. The services delivered by partner agencies in King County are summarized in Appendix 1. An expanded list of policies and regulations that provide the basis for determining King County’s role in delivering forest-related services for landowners appears in Appendix 2. Appendix 3 provides perspective on the interactions of the Forestry Program with other county programs and the public. Appendix 4 shows timber harvest tax revenues.

BACKGROUND ON FORESTS IN KING COUNTY

All Citizens Benefit from Forests

Forests dominate much of the King County landscape, covering two-thirds of the land area. Over 364,000 acres of these forests are in private ownership, in holdings ranging in size from small family forests of a few acres to industrial forestlands of tens of thousands of acres. Having once treated forests largely as a commercial commodity, the range of values that the greater society has placed on forests has changed and diversified over time. There is a growing appreciation that all citizens benefit from the social, economic and ecological values of forests.

The natural infiltration system of a healthy forest provides direct and tangible benefits to the entire watershed by intercepting and evaporating rainfall, recharging groundwater and releasing stormwater slowly to receiving waterways. Current best available science indicates that at least 65 percent of forest cover must be retained within a drainage basin to ensure watershed function and protect critical areas. Where forest cover has been cleared or disturbed, heavy rainfall is
more likely to result in rapid increases in stream flows, scouring of streambeds, contributing to downstream flooding, and requiring substantial public and private investment in engineered stormwater control measures. Forested landscapes are also nearly twice as productive for salmon production as rural residential areas, and fourteen times as productive as urban areas.3

The recreational opportunities and scenic beauty afforded by forests are central to the quality of life in King County. Companies based here attract high quality workers who are drawn to our outdoor recreational and high quality of life. These recreational activities are an economic engine in their own right, supporting high levels of tourism and outfitting companies such as REI.

The forests of the Pacific Northwest are some of the most productive in the world thanks to a combination of climate and soils, and the native species that grow here provide high-value forest products. Large scale commercial forestry is a traditional land use in the eastern half of King County and remains a significant contributor to the rural economy, providing employment both in the forests and in the forest-based businesses that process and sell forest products. Excise taxes paid on timber harvests on private and public land brought an average of $1.16 million per year into the county’s general expense fund from 2003 to 2007.

Forest Fragmentation and Conversion

The foundation for King County’s present policies and programs related to forests was laid down in the county’s 1994 Comprehensive Plan and the 1996 Farm and Forest report.4 These documents emphasized the strong need to prevent the loss of forests from conversion to developed land uses. These fundamental documents point to many reasons for the widespread loss of rural forest, among them the demand for more land for urban land uses, fragmentation of large acreages into rural residential properties, loss of infrastructure such as local processing facilities for resource-based industries, and the high cost of buying and managing land.

The incremental process of forestland conversion is well documented.5 Typically, large ownerships of commercial forest are first subdivided into smaller tracts, which remain in forest use for a period of time. Gradually they are converted to other land uses, usually

4 Cedar River Associates. 1996. Farm and Forest: A Strategy for Preserving the Working Landscapes of Rural King County. Prepared for the King County Department of Natural Resources.
rural or suburban residential development. This process disrupts the continuity of the forested landscape, diminishing ecological function, creating pressure on neighboring properties to also convert to non-forest land uses, and restricting the ability to manage surrounding lands for forest production.

King County responded to these threats and has made great progress in preserving forests over the past 15 years. The county’s policies and regulations have succeeded in slowing the process of fragmentation and conversion of forestland. However, despite significant progress, the job is not complete and work remains be done over the next ten years.

**Capturing the Values of Forests**

While preserving forests through public purchase or conservation easements prevents conversion of forests to developed uses, these do not necessarily ensure that society will be able to capture all the envisioned values of healthy forests. Nor does strict regulation of land use affect the quality of resource management implemented on a given property. Increasingly, policy makers and forest managers consider the health and resilience of forest systems to be at risk.

Virtually all lowland forest habitats in King County have experienced disturbance from timber harvest, clearing, unmanaged regeneration or fragmentation. For example, trees growing too close together with limited understory, dense tangles of dead limbs, brush and invasive weeds are common in lowland forests. Such forests require action to restore forest health.

Healthy forests are better able to withstand catastrophic fires, insect infestations and are the natural surface water management system that is essential to the health and wellbeing of all citizens. Without active management, forest health is at risk. Researchers anticipate that climate change will bring longer and warmer summer drought periods that will affect forests even in years of normal average rainfall when storm-filled winters are followed by dry summers. The effects of climate change are expected to include increases in tree mortality, some combination of dieback directly from drought or disease and insects, slower growth, reduced regeneration, or higher susceptibility to wildfire.⁶

Actions necessary to restore a forest to healthy conditions can include but are not limited to: removal of trees, either to thin stands or replace declining trees with better suited specimens; invasive weed control; planting to improve diversity of species or to attract wildlife; or removal of dead lower branches to inhibit the spread of wildfire. While much of King County’s forested landscape is in need of stewardship to achieve health and resilience, many landowners are unaware of forest processes and/or lack incentives and knowledge of how to proceed. This is one place where King County is the key provider of services.

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RECOMMENDED ACTIONS TO RETAIN RURAL FORESTS

In 2009 over two-thirds of the land in King County is in forest cover. This encompasses over 950,700 acres in the unincorporated area, mostly on the eastern side of the county. To analyze the threats and needs of forestlands in the county, it is best to fit them into one of three loosely grouped ownership categories, each with its own set of priorities and challenges. Table 1 shows the major types of public and private forest ownerships. The specific King County actions that the Commission recommends for retaining and conserving forests are discussed below for three landowner categories under the heading Required King County Actions. The roles of partner agencies, consulting foresters and non-profit organizations are outlined in Appendix 1.

Table 1. King County Forest Land Ownership Categories, Acres

<table>
<thead>
<tr>
<th>Category</th>
<th>Acres</th>
<th>% Total Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public Forestlands</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Federal</td>
<td>360,000</td>
<td>38%</td>
</tr>
<tr>
<td>State</td>
<td>128,000</td>
<td>13%</td>
</tr>
<tr>
<td>Municipal and County</td>
<td>131,000</td>
<td>14%</td>
</tr>
<tr>
<td><strong>Privately-owned Forestland</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Large Tract</td>
<td>209,000</td>
<td>22%</td>
</tr>
<tr>
<td>Small Lot</td>
<td>125,000</td>
<td>13%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>935,000</td>
<td></td>
</tr>
</tbody>
</table>

PUBLIC FORESTLANDS (65% of forests in King County)

**Description:** About 619,000 acres of forestland in King County are in public ownership. Public land managers include the Mount Baker-Snoqualmie National Forest – 360,000 acres, Washington Department of Natural Resources – 122,000 acres, Washington State Parks – 6,000 acres, municipal watersheds – 111,000 acres, and King County Parks open space – 20,000 acres. Most of these lands are in the Forest Production District in the eastern half of the county.

Land management goals differ significantly among public agencies. Once a major timber producer, Congress has shifted the Forest Service’s management priorities on the Mount Baker-Snoqualmie National Forest away from commodity timber production toward custodial management and recreation. Most of Washington Department of Natural Resources’ (WDNR) lands are managed for revenue production for trust beneficiaries as a primary objective. The WDNR lands are not the same as other public lands by their trust nature. However, WDNR does manage some land, such as Rattlesnake Mountain, as Natural Resource Conservation Areas (NRCA). Municipal watersheds are managed to ensure adequate water supplies in developed areas and serve as ecological preserves.

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7 Publicly-owned forest data source: King County *Benchmarks Report*. 2008.
King County Parks owns and manages about 3,000 acres of working forest and 17,000 acres of forested natural areas and open space, which may also have recreational value. County forest lands are highly diverse in size, location, past management history and use restrictions.

The Parks Division is also responsible for monitoring 138,000 acres under forest conservation easements. Most of the Transfer of Development Rights (TDR) Program forest easements are in the Parks system inventory, along with conservation easements acquired through other means.

**Successes:** Over the past 25 years, large areas of once-industrial forestlands have moved into public ownership. This helps preserve a large contiguous forested area that can provide drinking water, storm water storage, wildlife, recreation and a source of sustainable timber for future generations. This work has been completed through the combined efforts of federal, state, county and non-profit partners.

**Threat:** While lands in public ownership are unlikely to be developed for non-forest uses, adequate funding is needed to actively manage these lands for ecological, social and economic benefits if they are not managed for timber. In addition, consideration must be given to the long-term effects if land is going to be taken out of forest production. This can have a negative impact on the long-term commercial significance of other forestlands and the county’s efforts to conserve land in forest use. Local businesses that constitute the infrastructure for services and markets disappear as more and more land is taken out of forestry, a factor already affecting forest landowners in the county.

**Required King County Actions for Public Forestlands:**
- Fund active stewardship of county-owned forestlands (20,000 acres) for forest health and sustainability.
- Support other public agencies in stewarding forestland, including securing funding to adequately maintain their ownerships for ecological, economic and recreational purposes.
- Hire a full-time forester for the Parks system (1 FTE).
LARGE TRACT PRIVATE FORESTLANDS (22% of forests in King County)

**Description:** Approximately 209,000 acres of forestland in King County are managed for timber by several major landowners including Hancock Timber Resource Group, Plum Creek Timber Company and Olympic Resource Management, along with several smaller forest companies. The Washington State Department of Natural Resources in cooperation with other state agencies is responsible for almost all of the regulatory oversight of landowner management of this forest.

**Successes:** These properties are located in the Forest Production District (FPD) zone. Zoning of commercial forestlands helps to discourage subdivision and conversion. To further ensure that these critical lands are not converted to smaller lots or residential use, King County plays a role in acquiring and monitoring conservation easements and transferring development rights. Through the purchase of development rights, over 138,000 acres of forest have been protected from development in the FPD. Most of the acreage, about 135,000 acres, represents the Snoqualmie Forest and the recent Plum Creek Timber Upper Green River and Fruit Growers Supply Raging River agreements. The Commission encourages the county to continue working with cities to identify urban receiving zones with sufficient building capacity.

**Threat:** Although the zoning calls for an 80-acre minimum lot size, many acres of large tract forestland were already divided into smaller lots prior to application of the zoning. Continuing pressure remains for conversion of these smaller parcels to non-forest use. Long term, changing economic conditions affecting timber markets and rates of return on timberland investments, population pressures, tax code changes and climate change effects are among the many factors that could undermine the ability of large tract private forest landowners to continue to hold their land and manage it for sustainable forest use. This could influence the effectiveness of retaining contiguous and healthy forest cover.

**Required King County Actions for Large Tract Private Forestlands:**

- Continue partnerships with WDNR and land trusts for permanent protection of the remaining 74,000 acres of large tract forest, through public acquisition in fee or conservation easement, and transfer or acquisition of the development rights.

- Actively monitor compliance with the management standards called for under conservation easements held by the county. This will require adequate numbers of dedicated staff at King County.

- Through outreach, promote public understanding that is supportive of commercial timber production and encourage use of local wood.

- Encourage forest stewardship planning and active forest management as a means of reducing conversion of forestland to other uses.
SMALL LOT PRIVATE FORESTLANDS (13% of forests in King County)

Description: While these lands are only 13 percent of all forested properties in King County, with approximately 115,200 acres, they make up one third of privately-owned land with forest. There are over 6,000 small forest landowners with holdings of four acres or larger and thousands more who own “backyard forests” on smaller lots. Small lot forestlands are in closest proximity to population centers and are the most at-risk for conversion. They serve as the buffer for the larger tracts of forest and are critical to protection of all forests in the county. The natural resource and economic benefits that come from small lot forests and working farms extend to all residents of King County.

Many of these lands present opportunities to enhance forest health, fish and wildlife habitat, and other values. Active stewardship such as thinning, increasing tree species and stand structure diversity and removing invasive species will contribute to overall resiliency and sustainability.

This is the area where King County has sole jurisdiction and provides the leadership in efforts to retain and conserve forest cover while other agencies provide a supporting role. If these forestlands become fragmented, unhealthy or increasingly subdivided then they are more likely to be converted to development. This intense pressure to develop will only increase the likelihood of conversion of adjacent large industrial forest ownerships.8

This Vashon Island sawmill makes specialty wood products from trees grown on small lot forests.

Successes: King County offers a variety of programs designed to encourage owners of forestlands to protect forest resources by actively managing their land and keeping it in forestry use. In a broader context, these programs help the county meet its obligations under the state Growth Management Act to protect critical areas and to preserve natural resource lands and rural character.

• **Current use taxation (CUT):** Among small lot and large tract forestlands approximately 278,000 acres of forest are already retained as forestland through the Timberland, Public Benefit Rating System and Forestland programs. Reduced property taxes for forest and open space were rated as “absolutely essential” for conserving, managing or retaining forests by 74 percent of those who responded to the Commission’s stakeholder survey.

• **Transfer of development rights (TDR):** Although the primary use of TDR is to preserve large tract forestlands, it is also used as a tool for protecting smaller tracts of forest.

• **Forest stewardship:** Good forest stewardship is achieved through careful application of knowledge about forest planning and management. The Forestry Program provides information, technical advice and training to land owners with an emphasis on areas where high-value forests are most at risk from poor stewardship practices, fragmentation or wildfire. The owners of over 16,600 acres of privately owned forestlands have participated in the Forestry Program’s coached forest stewardship classes, had a technical assistance visit from a county forester, and/or obtained approval for a forest management plan. In 2009 there is a backlog of well over 100 outdated plans requiring rewrites and a county forester’s approval to maintain compliance with current use taxation programs. The Commission’s stakeholder survey ranks such services highly as tools for ensuring stewardship of small lot forests.

• **Forest stewardship coached planning:** Approved forest management plans are required by the county for certain current use taxation programs and permits or may be called for under conservation easements. King County and WSU Extension co-sponsor a low-cost forest stewardship coached planning class for landowners who wish to write a forest plan or want to learn more about managing their property. The classes have proven to be a highly effective and efficient way to train landowners in practices that will enhance the long-term productivity of multiple forest resources.

• **Department of Development and Environmental Services (DDES):** In addition to its fee-for-service regulatory functions, DDES has a rural permit coordinator to provide free permit assistance and troubleshooting for rural residents. The King County Fire Marshal Division (FMD) provides free advice on reducing forest fire hazards. The fire marshal cooperates with the Forestry Program in wildfire risk reduction and depends on a county forester to provide advice and policy direction. The FMD has limited expertise or background in the forestlandscape so all forest fire protection Best Management Practices, brochures, and the draft Public Rule were developed by the Forestry Program.

**Threat:** Small lot forest landowners represent a critical sector among land managers. They are responsible for forests that provide significant and essential public benefits, but often they take on ownership of forests without any prior knowledge of forest management. They often lack the knowledge and skills needed to maintain and enhance the ecological values, functions and management needs of their land. A 2007 WSU study found that 88 percent of small lot forest owners in the Puget Sound are seeking education and technical assistance resources. Many do not know where to go for help. If they neglect stewardship of their properties they can contribute to decline in forest health on their own land. And where their land borders other forested properties, these landowners can be problematic for neighbors by contributing to weed infestations and fire risk.
There are a limited number of entities and agencies providing incentives and services to rural landowners. Each of them provides what the Commission finds to be unique sets of services. The tools, incentives and services of the various agencies and entities are complementary. These respective roles are outlined in Appendix 1. As budget difficulties overtake every organization, direct services supporting stewardship are becoming scarcer at the same time that forest health issues are increasing and ownership patterns are changing. This situation presents a significant threat to the future of forests and a challenge to local jurisdictions.

Classes and workshops bring small lot forest owners together to learn about forest stewardship and wildfire protection.

**Required King County Actions for Small Lot Private Forestlands:**
Among its many valuable programs related to forests, King County must maintain a strong focus on incentives and services for small lot forest landowners. Services directed toward helping forest landowners and farmers manage their land sustainably are among the most essential offered by local government. By state law, WDNR is charged with the regulation and retention of large tracts of forests across the state, but only has a role in smaller rural forest parcels under specific and limited circumstances. Counties are responsible for the regulation and retention of these small-lot parcels of forests in the state.

The following are necessary actions for King County to achieve the numerous policy goals and legal mandates related to forest retention and conservation.

- Continue to offer current use taxation programs that reduce property taxes for forested land. Retain current staffing levels in the Assessor’s Office and the current level of two full-time employees or the equivalent (2 FTE) in WLRD.
- Provide forest stewardship classes and workshops for landowners. Continue to contract with WSU Extension, under multi-year agreement, to deliver these trainings and pursue additional partnerships.
• Encourage landowners to take a proactive role in managing their forests for multiple values by requiring approved forest stewardship or management plans for forest-related permits and financial incentive programs.
• Continue to provide guidance to consultants and landowners who are preparing forest stewardship or management plans.
• Facilitate community fire planning with the Firewise program.
• Provide rural landowners permit guidance in forest practices and procedures.
• Develop streamlined forestry regulations that ensure regulatory consistency and simplicity.
• Cap the cost of permits for forest practices as has been done with agriculture.
• Establish a forestry permit team that includes DDES, WLRD, RES and KCD to further develop forest regulations that achieve policy objectives without creating unnecessary costs or procedural barriers.
• Develop strategies to support businesses that provide quality forest services for landowner operations in the RES.
• There is a need for at least two full-time employees (2 FTE) dedicated to providing forest landowner technical assistance in addition to the other functions of the Forestry Program (an increase of 0.5 FTE, see Appendix 3).

ALL FORESTLANDS

Lastly, the Commission finds that the county should educate cities, other state agencies and citizens about the value of forests and continue to cooperate with other natural resource agencies such as the Forest Service, WDNR and educational institutions on regional outreach efforts.
FUNDING RECOMMENDATIONS

To fund services and actions that support forest retention, sustainable management and conservation, the Rural Forest Commission recommends that King County establish a stable and dedicated funding mechanism utilizing one or more of several existing revenue sources. In the long term funding sources that have a direct nexus to forests and the management of forestlands in King County are preferable. Use of these revenues to support incentive programs, technical assistance, forest landowner education and management of county-owned forestlands is very appropriate, allowing “forestry to pay for forests.”

- **Forest Excise Tax** (private timber harvest tax), **State Forest Board Revenue from WDNR** and federal **Payment in Lieu of Taxes (PILT)** are existing King County revenue streams directly related to forests and forestry. These sources bring as much as $1.5 million annually to the county’s Current Expense (CX) Fund, depending on timber markets (see Appendix 4). The Commission feels that these funding sources have the most direct connection to forests and recommends that funding from these sources be dedicated to forestry-related services and programs in King County. This would entail setting up a dedicated account to ensure a consistent level of funding in spite of fluctuations in annual timber harvest receipts.

  If implemented this would require that new revenue sources be found for other programs currently receiving this funding. The Rural Forest Commission has supported the county’s efforts to secure such new revenue authorities from Olympia.

- **Surface Water Management (SWM) Fees** have been the primary funding source for WLRD forest related activities for the past decade. SWM fees were expanded in 2003 to include the rural area with the understanding that enhanced rural forestry services would be provided with this funding. Due to incorporations and increased monitoring required under the county’s National Pollutant Discharge Elimination System (NPDES) permit, there have been strong indications that this funding may not be available for forest protection activities within a few years. As forests are King County’s main surface water management system, the Commission feels that this countywide funding source should remain a funding source for forestry programming in King County.

- **Secure Rural Schools and Community Self-Determination Act of 2000, Title III.** Funding is available for Firewise community fire protection planning through at least 2011. This is restricted and temporary, but appropriate funding.

- **King County forestland harvest receipts.** While not by itself an adequate funding source to achieve all of the county’s objectives for sustainable resource management, income from timber harvests on the County Parks Division’s forests should augment parks levies and other funding sources to support sustainable management of these forested properties.
Alternative Funding Sources

While it is the recommendation of the Commission that the above funding sources be the dedicated long term sources of revenue to fund forest retention related activities, several additional revenue sources are listed below for consideration by the county to augment the above funding if necessary. The Commission recognizes each of the following funding sources has limitations or downsides.

- **Increase fees for the Public Benefit Rating System and Timberland Program.** Currently the fee for enrollment in these popular current use taxation programs is $240. It may be possible to increase this fee by a reasonable amount with payments extended over the first 10 years of enrollment. It is important however that such increases do not become a disincentive to participation and reduce the amount of land protected.

- **Increase the amount of the KCD special assessment collections utilized to support forest retention programs.** The KCD utilizes a significant portion of its special assessment to support salmon recovery efforts and agriculture management programs. King County could consider proposing to the KCD that the KCD focus additional special assessment funding on forest retention programs. Other possible approaches are to work with the KCD to increase funding to its cost-share program, which supports implementation of forest health management practices; and work with KCD to allocate special assessment collections originating from rural forest focus area parcels to support forest retention programs.

- **Direct current use taxation early withdrawal fees to forestry services.** Current use taxation programs are structured in such a way that total tax receipts are not reduced. Landowners who withdraw from CUT within 10 years of enrolling must pay a fine. These revenues should be directed to forest and agricultural land retention and conservation programs rather than the CX fund.

New Funding Authorities

The county should work with other local jurisdictions, Washington Department of Natural Resources, Washington Association of Counties, and local non-profits to consider new funding sources that would support forest retention and conservation in the region. Consideration should be given to mechanisms such as ecosystem service fees, development impact fees to mitigate for loss of forest canopy, and participation in emerging carbon or biodiversity markets.

Additional Thoughts

The purpose of this report was not to identify immediate funding sources for forestry programming at King County, but to identify priority actions for forest conservation and provide a basis for the long term work of securing stable funding. In addition to the recommendations above, the Commission supports the following:

- Work with other natural resource agencies and educational institutions to further analyze the financial value of intact forests. When forests are cleared, society incurs additional
expenses to replace lost services with built facilities for stormwater management and flood control and to deal with increased impacts from air pollution and loss of groundwater supplies. In addition, when forestlands are converted to residential use, there are increased societal costs for construction and upkeep of residential roads, utilities, fire and police protection and the like. The dollar value of these and other benefits of forests in King County needs better quantification.

- The county should work with other jurisdictions, resource agencies, conservation groups and the Washington State Department of Ecology to explore development of a system of credits for forest cover within the National Pollutant Discharge Elimination System (NPDES). Under such a system King County would get credit in its 2012 NPDES permit for investments in retaining forest cover such as the TDR Program. This would give credit for the value of the ecosystem services provided in the county’s aggressive forestland conservation program by recognizing forests as part of the county’s stormwater facility. This would allow the county to avoid the cost of unnecessary constructed stormwater control measures. Clean and cool water, flood storage, and more would be provided through this effort.

- Monitor the federal 2010 Farm Bill for potential benefits to forests in King County. This legislation could make cost share money available to forest landowners for forest management practices that are compatible with environmental goals and could fund an easement program to assist forest landowners in a range of management and conservation practices.
Appendix 1: Forest Conservation Partners

Working in concert with King County the following conservation partners are critical to the success of the county’s forestry programming and services. Each provides unique sets of services consistent with the mission of the organization. Generally the Commission observes direct services supporting stewardship becoming scarcer at the same time that forest health issues are increasing and rural communities face the effects of a slowing economy.

- **Washington State Department of Natural Resources** (WDNR) permits Forest Practices for Class II through IV-Special practices while King County permits forest practices for Class IV-G practices. WDNR is responsible for wildland fire suppression and coordinates with federal agencies, local governments and fire districts.

  WDNR is a major partner with King County in forest conservation through land exchanges and land purchases in the Forestry Biosolids program. The Raging River and Plum Creek exchange brings the total to 36,000 acres that will remain in active forest management through such efforts. King County holds a conservation easement on 4,000 acres of the 7,000-acre Raging River Forest purchased by WDNR from Fruit Growers Supply.

  Recently announced state budget cuts will severely limit the scope of stewardship services offered by WDNR, particularly in western Washington. Education programs will be eliminated or significantly scaled back. WDNR has also lost funding that supported cost share and forest easement programs for small lot forest landowners.

  Historically WDNR had limited service for small forest landowners and therefore depended on King County foresters for many services within the county. Most of this limited landowner assistance provided by the state may now be discontinued altogether for King County and the rest of western Washington.

- **King Conservation District** (KCD) is a special purpose district that provides technical services to private and public landowners on protecting and enhancing water quality, soils and fish and wildlife habitat. KCD farm planning services include flexibility with King County’s Critical Areas Ordinance. KCD offers a modest cost-share program that assists mixed-use and forest landowners with implementation of aquatic area enhancement and forest health management practices. KCD relies on the county’s forestry program for technical services to mixed-use and forest landowners on planning forest health management practices. Conversely, the county’s forestry program depends on KCD for technical assistance on agricultural management practices to mixed-use landowners.

- **Washington State University Extension** (WSU) provides forestry research and technology transfer, providing a conduit that connects landowners and practitioners to best available science. WSU provides outreach and educational program support, including workshops, technical bulletins and comprehensive online resources for landowners. Online resources include information such as lists of consulting foresters, mobile sawmills and forestry equipment suppliers. The forest stewardship coached planning classes are co-sponsored by King County and WSU Extension. WSU depends on state and county funding to continue its forestry outreach and education programming.
• **University of Washington, College of Forest Resources** provides cutting edge research and technology tools and works collaboratively with WSU Extension to facilitate technology transfer and continuing professional education opportunities that support King County programs.

• **United States Forest Service** (USFS) and **Natural Resources Conservation Service** (NRCS) each have federal pass-through funds that come to the State Forester supporting stewardship through programs and cost share at WDNR and cost share at NRCS. King County foresters are active in local working groups providing guidance to those programs. King County foresters connect landowners with possible cost share and easement programs funded by county, state and federal programs. Federal budget cuts have contributed to the elimination of WDNR services described above.

• **Consulting foresters and various stewardship non-profit groups** provide a variety of technical and restoration services – each in specific areas of expertise and/or focus. Among the non-profit groups are the Cascade Land Conservancy, Mountains to Sound Greenway Trust, The Mountaineers, Friends of the Trail, Partnership for Rural King County, the Northwest Natural Resource Group and Stewardship Partners. Many of these groups engage volunteers in important habitat restoration work on federal, state and municipal forestlands. Consulting foresters provide a wide variety of professional and technical forestry services to rural landowners for a fee. Available services are diverse, ranging from forest stewardship plan development to implementation of silvicultural activities for various goals, some of which include fire protection, timber value, wildlife and forest health. King County foresters assist landowners in formulating a picture of recommended activities based on the landowners’ goals. Foresters then advise landowners on how to best approach achieving the goals, whether it is landowners personally undertaking management activities or finding practitioners of services that fit their needs.
Appendix 2: Legal Mandate for Forest Retention and Conservation

Following is the hierarchy of policies and regulations from the state down to the local level that provide the basis for King County’s Forestry Program, current use taxation programs, land acquisitions, and policies and regulations that affect forests.

1. **State Legal Mandate.** Under the Growth Management Act (GMA), the state requires the county to protect natural resource lands and rural character. The Commission believes that simply identifying forestlands of long term commercial significance is not sufficient. The state requires the county to take action.

   The GMA includes as one of its 13 planning goals: “Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses (RCW 36.70A.020).” To achieve this goal, GMA requires the designation of natural resource lands (RCW 36.70A.170) and the adoption of development regulations to assure the conservation of these designated natural resource lands (RCW 36.70A.060). Lands to be designated for forestry are defined as “Forest lands that are not already characterized by urban growth and that have long-term significance for the commercial production of timber (RCW 36.70A.170).” To emphasize the importance of the protection of natural resource lands, their designation and adoption of regulations to assure their conservation was required to occur within a year after the GMA was passed by the Washington State legislature, well before the deadlines for most of the other provisions of GMA. The GMA also directs that rural character shall be preserved (RCW 36.70A.011).

2. **County-wide Planning Policies.** The 2004 King County Countywide Planning Policies (CPPs), the body of regional policies that provide a framework for the comprehensive plans developed by each jurisdiction in King County, include a series of policies to guide protection of natural resource areas. The Growth Management Planning Council (GMPC) is the interjurisdictional body in King County that made a lot of the cross-jurisdiction decisions about implementation of GMA.

   LU-1 Agricultural and forest lands are protected primarily for their long-term productive resource value. However, these lands also provide secondary benefits such as open space, scenic views and wildlife habitat. All jurisdictions should encourage utilization of natural resources through methods that minimize the impacts on these secondary benefits. Resource lands also contain an abundance of critical areas that shall be protected in accordance with adopted State and local regulations.

   LU-2 All jurisdictions shall protect existing resource lands within their boundaries that have long-term commercial significance for resource production. Any designated agricultural and forestry lands shall not be considered for urban development. Jurisdictions are required to enact a program authorizing the transfer or purchase of development rights for designated forest or agricultural areas within Urban Growth Areas. At the request of any city, King County will work to reinstate the King County Purchase of Development Rights Program and/or establish an interjurisdictional transfer of development rights program to protect these resource lands in accordance with the Growth Management Act.
3. **County Comprehensive Plan Policies.** The Commission finds that the Comprehensive Plan policies explicitly recognize the aesthetic and social values of forests and the importance of the interplay of forest cover, soils and water for ensuring adequate groundwater recharge, runoff and pollution reduction, flood risk reduction, carbon sequestration and wildlife habitat.

Consistent with the GMA and the CPPs, the King County Comprehensive Plan (KCCP) designates forestlands that have long-term significance for commercial production of timber, and includes a series of policies directing implementation measures to assure their conservation. In addition to recognizing rural residential areas with significant contiguous blocks of timber (identified as Rural Forest Focus Areas in the 2000 KCCP) and providing incentives for property owners in these areas to practice forestry, King County established the Forest Production District (FPD) to distinguish those lands of long-term significance for commercial timber production. The FPD was first designated in 1985, prior to the adoption of GMA, and then reaffirmed in 1991 to comply with the timeline set by GMA. The FPD boundary has remained largely intact since its original designation.

In a subsequent update of the KCCP, Rural Forest Focus Areas (RFFAs) were established. These are identified geographic areas where special efforts are necessary to retain contiguous small lots blocks of rural forest. The county has made the RFFAs a priority for technical assistance and incentive programs in an effort to maintain forest cover where it contributes most to natural resource values and local economies.

The KCCP includes a series of policies intended to preserve long-term commercial forestry in the FPD and encourage forest stewardship of forested properties the RFFAs. These polices recognize the benefits of managed forestry, encourage the retention of large, contiguous blocks of forestland, limit the removal of land from the FPD, limit land uses that are incompatible with active forest management, seek to reduce conflicts with nearby non-forestry uses, and call for incentive programs to maintain forestry as a viable industry and encourage forest stewardship.

4. **King County Rural Economic Strategies.** The Commission believes that the Forestry Program and current use taxation programs are integral to the implementation of the Strategies, which employ interdepartmental coordination to promote rural economic development, regulatory flexibility and support for sustainable forestry.

5. **County Permits and Incentive Programs require review and approval of Forest Stewardship Plans (aka Forest Management Plans) by qualified county Forestry Program staff.** Requirements for these plans are described in the King County Forest Management Plan Public Rule of 2002.

Permits and incentive programs that require forest plans include, but are not limited to:

- Application to the Transfer of Development Rights Program;
- Application to Public Benefit Rating System, Timberlands and Forest current use taxation programs;
- Application for a residential building permit in the Forest Production District;
• Critical Areas Ordinance (CAO) flexibility for forest thinning for fire safety, firewood collecting, habitat restoration and noxious weed control in critical areas buffers;
• Eligibility for a King County Class 4G non-conversion clearing and grading permit;
• Flexibility in conducting forest practices under county regulations; and
• Permission to practice forestry in a resource tract of cluster development or a resource area.

6. **Rural Area Clearing Restrictions (“65/35” Rule).** In response to the Court of Appeals Decision in CAPR v. King County, the provisions of the Clearing and Grading Code that require rural property owners to limit the amount of clearing on their property will not be enforced. DDES has proposed to have the Forestry Program carry out targeted technical assistance and forest stewardship education for land owners who are contemplating clearing in order to minimize the impacts of development.

7. **Stormwater Management.** WLRD Stormwater Services sought county forester expertise in writing specifications, designing, reviewing and monitoring the creation of native forest in areas that have been converted to other land cover. WLRD provides a fee reduction for property owners who convert developed land surfaces to forest, as described in the SWM Fee Protocols. Also, in the Surface Water Design Manual there are specifications for creating native vegetated landscapes for use with the full dispersion flow control Best Management Practices.
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Appendix 3: Why King County Needs a Forestry Program

King County offers a Forestry Program to encourage forest management practices that maintain the productivity and resilience of forest ecosystems. County foresters accomplish this by visiting private forestry sites and providing technical advice to landowners on topics such as forest health, timber enhancement, improvement of wildlife habitat, and protection of water resources. The county encourages forest landowners to develop Forest Stewardship Plans to determine what forest resource protection or enhancement measures would be beneficial and develop an organized sequence of activities to accomplish forest stewardship objectives. County foresters review and approve stewardship plans required for enrollment in current use taxation programs, building permits within the Forest Production District, Transfer of Development Rights Program or Forest Legacy applications and land management flexibility under the CAO.

County foresters also serve as lecturers for forest stewardship classes co-sponsored by WSU Extension. Through neighborhood consultation sessions and personal visits, staff foresters help neighbors identify risk factors such as lack of fire truck access to their homes or fire prone vegetation growing too close to houses. The Forestry Program provides staff for the Rural Forest Commission.

The Forestry Program is based in legal mandates and policies that guide the county’s activities and is fully integrated into the many services that the county provides. The Commission finds that the Forestry Program fulfills the following functions in addition to providing the services described in the preceding paragraphs:

1. **Legal mandate:** Under the Growth Management Act, the state requires the county to protect natural resource lands and rural character. The Commission maintains that simply identifying forest lands of long term commercial significance and establishing Forest zoning are not sufficient. The state requires the county to take action. Likewise, the countywide planning policies, Comprehensive Plan and Rural Economic Strategies call for the county to undertake actions to retain the extent and health of forests. Active participation by private forest landowners in the stewardship of forest lands is essential to retaining healthy forests in King County.

2. **Ensuring compliance with county code can only be accomplished by the county itself:** Forestry Program staff assist rural residents in understanding and complying with county regulations and guidelines. Foresters are available to help with the writing of forest stewardship plans, and to support DDES in the review of plans, in carrying out targeted technical assistance and forest stewardship education for land owners as a means of dealing with the 2009 suspension of the rural clearing limits, and the monitoring of implementation. In addition, certain permits from DDES and participation in current use taxation and transfer of development rights require forest stewardship plans to be approved by county foresters.

Significantly, DDES has reported better compliance with regulations when clients can be advised at no charge by county foresters. WLRD Foresters and DDES now work together so that foresters can smooth the way for landowners seeking forest-related permits. This reduces the
time that DDES needs to work on each permit, saves citizens time and money and has resulted in higher rates of compliance.

3. Field staff builds positive relationships for the county in the rural area: A major part of a county forester’s job is building two-way communication between rural residents and the county, so that rural residents have a voice in the development of regulations and policy. Field staff understand the rural programs and the issues faced by farmers, forest landowners and rural residents. Rural residents can perceive King County government as urban-based and distracted from rural affairs by the broad responsibilities of county government. Forestry staff ensure that policy makers and environmental interests better understand natural resource issues, and the viewpoint of the rural area.

4. Promote voluntary compliance with King County Comprehensive Plan: The most effective and acceptable method to landowners for achieving native vegetation (forest) retention called for in the Comprehensive Plan on individual parcels has been through a suite of incentives. These include education through classes and workshops, on-site technical assistance, assistance to develop Forest Stewardship Plans, current use tax programs and other tools.

5. Forestry expertise among King County staff helps ground truth policies and programs that affect rural residents: In-house expertise helps assure that policies and programs support rural residents. Forestry Program staff are within county government and are located in close physical proximity to other county programs. Therefore, the other programs that serve the rural area have the benefit of the skills and expertise of the Forestry Program. Foresters assist staff in the TDR Program, DDES, Low Impact Design, Stormwater Services, Water Resource Inventory Area Salmon Recovery Planning and the Parks Division, among others.

6. Management of county-owned forests and the monitoring and enforcement of forest management plans for properties on which the county holds easements is rightfully the responsibility of the county: King County is responsible for both management of King County Parks owned forests and the monitoring and enforcement of the restrictions imposed through the forest conservation easements held by the county. Currently, an easement monitoring program is in place, implemented through efforts of the TDR Program, King County Parks and DDES. But there has been a trend to include more restrictions in the forest easements that will require more staff time for oversight of the easements.
## Appendix 4: Forest Revenues

### Table 1. Forest Excise Tax

County-levied tax on harvests from private and public land.

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<tr>
<th>Fund Description</th>
<th>2004</th>
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<th>2006</th>
<th>2007</th>
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### Table 2. Washington DNR Timber Trust (State Forest Board Yield)

The county’s share of proceeds from sale of timber from state forest lands.

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<th>Fund Description</th>
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</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,294,366.23</strong></td>
<td><strong>261,896.24</strong></td>
<td><strong>154,922.38</strong></td>
<td><strong>1,036,001.51</strong></td>
</tr>
</tbody>
</table>

### Table 3. Payment in Lieu of Taxes (PILT) for federal land in King County.

| 2008 Total | $113,276. |