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**Report on Maine Forest Service
District Forester Program
to the
Joint Standing Committee on
Agriculture, Conservation and Forestry
of the
123rd Maine Legislature,
Second Regular Session**



10 March 2008

Submitted by

Maine Department of Conservation

Bureau of Forestry

Forest Policy & Management Division

22 State House Station

Augusta, Maine 04333-0022

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We help you make informed decisions about Maine's forests



STATE OF MAINE
DEPARTMENT OF CONSERVATION
MAINE FOREST SERVICE
22 STATE HOUSE STATION
AUGUSTA, MAINE
04333-0022

JOHN ELIAS BALDACCI
GOVERNOR

PATRICK K. MCGOWAN
COMMISSIONER

10 March 2008

Senator John Nutting and Representative Wendy Pieh
Committee on Agriculture, Conservation and Forestry
100 State House Station
Augusta, ME 04333-0100

Dear Senator Nutting and Representative Pieh:

Title 12 MRSA, §8612 requires the Maine Forest Service to report biannually in odd-numbered years to the committee on activities under the field forester program. This report must include a description of the types of assistance given to landowners and wood processors, a description of the activities of the field foresters and any recommendations for changes in the program.

We are pleased to submit this report to the committee for its consideration. I would be pleased to discuss this report with the committee at its convenience.

Sincerely,

A handwritten signature in black ink, appearing to read "R. Alec Giffen".

R. Alec Giffen
Director, Maine Forest Service

cc: Committee members
McGowan
Mansius

enc

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12 MRSA § 8612, sub-§ 4 directs the Bureau to report biannually in odd-numbered years to the committee on activities under the field forester program. This report must include a description of the types of assistance given to landowners and wood processors, a description of the activities of the field foresters and any recommendations for changes in the program.

SUMMARY

The role and duties of the Maine Forest Service (MFS) Field Forester (referred to hereafter as District Forester) continue to evolve with the times. Changing landowner values, public expectations, and legislative mandates have combined with new technologies and resource limitations to change significantly what the MFS District Foresters do to promote informed decisions about Maine's forests and how they do their job.

PROGRAM DESCRIPTION

Maine Forest Service District Foresters work within the Forest Policy & Management Division of the bureau. The District Forester provides a wide array of services to a diverse clientele. Clients include family forest owners,¹ loggers, consulting foresters, investor-owners, municipalities, students, and the public at large.

MFS employs ten District Foresters whose individual districts span the state. Field offices are located in Alfred, Ashland, Gray, Greenville, Island Falls, Jefferson, Jonesboro, Norridgewock, Old Town, and West Paris. The District Foresters are organized into Northern and Southern Teams. Two Team Leaders oversee their work, as well as the work of two Regional Enforcement Coordinators.

With nearly 18 million acres of forest land and over 100,000 family forest owners in the state, District Foresters have a lot of ground to cover and a lot of people to serve.

CLIENT ASSISTANCE

District Foresters face a daunting challenge in meeting the many, often conflicting, demands of their clients. They serve a wide array of clients with diverse needs - family forest owners, loggers, consulting foresters, investor-owners, municipalities, students, and the public at large. District Foresters as a group typically serve about 2,500 family forest owners and several hundred loggers and consulting foresters each year. The number of towns, school children and other clients served increases the total number of people served to more than 8,000 annually.

District Foresters typically perform non-regulatory work that supports informed decisions by land managers, including direct, one-on-one contacts in the field or over the phone, educational workshops, and other group settings. In recent years, District Foresters have invested considerable effort in supporting harvest monitoring initiatives, including implementation and effectiveness of Best Management Practices for water quality (an ongoing program), and liquidation harvesting (ad hoc). The ongoing development of a multi-resource harvest monitoring protocol likely will draw on foresters' time as well. District Foresters have also invested considerable effort in promoting forest certification

¹ 12 MRSA §8612, sub-§2 limits District Foresters to three site visits per landowner over a five-year period, except as necessary to administer federal programs related to forestry or to determine regulatory compliance.

to landowners, loggers, and foresters. In fact, the foresters' work on harvest monitoring supports the certification efforts of landowners and others, as certification auditors routinely contact MFS for such data as part of their verification and audit processes.

District Foresters have also been assigned significant regulatory responsibilities. District Foresters provide the technical expertise necessary to document violations of the state's forest practices laws and implementing rules. They also provide technical assistance to the Forest Protection Division's Rangers on cases involving timber theft and trespass. The regulatory role of District Foresters has grown substantially, particularly since the forest policy ferment of the late 1990's. The Forest Policy & Management Division tries to mitigate the potential negative aspects of its regulatory role through a tiered approach that starts with education and outreach; followed by active intervention on the ground to prevent or mitigate violations; with formal enforcement action taken if preventive efforts fail. While this philosophy has worked well, there is no question that the District Foresters' growing role in regulatory affairs diverts significant resources from their traditional service role.

CHALLENGES AND OPPORTUNITIES

Maine's family forest owners are not getting the support they need to help them hold on to their land and keep it in active forest management. It's well documented that many landowners do not manage their land, and many of those who do manage their land do so without any professional assistance. Additional research identifies an imminent generational shift in forest land ownership as a critical land use challenge in the next decade or so. As a state, we are far from optimizing our use of the forest and the many benefits we receive from it. We sorely need to capitalize on the forests as a resource for multiple industries (wood products, tourism, construction via the burgeoning retirement and second home market, etc.). Further, Maine's forested landscape directly supports our overall quality of life that is crucial to attracting and retaining people and economic activity.

In a survey of the 20 northeastern states, Maine came out dead last in the proportion of family forest ownership acres to the number of state and/or extension foresters (one forester per 355,000 acres).² This stands in stark contrast to our billing as "the most forested state in the nation." Our major competitors in global forest products markets do much better (Minnesota at one forester per 20,000 acres; Wisconsin at one forester per 29,000 acres). Further, 12 MRSA §8612 directs that "The bureau shall employ ...at least 16 field foresters to be located in field offices." This legislative directive has never been fully funded (only 10 District Forester positions exist now).

Maine's growing population means that virtually all areas of the state are seeing substantial land turnover and new landowners, who often have little understanding of the forest (except as a scenic backdrop to their house). Only one of our District Foresters covers substantially less than one million acres; others cover over 3 million acres. We are already spread too thin, yet demands for our wide range of services continue to increase.

² Maine has approximately 5.7 million acres of family forest ownerships out of 17.7 million acres of forest land (Forests of Maine: 2003).

A recent study sponsored by the National Commission on Science for Sustainable Forestry found that "the highest program priority among forest owners is one-on-one access to a [service or extension] forester or other natural resource professional to "walk the land" with them and discuss their management alternatives. The study's findings and conclusions yielded a recommendation that there be increased funding and availability of one-on-one technical assistance from both state service foresters and extension foresters. Other recommendations in the study either are predicated on increasing technical assistance or identify other forms of assistance and incentives as relatively less effective than technical assistance."³

A paper published in the "Journal of Forestry" also highlighted family forest owners' interest in direct service from state foresters. The authors studied state forestry assistance programs and conducted focus groups with family forest owners. Based on the findings, the authors recommended, among other things, "Increase funding and availability for one-on-one technical assistance state Service Foresters. Direct access to a forester for onsite consultation was viewed as the single greatest need among family forest owners. Family forest owners believe they know their land better than anyone else, but lack the technical knowledge to maximize the land's potential. Having a forester walk the land with them builds this bridge between an in-depth understanding of the land's characteristics and forest management possibilities."⁴

Closer to home, in a recent presentation series to the 25 fastest growing communities in Maine, the Small Woodland Owners Association of Maine, in collaboration with GrowSmart Maine, identified "Access to Assistance" as one of five major challenges facing small woodland owners in Maine. They identified the Maine Forest Service as one of a handful of key sources of such assistance.⁵

The recent Brookings Report, "Charting Maine's Future," also highlights the importance of MFS's District Foresters: "Accessible wild places and tranquil country farms, human scaled Main Streets and working waterfronts: These are what differentiate Maine from other places and in many respects drive its economy. Yet these assets are at risk. ... the state's first economic development need: Establish the Maine Quality Places Fund to protect and enhance Maine's vivid townscapes, top-notch scenery, traditional uses of the land, and tourism industry. Maine's first step toward bolstering its economy should be to place investment in the state's incomparable quality of place on a steadier, more serious path."⁶

MFS District Foresters have long played a role in the promotion and administration of federal programs that provide financial support for family forest owners, e.g. cost sharing of forest management plans and implementing practices. These programs typically have been delivered by the USDA Forest Service through state forestry agencies. Federal financial support for these programs has declined in real terms over

³ Greene, J. et al. 2005. Existing and potential incentives for practicing sustainable forestry on non-industrial private forest lands. Final report to the National Commission on Science for Sustainable Forestry. <http://ncseonline.org/NCSSF/>.

⁴ Kilgore, M. et al. 2007. The influence of financial incentive programs in promoting sustainable forestry on the Nations' family forests. *Journal of Forestry* 105 (5): 184-191.

⁵ Moesswilde, M. 2007. Personal communication.

⁶ Brookings Institution. 2006. Charting Maine's future: An action plan for promoting sustainable prosperity and quality places. Pp. 99-100. <http://www3.brookings.edu/metro/pubs/maine.pdf>. Last accessed 31 August 2007.

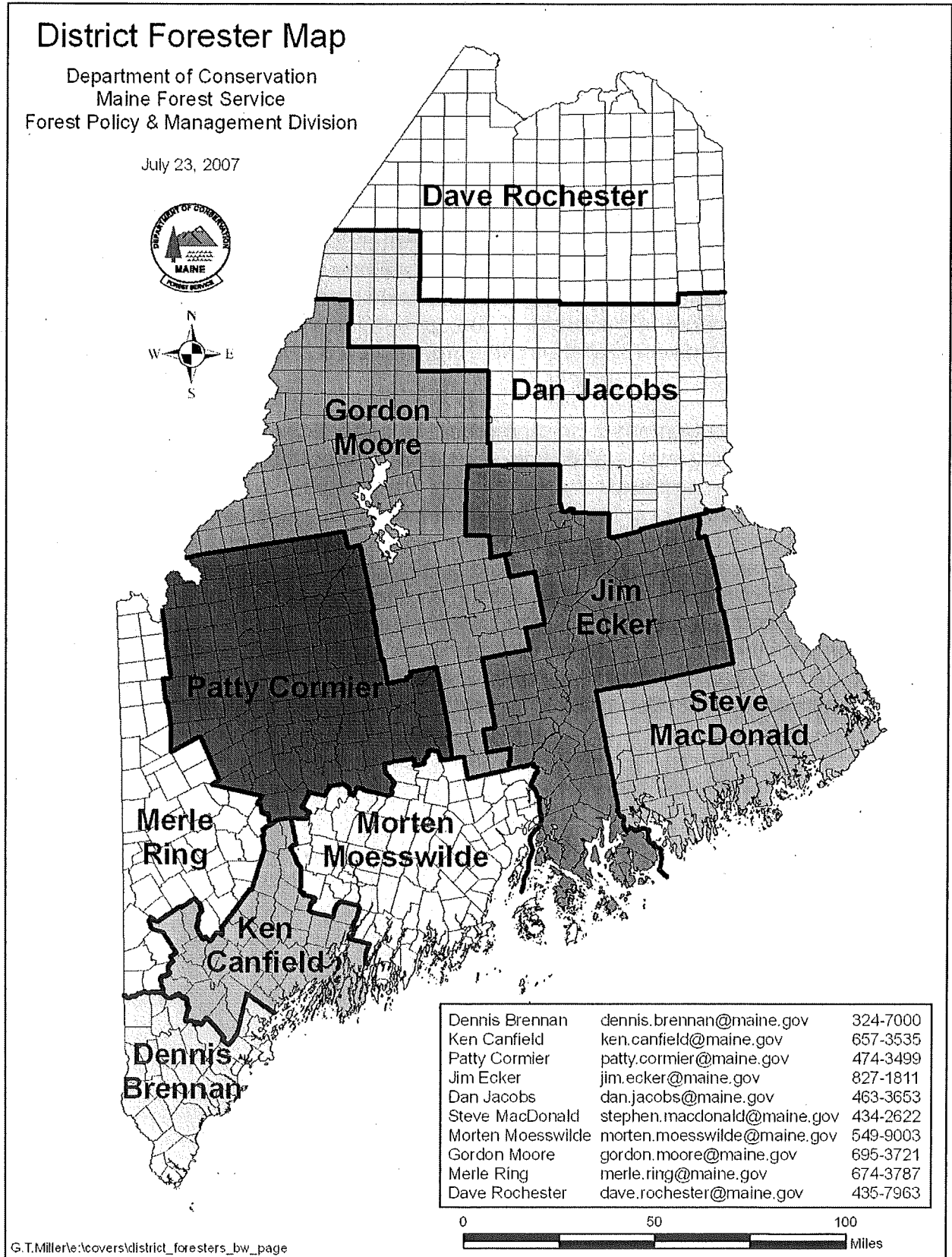
the last several years. The decline could continue, with a “redesign” of these programs underway at the federal level as this report is written. Although other federal programs may continue to be funded (e.g. the Environmental Quality Incentives Program offered through the USDA Natural Resources Conservation Service, or NRCS), these programs are not specifically geared to serve family forest owners (farmers are the traditional clientele for such programs). MFS has entered into a joint program delivery agreement with NRCS; however, this effort is still in its infancy, and it remains to be seen whether and how family forest owners will respond.

Maine cannot preserve its working forest base without mechanisms to deliver quality technical assistance, information, and education to forest landowners, loggers, and foresters. The University of Maine has largely abandoned its forestry extension program; the Small Woodland Owners Association of Maine serves only a small fraction of the family forest base; and consulting foresters largely do not provide these services because they are not revenue-generators. Thus, getting the job done falls largely to the District Foresters and professional staff of the Forest Policy & Management Division.

RECOMMENDATION

The Forest Policy & Management Division recognizes the difficult state budget situation and makes no position requests at this time. However, should the state budget situation improve, the division would request the inclusion of 6 additional Forester I positions that would be dedicated to working in the field with family forest owners, loggers, and other clients, as directed by statute. These positions would allow us to improve our service level, particularly in the parts of the state where family forest ownerships are under intense pressure for change of use. We do not compete directly with private consultants, but in many cases add value to their businesses by conducting outreach, engaging new landowners, and referring our new contacts to natural resource professionals. We would also realize some efficiencies in service delivery, as our existing forester cadre must often travel great distances to serve their clients.

APPENDIX 1. MAINE'S DISTRICT FORESTERS



APPENDIX 2. PROGRAM HISTORY

Maine has had a District Forester (known previously as Service Forester and Field Forester) program for many decades. The early years of the program are not well documented; however, some important milestones stand out. Unless otherwise noted, position counts refer to general fund positions:

- 1943: Beginning of the Cooperative Service Forestry Program, between the State of Maine Forestry Department and the USDA Forest Service.⁷ The stated purpose of the program was to “promote better management of small privately owned woodlands.”
- 1949: Forest Management Division created.
- 1959: Records indicate the division had 17 field staff.
- 1971: Records indicate the division had 21 Service Foresters and two utilization and marketing foresters.
- 1981: MFS eliminated 13 forester positions and the entire District Forester program during a budget reduction exercise. The program was restored sometime between 1981 and 1987.
- 1987: Records indicate the division had 8 Service Foresters, one tree improvement specialist, one utilization and marketing forester, and one logging specialist.
- 1989: Forest Practices Act enacted. Foresters’ role expands to include regulatory matters. Division has 11 Service Foresters and one utilization and marketing forester.
- 1995: Forest Management Division and Policy, Program and Information Divisions combined to become the Forest Policy & Management Division. Division has 10 Service Foresters, one utilization and marketing forester (now on federal funds), and one enforcement coordinator.
- 1998: Legislature creates three Forester positions in response to public concerns expressed during forestry referendum debates. These positions are dedicated solely to regulatory affairs (regional enforcement coordinators).
- 2003: One regional enforcement coordinator position abolished during budget exercise.
- 2005: Two federally funded outreach forester positions created to support efforts of general fund District Foresters (these positions expire at the end of 2008). Due to loss of federal funds, the utilization and marketing forester is shifted to one of the outreach forester positions.

⁷ 1971-1972 Biennial Report, p. 52.

APPENDIX 3. ENABLING LEGISLATION

12 MRSA §8612. Field foresters

The bureau shall employ by 1991, at least 16 field foresters to be located in field offices. [1989, c. 555, §8 (new).]

1. Duties. These foresters shall provide outreach services and referrals to small woodland owners and wood processors for harvesting, marketing and utilization of wood products. The foresters shall assist landowners and processors in:
 - A. Obtaining and explaining required forms for harvest notification and reporting; [1989, c. 555, §8 (new).]
 - B. Obtaining information to comply with the performance standards under this chapter; [1989, c. 555, §8 (new).]
 - C. Following up with landowners after harvest notification; [1989, c. 555, §8 (new).]
 - D. Reviewing landowner forest management plans; [1989, c. 555, §8 (new).]
 - E. Obtaining information to comply with environmental standards; [1989, c. 555, §8 (new).]
 - F. Explaining forest management options; [1989, c. 555, §8 (new).]
 - G. Promoting involvement in grants and incentive programs; [1989, c. 555, §8 (new).]
 - H. Disseminating educational material; and [1989, c. 555, §8 (new).]
 - I. Other duties as the director prescribes. [1989, c. 555, §8 (new).][1989, c. 555, §8 (new).]
2. Limitations. Field foresters are limited to 3 site visits per landowner over a 5-year period, except as necessary to administer federal programs related to forestry or to determine compliance with provisions of this Title. [1989, c. 555, §8 (new).]
3. Comprehensive plans. The foresters may provide technical assistance on forestry issues to municipalities in developing their comprehensive plans. [1989, c. 555, §8 (new).]
4. Reporting requirements. The commissioner shall report biannually beginning in 1991, to the joint standing committee of the Legislature having jurisdiction over forestry matters on activities under the field forester program. This report, to be completed by February 1st, must include a description of the types of assistance given to landowners and wood processors, a description of the activities of the field foresters and any recommendations for changes in the program. [2003, c. 346, §2 (amd).]

Section History:

PL 1989, Ch. 555, §8 (NEW).

PL 2003, Ch. 346, §2 (AMD).

APPENDIX 4. DISTRICT FORESTER PROGRAMS IN THE NORTHEAST

Number of state foresters per family forest acre - 2006			
State	State and/or extension foresters	Acres of family forests	Acres of family forests/state forester
Minnesota	287	5,929,000	20,659
Delaware	11	317,000	28,818
Wisconsin	334	9,709,000	29,069
Indiana	93	3,700,000	39,785
Maryland	45	1,923,000	42,733
Rhode Island	5	231,000	46,200
Vermont	75	3,597,000	47,960
Iowa	31	2,370,000	76,452
Pennsylvania	135	10,338,000	76,578
New York	128	13,100,000	102,344
New Hampshire	24	3,169,000	132,042
Massachusetts	16	3,200,000	200,000
Ohio	32	7,160,000	223,750
Connecticut	5	1,400,000	280,000
Maine*	16	5,690,000	355,625
Maine (District Foresters only)	10	5,690,000	569,000
TOTALS	1,247	71,833,000	57,605
*Figure includes supervisory and regulatory foresters (only 10 actual Service Foresters).			
Data as reported at Forest Resources Program Leaders meeting, May 2006.			

About the Forest Policy and Management Division

The Forest Policy and Management Division promotes informed decisions about Maine's forests. Division staff provide technical assistance, information and education services to a wide variety of publics. Staff also provides outreach and enforcement services on timber harvesting rules. The division anticipates and responds to forest policy issues and reports on the state of Maine's forests.

The division provides assistance through education workshops, field demonstrations, media presentations, and one-on-one contact between District Foresters and landowners. Statute limits technical assistance to individual landowners.

The division has four components: District Foresters who work directly with landowners and others; policy, planning and education specialists; program specialists who oversee water quality, stewardship, community forestry, utilization and marketing programs; and shared responsibility for enforcement of timber harvesting rules. The Division Director reports to the Bureau Director.