Umpqua National Forest
South Zone - Tiller Ranger District
District Office Locations

Preliminary Project Analysis

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Tiller Ranger District Office Locations
Preliminary Project Analysis

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Background and Context

The Tiller Ranger Station is located in the community of Tiller, Oregon, with a current population of 235. During the booming years of the northwest timber industry, Tiller was a vibrant, small community with a school, post office, fire department, gas station, and other services. Since the decline of timber harvesting in the 1980’s, the town has struggled and most of the services are gone. With the advent of cell phones and the internet, Tiller has not been able to attract good quality, high speed service. More advanced satellite service or microwave technology may eventually provide better corporate service but at this point it is not available.

Many families today are dual career families making it more difficult for businesses in remote areas to attract and retain workers due to longer commute distances for not only one worker in the household but two. Umpqua National Forest management considers the inability to attract and retain a quality workforce at Tiller a significant issue facing the Forest and mission success.

As a result of declining budgets and an oversized, aging infrastructure, many Forest Service facilities constructed nationwide from the early 1900’s and into the 1980’s have fallen in disrepair and do not meet current standards. Buildings constructed to support the burgeoning timber industry of the 60’s through the 80’s are no longer fully utilized, and the funds used to construct those buildings have diminished with reduced funds available for maintenance. Reconstruction of these aging buildings is both costly and does not provide the same long-term benefits of lower maintenance and flexible space that modern facilities provide.

Most of the buildings at the Tiller Ranger Station were constructed in the 1930’s and 40’s. While these are great examples of early Forest Service architecture with some listed on the National Register of Historic Places, the buildings are not energy efficient, do not meet current codes, and have fallen into disrepair requiring a considerable investment to bring them up to current standards. Sewer collection lines and water distribution lines are failing and will need replacement soon. Given precontact resources, any excavation on the site is time consuming and costly to plan and execute.

The Analysis Process

The Forest Service requires a process called a Preliminary Project Analysis (PPA) to aid management in the evaluation of alternatives for major capital investment projects. The Forest contracted with a consulting team (NorthStar) made up of retired Forest Service employees that specialize in this type of work to conduct an analysis of multiple locations. Many organizations and agencies such as the National Park Service and Forest Service use a decision-making process
called “Choosing by Advantages” (CBA) to compare a range of alternatives and focus on the differences in the advantages of alternatives rather than comparing pros and cons of alternatives. More information on this process can be found at:

https://www.researchgate.net/publication/264829796_Choosing_By_Advantages

The NorthStar contract team attended two public meetings, one by Zoom and one in person, conducted interviews with Forest staff and reviewed all the written comments submitted. Notes from the public meetings are summarized in Appendix G and notes from the 6 individual employee interviews are on file at the Umpqua National Forest headquarters. The team also visited several potential ranger station sites within a 75-minute drive of Tiller.

After multiple iterations of analysis, the team made a presentation of the preliminary observations to the Forest Leadership Team on August 7, 2021. Feedback from this meeting as well as subsequent phone interviews with employees and comments from the public meetings were incorporated into the analysis. The team continued to work remotely on the analysis during the Fall of 2021. The team presented the draft report and findings to the Forest Leadership Team on November 3, 2021. Comments from this meeting and feedback from the Forest and Regional Office over the winter months helped refine the final report.
**Scope and Limits**

The contract required the preparation of a Preliminary Project Analysis (PPA) to evaluate alternative locations and facilities for the administration of the South Zone (Tiller Ranger District). All alternatives to include an administrative office and associated buildings needed to support the mission of the South Zone for the next 20 years and beyond.

The PPA shall comply with the requirements listed in Forest Service Handbook (FSH) 7309.11, Chapter 20, Building and Related Facilities and the GSA publication “National Workplace Design Guidelines for Forest Supervisor and Ranger District Offices” dated February 3, 2016.

The analysis shall consider availability of affordable housing, social and economic impacts of office locations, co-location viability, long term sustainability from impacts of urban growth, public service, as well as improve the ability of the Forest to attract and retain employees.

The project is to provide adequate, appropriate, and sustainable office space for employees shown on proposed organizational charts. The USDA Space Policy will be used to determine the appropriate amount and type of space. The existing Tiller site will be used for comparison of the various alternatives. Estimated costs include design, construction, demolition (as necessary), and any costs associated with leasing.

The analysis will evaluate a full range of alternatives based on evaluation criteria developed by the Forest Leadership Team and supplemented by the PPA contract team.

The solicitation identified the following criteria to be considered in the analysis:

- Fire Response
- Social and Economic Impacts
- Recruitment and Retention of Employees
- Co-location Availability
- Public/Customer Service
- Operational Efficiency
- Availability and Affordable Housing
- Implementation Time and Cost
- Reduce Impact to Employees

The NorthStar team reviewed the criteria and combined factors that were similar to avoid duplication in the evaluation process and added criteria based on public and employee input. Quantifying terminology was then added to the factors such as “Minimize Driving Time to the Field”. The final evaluation factors along with definitions and method of measurement are on the following pages.
Executive Summary/Recommended Alternative

Recognizing Tiller Ranger Station’s aging, unsustainable infrastructure, the lack of services, and the inability to attract and retain a quality workforce, Forest management made the decision to look for alternate locations for the headquarters of the South Zone. This decision is the basis for this analysis. The existing Tiller site was included in the analysis for comparison.

The Umpqua NF contracted with a private consulting contractor, NorthStar Technology Corporation to conduct this analysis. The NorthStar team visited multiple potential locations for the South Zone – Tiller Ranger District Office within a 75-minute drive from the existing Ranger Station in Tiller, OR. The evaluation criteria and alternative descriptions are described later in this document. The team attended two public meetings, conducted interviews with Forest leadership staff and several employees, and reviewed all written comments that were submitted. “Choosing-by-Advantages” (CBA) was used to evaluate alternative locations for the South Zone headquarters. Based on the CBA results, 4 alternatives with the highest advantage are recommended below:

Alternative B, C, D or E - Relocate South Zone RS to Canyonville, Shady Cove, Roseburg, or the Grants Pass Area

- New construction or build to suit lease
- Bunkhouses at new office location (site built or modular)
- Potential collaboration with a Tribe or exchange of property with a Tribe
- Convey Tiller RS Site with covenants to another federal agency or recognized Tribe

Based on the advantage scores for the above alternatives, the NorthStar team recommends identifying a site selection team to consider relocating the South Zone RS to any one of the four areas. The alternatives scores for the four new potential areas are a statistical tie using the CBA methodology. Essentially any one of these four locations would be a prudent and beneficial location for the new South Zone RS. Locating in one of these four localities all have a substantial advantage over remaining at the existing Tiller location based largely on the “Enhancement of Recruitment and Retention” and “Improvement of Telecommunications”, the two most significant evaluation factors. The Tiller site should be conveyed with covenants to another agency or tribal entity to maintain the integrity of the historic site.

From an economic standpoint, the cost of constructing or leasing a modern, energy efficient administrative site is in the range of $12 to $16 million dollars depending on land costs and how long it takes for implementation. This cost compared to the investment to upgrade the Tiller site is in the same range. A savings of approximately $350,000 to $400,000 per year in operations cost will be realized through more efficient buildings with a smaller footprint along with connections to public utilities.

The NorthStar team does not recommend utilizing the Mill Hill site (Alternatives B1 and B2) as a viable long-term solution because of the need for upgrading and maintaining the water and
wastewater systems plus additional maintenance of utilities needed for Mill Hill. Using Mill Hill as a temporary interim location for seasonal housing is prudent but not a sustainable long-term solution.

In summary, locating the South Zone headquarters in the Canyonville, Shady Cove, Roseburg, or Grants Pass areas all have essentially an equal advantage over the long term and have a significant advantage over remaining at the Tiller location. Selecting a locality before funding is available is not practical as property availability is constantly changing. A final location can be determined once funds are available, the site selection team has completed their investigation, and recommends the most viable site. See Implementation Strategy on page 31 for further details on site selection.
Alternatives Developed by the PPA Team

Alternative A - Manage South Zone RS from Owned Office in Tiller (For Comparison Only)

- Upgrade water and wastewater systems including replacing all water distribution lines, wastewater collection lines, and upgrade equipment buildings to meet operational and safety requirements for the Tiller RS
- Design and build new fire engine warehouse
- Bunkhouses at Mill Hill and RS
- Potential collaboration with Tribes

This alternative retains the existing Tiller RS and was included in the evaluation for comparison purposes and to validate the site as unsustainable given budget realities, reduction of timber and resources programs, closure of the local grocery store and school, inadequate cell phone coverage and the difficulty to recruit and retain a professional staff at the Tiller RS. In addition, the need to remain the purveyor of water and wastewater utilities at a location with significant site limitations to repair and maintain both systems long-term is unsustainable. The site has other issues that make it difficult to manage and operate such as extensive need for archaeological clearance for all ground disturbances needed for O & M work. Buildings no longer meet the needs for modern equipment such as larger fire engines and general storage. Numerous projects are needed on most of the buildings on site including:

- Electrical, plumbing, energy upgrades for HVAC systems
- Asbestos and lead-based paint remediation
- Removal and remediation of underground heating oil tanks (UST’s)

Alternative B - Relocate South Zone RS to Canyonville Area

- New construction or build to suit lease
- Bunkhouses at Canyonville (site built or modular)
- Potential collaboration with a Tribe or another federal agency
- Convey Tiller RS Site with covenants to a federally recognized Tribe or another federal agency

This alternative relocates the Tiller RS to Canyonville, OR with possible opportunities for the Cow Creek Tribe to collaborate in the construction or lease of a new modern office, warehouse, and housing. This alternative also proposes that the existing Tiller RS be conveyed to a federally recognized tribe or federal agency who would perpetuate the protection of the precontact sites and historic facilities at the current Tiller site and the historic significance of the listing of Tiller RS on the National Register of Historic Places.
**Alternative B1 - Relocate South Zone RS to Canyonville Area with Fire Bunkhouses at Mill Hill**

- New owned construction or build to suit lease
- Upgrade water/wastewater for Mill Hill needs
- Potential collaboration with a Tribe or another federal agency
- Convey Tiller RS Site with covenants to a federally recognized Tribe or another federal agency

This alternative relocates the Tiller RS to Canyonville, OR with possible opportunities for the Cow Creek Tribe to collaborate in the construction or lease of a new modern office, warehouse, and housing but retains the bunkhouse at Mill Hill for seasonal housing for the fire program. This alternative also proposes that the existing Tiller RS be conveyed to a federally recognized tribe or other federal agency who would perpetuate the protection of the precontact sites and historic facilities at the current Tiller site and the historic significance of the listing of Tiller RS on the National Register of Historic Places.

**Alternative B2 - Relocate South Zone RS to Canyonville Area with Fire Facilities at Mill Hill**

- New owned construction or build to suit lease
- Upgrade water/wastewater for Mill Hill needs and develop new water source
- Potential collaboration with a Tribe or another federal agency
- Convey Tiller RS Site with covenants to a federally recognized Tribe or another federal agency

This alternative relocates the Tiller RS to Canyonville, OR with possible opportunities for the Cow Creek Tribe or another Tribe to collaborate in the construction or lease of a new modern office, warehouse, and housing but retains the bunkhouse at Mill Hill and adds fire facilities at Mill Hill for the entire district fire program. This alternative also proposes that the existing Tiller RS be conveyed to a federally recognized tribe or another federal agency who would perpetuate the protection of the precontact sites and historic facilities at the current Tiller site and the historic significance of the listing of Tiller RS on the National Register of Historic Places.

**Alternative C - Relocate South Zone RS to Shady Cove Area Area**

- New construction or build to suit lease
- Bunkhouses at Shady Cove (site built or modular)
- Convey Tiller RS Site with covenants to a federally recognized Tribe or another federal agency
This alternative relocates the Tiller RS to Shady Cove in an owned or leased new modern office, with warehouse and bunk housing. This alternative also proposes that the existing Tiller RS be conveyed to a federally recognized tribe or another federal agency who would perpetuate the protection of the precontact sites and historic facilities at the current Tiller site and the historic significance of the listing of Tiller RS on the National Register of Historic Places.

**Alternative D - Relocate South Zone RS to Roseburg Area**

- New Construction or build to suit lease or remodel of service center site
- Bunkhouses at Roseburg (site built or modular)
- Convey Tiller RS Site with covenants to a federally recognized Tribe or another federal agency

This alternative relocates the Tiller RS to Roseburg utilizing the existing service center for a remodeled or constructed new modern office, with warehouse and housing. There are other potential ranger station locations in the Roseburg area that could be pursued if the service center becomes unfeasible due to size or cost. This alternative also proposes that the existing Tiller RS be conveyed to a federally recognized tribe or another federal agency who would perpetuate the protection of the precontact sites and historic facilities at the current Tiller site and the historic significance of the listing of Tiller RS on the National Register of Historic Places.

**Alternative E - Relocate South Zone RS to Grants Pass Area**

- Colocation with BLM and NPS in existing leased building
- Bunkhouses at Grants Pass (site built or modular)
- Convey Tiller RS site with covenants to a federally recognized Tribe or another federal agency

This alternative relocates the Tiller RS to Grants Pass, OR in the collocated office currently used by the NPS and BLM and requires additional warehouse space and housing. This alternative also proposes that the existing Tiller RS be conveyed to a federally recognized tribe or another federal agency who would perpetuate the protection of the precontact sites and historic facilities at the current Tiller site and the historic significance of the listing of Tiller RS on the National Register of Historic Places.

**Alternatives F, G, H and I**

Myrtle Creek, Eagle Point, Days Creek, and the Charles Sprague Seed Orchard were alternative locations considered by the team. After visiting these four sites, the consensus of the team was none of these sites provided additional advantages to the alternatives listed above and were not further evaluated.
• Myrtle Creek is less than a full-service community approximately 20 minutes south of Roseburg and the team felt Roseburg had more advantages for the evaluation factors.

• Eagle Point is located approximately 8 miles south of Shady Cove further from the Forest boundary and is a bedroom community for Medford and Grants Pass - the Eagle Point area would be a viable area for relocating the South Zone Operations if the Forest wanted to consider combining offices with the Rogue/Siskiyou National Forest or BLM. 

Note: Due to the rapid urban growth at Eagle Point, long-term risk of functional land use change from light commercial to residential is a concern that could limit future operation of a District – Careful selection of a new site would be needed to avoid being enveloped by the fast expanding residential areas around the greater Medford urban growth boundary.

• Days Creek is a small unincorporated community with less than full service located 7 miles from Canyonville - the population of Days Creek is approximately 270 people and does not provide additional advantages over Canyonville.

• The Charles Sprague Seed Orchard is near Merlin OR which is approximately 10 minutes northwest of Grants Pass - the team consensus was that the seed orchard would require significant investment, was further from the Forest boundary, and Merlin was not a full-service community.
**Evaluation Factors**

**Minimize Driving Time to the Field**

**Definition:** Enhances safety by reducing exposure to driving hazards and driving related costs such as fleet operations and lost time for all field activity of all employees and programs

**Measurement:** Average one-way driving time to the center of workload using minutes.

- Tiller to workload = 92 minutes average
- Canyonville to workload = 100 minutes average
- Roseburg to workload = 148 minutes average
- Shady Cove to workload = 90 minutes average
- Grants Pass to workload = 164 minutes average

**Enhances Customer Service**

**Definition:** Maximize accessibility to the broader public via in-person visits and virtual services with larger populations having a greater potential to increase. Metro area populations were shown for Grants Pass and Roseburg because they are regional service providers for multiple smaller towns which gives a clearer picture of available services.

**Measurement:** Population of areas in south county within 10 miles of the potential office location

- Grants Pass: 38,502 population within city limits serving a metro area population over 88,000
- Roseburg: 23,793 population within city limits serving a metro area population over 111,000
- Shady Cove: 3,153 population – No metro area per census or direct Interstate 5 access
- Canyonville: 1,997 population – No metro area per census
- Tiller: 235 population – No metro area per census or direct Interstate 5 access

**Reduce Impact to Existing Employees for Physical Move**

**Definition:** Reduces commute times and minimizes disruption to permanent employees

**Measurement:** Number of employees impacted and average commute times in minutes based on where employees currently live. Listed below is the calculated average commute time for permanent employees for the various alternative locations. A more detailed display of employee commute times can be found in Appendix D.
<table>
<thead>
<tr>
<th>Location</th>
<th>Alternative</th>
<th>Average Commute in Minutes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tiller</td>
<td>A</td>
<td>43</td>
</tr>
<tr>
<td>Canyonville</td>
<td>B</td>
<td>40</td>
</tr>
<tr>
<td>Canyonville/Mill Hill</td>
<td>B1</td>
<td>40</td>
</tr>
<tr>
<td>Canyonville/Mill Hill</td>
<td>B2</td>
<td>42</td>
</tr>
<tr>
<td>Shady Cove</td>
<td>C</td>
<td>55</td>
</tr>
<tr>
<td>Roseburg</td>
<td>D</td>
<td>59</td>
</tr>
<tr>
<td>Grants Pass</td>
<td>E</td>
<td>66</td>
</tr>
</tbody>
</table>

**Minimize Fire Response Time (Initial Attack) **

**Definition:** Time it takes for initial ground attack from crew staging area to approximate center of historic fire incidents

**Measurement:** Average time in minutes based on high-occurrence fire history patterns provided by the forest (See “South Zone Fire Response Duty Locations” document provided by Fire Management to the NorthStar team) and shown on CBA chart

**Note:** This evaluation factor, while a critical component for relocation of the South Zone RS, was dropped from the final evaluation since there was no advantage between alternatives for fire response initial attack. This change was made predicated on the Forest Fire Organization in conjunction with the Leadership Team deciding that existing Standard Operating Procedure (SOP) of pre-positioning crews and equipment during high fire potential events would not impact fire response time regardless of office location. The SOP is an industry wide method that has proven to be effective during high fire danger starts. In addition, the use of air attack for initial attack such as use of rapid deployment helicopter rappelers and smoke jumpers, as well as retardant drops are effective for quick initial attack.

**Enhance Recruitment and Retention**

**Definition:** Provides access to commercial services and adequate, affordable housing for the total number of full-time (PFT), permanent seasonals (PSE), and temporary employees through either private sector or agency facilities

**Note:** The total number of PFT, PSE, and temporary employees is 70. The total number of temporary employees is 35.

**Measurement:** High – Medium – Low  Reflected by population and diversity of community, availability of services such as clinics, hospitals, shopping, schools, family neighborhoods,
housing availability and potential for housing for seasonal employees, telecommunication services, and the opportunities for dual-career employment. “High” represents a full-service community providing all the services listed above. “Medium” represents a community that provides partial service but over one half of the services listed above. “Low” represents a community that lacks full-services and provides less than half of the services listed above.

**Availability/Affordable Housing Per Zillow**

**08/05/2021**

<table>
<thead>
<tr>
<th>Location</th>
<th>Canyonville</th>
<th>Shady Cove</th>
<th>Grants Pass*</th>
<th>Roseburg*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (2021)</td>
<td>1,997</td>
<td>3,153</td>
<td>38,502/88,000</td>
<td>23,793/111,000</td>
</tr>
<tr>
<td>Avg. Sale Price</td>
<td>$243,000</td>
<td>$376,000</td>
<td>$346,000</td>
<td>$328,000</td>
</tr>
<tr>
<td>Available for Sale (2-3 BR)</td>
<td>5</td>
<td>7</td>
<td>40+</td>
<td>30+</td>
</tr>
<tr>
<td>Avg. Rental Price</td>
<td>Nothing Available</td>
<td>Nothing Available</td>
<td>(6) One BR units @ $1,200/month and (20+) Two BR units @ $1,800/month</td>
<td>(2) One BR units @ $900/month and (12) Two BR units @ $1,370/month</td>
</tr>
</tbody>
</table>

Tiller population is approximately 235 per post office records

*Metro area population shown for Grants Pass and Roseburg along with population within city limits

**Improves Quality of Telecommunications**

**Definition:** Improves access to and quality of telecommunication services including cellphone coverage and broadband service which is very important to off-duty staff

**Measurement:** (High – Medium – Low)

“High” - provides adequate service for all telecommunication services
“Medium” - provides adequate service for some telecommunication service
“Low” - lacking adequate service for most telecommunication services

**Provides Presence in Tiller and Minimizes Impacts to the Community**

**Definition:** Continues a USFS presence in Tiller that provide information services to the visiting public and affords the opportunity for existing and new partnerships with tribal nations and other entities to accomplish resource actions such as road maintenance and/or habitat improvements from the Tiller site
**Measurement:** Full – Partial – None. A USFS presence in Tiller reflects a positive legacy for the ranger station and minimizes the impact to the community by not completely vacating the site.

Full presence would include both a public service and resource partnership presence at Tiller. Partial presence would represent either public service or a resource partnership presence at Tiller. No presence would mean neither public service nor resource partnerships would remain at Tiller.

**Facilitates Partnership with Tribes (Percentage of Site Transferred to Federally Recognized Tribe)**

**Definition:** Provides opportunity for transfer, land exchange, or other business collaboration with Native American Tribes. The transfer or land exchange would enable a permanent legacy at Tiller and facilitate a reduced impact to the community.

**Measurement:** Full - Partial – None

*The team determined the life cycle cost of each alternative, and those life cycle costs are available upon request from the Umpqua National Forest.*
The Tiller Ranger Station compound is situated on approximately twelve acres of administrative land surrounded by the Umpqua National Forest. The site is in the small un-incorporated town of Tiller, OR, with a population of approximately 235. The site has been used as a ranger station since 1908 and has been the headquarters for five ranger districts. The site has 30 buildings with 9 of them constructed from 1927 through 1942 and the remaining buildings constructed over the years with the tree cooler building being the last significant building built in 1987. Three small structures were added after that which includes a car wash building, an information kiosk, and an oil dispensing shelter. A photo of each building along with pertinent data is included in Appendix A. The site was nominated and placed on the National Register of Historic Places in 1991. A detailed description of the historic buildings and the historic significance of the site is described in the Historic Background Presentation by Gail Throop, Architectural Historian listed in Appendix B.

In addition to the deferred maintenance for buildings, the Tiller RS has need for major upgrades to its aging and failing infrastructure including the water and wastewater system, the telecommunication system, access roads, and parking. The site has other issues that make it difficult to manage and operate such as an extensive need for archaeological clearance for all ground disturbances needed for O & M work. Buildings no longer meet the needs for modern equipment such as fire engines and general storage. Numerous health and safety projects
including electrical, plumbing, energy upgrades for HVAC systems, asbestos and lead-based paint remediation, and removal and remediation of underground heating oil tanks (UST’s) need to be addressed. See Appendix E.

On-Site Sewage Treatment Plant and Lift Station

In addition, maintaining the site infrastructure is unsustainable long-term. Annual Operation and Maintenance (O & M) is approximately $830,000. Current funds available for annual O & M is approximately $250,000 which creates an annual deficit of over $500,000.
Canyonville Area - Alternative B, B1, and B2

The contract team viewed several sites in the Canyonville area. Canyonville has a population of 1,997. Canyonville is adjacent to Interstate 5 about 25 miles west of Tiller, OR. There are commercial businesses, motels, grocery stores, etc. but there did not appear to be existing commercial building space suitable for leasing. There is a private academy with several buildings and approximately 11 acres that has recently been listed for sale within the Canyonville city limits. There is also vacant land west of Canyonville along I-5 and the frontage road and there appears to be commercial space near the river. There is also a 12,000-acre parcel of BLM land with a portion along I-5 just south of Canyonville. The Cow Creek Tribe has several parcels of land that have potential as administrative site locations. In summary, there appears to be several viable options for finding a location to build or lease if a decision is made to move to Canyonville.

Below is an aerial showing Tribal land in the Canyonville area near the freeway exit & casino – Some initial interest was shown in early discussions with the Cow Creek tribe on collocation, but no agreements exist. All tribes and other governmental entities will be contacted for collocation opportunities by the site selection team if this alternative is selected.
Aerial showing large Tribal parcels south and west of Canyonville

Aerial showing private parcels west of I-5 and possible vacant land in Canyonville
Aerial showing BLM land near the I-5 corridor south of Canyonville
Shady Cove Area/Eagle Point Area - Alternative C

The community of Shady Cove is in Jackson County and is a full-service community with a population of 3,153. The team visited the area and did online research and there appears to be adequate housing choices with availability to schools, shopping, medical facilities, and other full-service amenities within the Medford area. The road to Tiller from Shady Cove is winding and although is 29 miles, takes about 40 minutes driving time in good weather. In winter weather this driving time increases and can be potentially hazardous.
The Roseburg Service Center is located in Roseburg OR about 2 miles from the Supervisor’s Office. The site is in an industrial area of Roseburg along Highway 138. The compound has 5 buildings including a large shop, a west warehouse, an east warehouse, and a gas house which were all built by the CCC’s in the 1930’s. The site also has a road maintenance building constructed in 1972. All buildings are in fair to poor condition. The compound is small (2.85 acres), and the buildings need maintenance. The site is occupied by the fleet program including 3 fleet staff, a hot shot fire crew, a radio technician, and the road maintenance crew. One north zone fire engine crew is relocating to the site in the near future.

The forest has secured funding to remodel the west warehouse #2300 which is now occupied by the north zone fire engine crew and is seeking additional funding to remodel the shop #22025 to accommodate additional office space for staff.

Note: Given the recent Forest decision to relocate one north zone fire engine crew to the site and the small size of the compound, this site no longer appears to be a feasible option for relocation of the South Zone RS. There are potentially other locations within and around Roseburg that would be feasible if the Forest decision is to relocate the South Zone RS to the Roseburg area.
Grants Pass Interagency Leased Office – Alternative E

This office is located at 2164 NE Spalding Avenue in Grants Pass, Oregon. The office was originally constructed and leased as a joint headquarters for the Siskiyou National Forest and District offices for the BLM. When the Siskiyou and Rogue River National Forest combined administratively, some of the Supervisors Office staff moved to the interagency office in Medford, Oregon and some still work out of this office. The National Park Service also has a few employees working in this office. There is a considerable amount of empty space in this building that could facilitate additional employees. A space analysis would have to be conducted to determine the exact amount of workstation space available.
Myrtle Creek, Eagle Point, Days Creek, and the Charles Sprague Seed Orchard were alternative locations considered by the team. After visiting these four sites, the consensus of the team was none of these sites provided additional advantages to the alternatives listed above and were not further evaluated.

**Myrtle Creek /Tri City Area**

Myrtle Creek/Tri City Area is less than a full-service community approximately 20 minutes south of Roseburg and the team felt Roseburg and Canyonville had more advantages for the evaluation factors. Myrtle Creek would be closer to the southern boundary of the Umpqua NF but would have limited advantages for amenities such as affordable family friendly housing, dual career opportunities, or medical facilities.

**Eagle Point Area**

Eagle Point is located approximately 8 miles south of Shady Cove further from the Forest boundary and is a bedroom community for Medford and Grants Pass OR. The Eagle Point area would be a viable area for relocating the South Zone RS Operations if the Forest wanted to consider combining offices with the Rogue/Siskiyou National Forest or BLM. Combining with the Rogue/Siskiyou National Forest has a long-term advantage for management of the southern end of the Umpqua NF and the northern portion of the Rogue/Siskiyou NF but is outside the scope of this analysis. The potential for collaboration and collocation may exist if this alternative were investigated further. The Eagle Point area was considered close enough to the Shady Cove area to be included in the same alternative C.

**Days Creek**

Days Creek is a small unincorporated community with less than full service located 7 miles from Canyonville. The population of Days Creek is approximately 270 people and does not provide additional advantages to Canyonville. The area does have cell service and minimal amenities but was not further evaluated because it lacks the basic amenities for affordable housing, shopping, medical, schools and commercial services.
Charles Sprague Seed Orchard

The Charles Sprague Seed Orchard is located at 1980 Russel Road near Merlin, Oregon. The Charles Sprague Seed Orchard is approximately 10 minutes northwest of Grants Pass OR. It is on land managed by the BLM and the Forest Service shares the use of the site. There are two buildings on the site and there is adequate room for more buildings. The location is not desirable because the site is quite a distance from the southern boundary of the Forest and does not provide additional advantages to other alternatives. The team consensus was that the seed orchard would require significant investment, was further from the Forest boundary, Merlin was not a full-service community, and Grants Pass had substantial more advantages for the evaluation factors.
PPA Team Assumptions

• Phasing the implementation over a 5-to-7-year period provides time to accomplish the long-term goal of land transfer, acquisition of funds, construction, etc.
• Staying in Douglas County will have strong local support
• DFPA/ODF site near Roseburg could be an option in lieu of the Service Center
• Emphasis for housing is to recruit and retain a diverse workforce – prefer private market for affordable, reliable employee housing versus government housing which is often not viable due to limited construction funding nor sustainable due to constrained quarters collections for maintenance
• The term “affordable housing” as used in this report is an indicator and not an evaluation factor - HUD defines an “affordable dwelling” as one that a household can obtain for 30 percent or less of its income, but this is also dependent from city to city
• Cell phone service is not viable in Tiller because providers cannot cost effectively bring in cellular equipment for such a small customer base – if reliable and high-speed satellite capability becomes a reality in the future – cell service may be viable
Alternative Advantages Comparison Chart

<p>| FOR INTERNAL AGENCY ANALYTICAL USE ONLY |</p>
<table>
<thead>
<tr>
<th>Location Analysis 1-20-22</th>
<th>South Zone RS at Tiller</th>
<th>South Zone RS at Mill Hill and RS</th>
<th>South Zone RS at Grants Pass</th>
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<tr>
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<td>$12 - $16 million</td>
<td>$12 - $16 million</td>
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<td><strong>Lease Cost (Estimated in millions per year) - Rough estimated values</strong></td>
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*Fire Response Time*: This evaluation factor was included initially to describe the effectiveness of the District’s ability to catch fires on Initial Attack and put them out when they are small. The factor of response time was considered and studied at depth in the development of the PPA. Through the analysis, it was determined that the most important method of extinguishing fires when they are small is pre-positioning of resources. This industry-wide tactic, used to improve Initial Attack effectiveness, has been used successfully by federal and local fire protection associations for years. Secondly, for fires that start outside of staffing times, two factors are important, the use of aviation equipment and the length of the drive from the office to the field – a factor that is already considered in the analysis, which includes all-employee driving time to the field. To include the original factor of “Fire Response Time” would be double counting advantages. The effectiveness of use of the industry standard practice of resource pre-positioning ground resources and the use of aerial resources for quick response is not dependent on office location. Therefore, the remaining factor that measures all employee driving time to the field remains as the one factor that does affect Initial Attack effectiveness outside of staffing hours. It is measured in evaluation factor “Minimize Drive Time to Field.”

*** Adapted from NorthStar information provided - cost range was modified by S5 staff to include inflation.
Implementation Strategy for Recommended Alternative

**Step 1**

Identify a site selection team to seek property in the Canyonville, Shady Cove, Roseburg, or Grants Pass area for purchase, lease, or land exchange to be used for a new South Zone (Tiller) Ranger Station compound. Seek a long-term lease if purchase or land exchange are not viable. Seek option for Cow Creek Tribe or other interested federally recognized tribe to build the district office, warehouse, and employee housing on purchased or leased (build-to-suit) property. Continue district operations at Tiller until new office is available.

A site selection would include the following criteria:

- Colocation opportunities both present and future
- Availability and cost of a property long-term suitable site unencumbered by urban growth
- Opportunity for land exchange to secure an RS site
- Housing availability and cost
- Community amenities such as schools, medical facilities, and shopping
- Flexibility for expansion as programs shift

**Note:** Pending timeline for occupation of a new office, evaluate options for temporary office space but only if water or wastewater system or other major failures at Tiller necessitate an office move prior to completion of the new office.

**Step 2**

Complete construction or lease of employee bunk housing at or near district office location but preferably in a separate residential area. Maintain housing at Tiller until new employee housing is available elsewhere. Given the age and need to keep operating the site for another 5-7 years plus the $200,000 annual operating cost for the existing water and wastewater systems, the Forest is planning to move expeditiously to minimize cost.

**Step 3**

Complete construction or lease of a modern, multi-purpose warehouse at or near the district office for all district operations including fire. Maintain warehousing at Tiller until new warehouse and storage is available at the new district compound.
Step 4

Negotiate transfer of the Tiller RS with covenants protecting the significance and historic listing of the site with one of the entities listed below in the following preferred order:

- Cow Creek or other federally recognized Tribe
- Another governmental agency
Other Observations and Recommendations

- A partnership with the Cow Creek Tribe or another federally recognized tribe or federal agency in the location of a new ranger station and transfer of the existing Tiller compound are key factors in where the new South Zone RS is located
- Forest would benefit from a strategic communication plan to enhance consistent messaging on the decisions moving forward
- Continue to keep Region informed and a champion for the project especially with partners to assist in the leveraging of funds
The PPA Team

NorthStar Contract Team Members

Jerry Carlson, Facilities Engineering Management Consultant, Team Leader
Randy Warbington, Facilities Engineering Management Consultant
Dick Sawaya, Facilities and Environmental Engineering Management Consultant
CiCi Chitwood, Fire and Aviation Management Consultant
Gail Throop, Architectural Historian

Forest Liaison – Steve Marchi, Recreation, Engineering, Lands, Minerals, and Heritage Staff Officer

Contacts and People Interviewed

Alice Carlton – Forest Supervisor, Umpqua NF
Jake Winn – Deputy Forest Supervisor, Umpqua NF
Gabe Wishart – District Ranger, Tiller RD
Steve Marchi – RELMH Staff Officer, Umpqua NF
Kathy Steele - Administrative Officer, Umpqua NF
John Szulc - Fire Management Officer, Umpqua NF
Terri Brown – Assistant Forest Fire Management Office, Umpqua NF
Linda Spencer – Union Steward, Tiller RD
Steven Beri – Acting Public Affairs Officer, Umpqua NF
Jeff Fedrizzi – State Fire Management Officer, Bureau of Land Management
John Sloan – Former RELM Staff Officer, Umpqua NF (retired)
Dennis Brigante – Chief Information Officer, Umpqua NF
Kellyanne Litton – Employee Relations Representative, Umpqua NF
Justin – Building Maintenance Staff, BLM Grants Pass Office

Several employees who have requested they remain anonymous
Documents Reviewed / Reference Materials

Written Materials:

- I-Web Building Data for Administrative Facilities from March, 2013 FMP
- Public Meeting Notes from July 27 and August 3, 2021 Public Meetings
- Written Employee and Public Comments provided by the Forest
- Basis of Study
- Organization Charts Dated 3/2021
- Phone and Visitor Counts for 2019
- South Zone Fire Response Duty Locations
- Tiller Feasibility Study – Community Input Solicitation
- Umpqua National Forest FMP – Last Revised March 2013
- District Telephone Directory
- Contract Documents
- Forest Budget Overview 2018-2021
- April 20 News Release on Tiller RD Feasibility Study
- Historic Building Policy for Region 6 by Gail Throop
- Tiller RD Permanent Employees & Home Locations for Commuting Distance
- Summary of Deferred Maintenance for Tiller RS 10/22/2019
- Umpqua Staffing and Space Programming
- Umpqua Vehicles 2021
- Regional Facilities Strategy (Jan 22, 2010)
- Manuals 7312, 7313.3, 1241 and 1971
- Forest Service Handbook 7309.11
- Architectural Barriers Act, 1968
- Rehabilitation Act, Section 504, 1973
- Americans with Disabilities Act, 1990
- USDA Space Policy, 2/16
- South Zone Tree Cooler Utilization Report 2019

Maps and Drawings:

- Forest Map with District Boundaries and potential office locations
- Site Plan Drawings for Tiller RD Administrative Site
- Google Earth maps of Tiller compound; Canyonville, Shady Cove, Grants Pass, Myrtle Creek, Merlin, Sprague Seed Orchard, and Roseburg Service Center
- Land Ownership Overlays for Canyonville
- Oregon State Map
Note: The contract team utilized on-line information from a variety of websites to research information such as cost of real estate, availability of modular buildings, etc. to substantiate the recommendations in this report.

**Appendix Materials**

Appendix A - Tiller Ranger Station Building Photos and Pertinent Data

Appendix B – Tiller Ranger Station Historic Context by Gail Throop, Architectural Historian


Appendix D – Chart of Employee Commute Times for Various Alternatives

Appendix E – Underground Storage Tank Listing

Appendix F – Letter on Recruitment and Retention of Staff by Gabe Wishart

Appendix G – Summary of Public Meeting Comments
Appendix A – Tiller Ranger Station Photos and Pertinent Building Data

Following are photos of the existing buildings with pertinent data for each building including the building number, the gross square footage (GSF), current replacement value (CRV), deferred maintenance (DM), condition rating (Good, Fair, Poor), year constructed, and the historic status (Hist). The abbreviations and definitions for the historic status are as follows:

- **<50**: Less than 50 years old
- **NE**: Over 50 years old, not evaluated
- **E-NH**: Over 50 years old, evaluated, not historic
- **NRE**: National Register Eligible
- **NRL**: National Register Listed

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TILLER RESIDENCE 1056

TILLER RESIDENCE 1058

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**Comments:**

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<td>6268</td>
<td>$1,767,125</td>
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**TL MILL HILL APARTMENTS**

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<td>1210</td>
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**Comments:**

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<tr>
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<td></td>
<td></td>
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<tr>
<td>500</td>
<td>$69,100</td>
<td>$43,080</td>
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<td>1936</td>
<td>NRL</td>
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Comments:

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<th>COND</th>
<th>YR CONS</th>
<th>HIST STAT</th>
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</thead>
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<tr>
<td>680</td>
<td>$93,976</td>
<td>$51,164</td>
<td>POOR</td>
<td>1942</td>
<td>NRL</td>
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</table>

Comments:
National Historic Preservation Act of 1966 as Amended

- It is the policy of the Federal Government, in cooperation with other nations and in partnerships with states, local governments, Indian tribes, native Hawaiian organizations and private organizations and individuals to ......

- Administer federally owned administered or controlled historic property in a spirit of stewardship for the inspiration and benefit of present and future generations;

- Federal agencies have an affirmative responsibility to protect the historical, architectural, archeological, associative and informational values of federally owned administered or controlled properties that are listed in the NRHP or that are eligible for listing
• Protection of those identified values is carried out under the implementing regulations of 36 CFR part 800 through the section 106 process.

• Section 106 requires federal agencies to take into account the effects of their undertakings on historic properties and afford the council a reasonable opportunity to comment on such undertakings.

• The undertaking: The Umpqua National Forest has proposed to relocate the Tiller RS.

---

Rangers Residence (History House)
Dwelling #1056
#12 out of 44, R6 Depression-Era Buildings ranked Primary

• Roof is deteriorated, need to replace (in Kind, No Effect)

• Wood gutters no longer functional – noticeable water damage to original siding and porch post, also settling

Adverse Effect – needs mitigation – replacement in kind

Need costs for all items
Rangers Residence (History House)
Dwelling #1056
#12 out of 44, R6 Depression-Era
Buildings ranked Primary

- Roof is deteriorated, need to replace (In Kind, No Effect)
- Wood gutters no longer functional – noticeable water damage to original siding and porch post, also settling

Adverse Effect – needs mitigation – replacement in kind
Need costs for all items

---

Garage #1507 for
Dwellings #1056
and #1058

- Roof and gutters deteriorated, need replace (In Kind, No Effect)
- Left door replaced – should have matched
Dwelling #1052
“Rank has its Privileges”

- Differing exterior materials, concrete foundation not faced with stone as 1056 & 1058
- Roof is deteriorated, need replace (In Kind, No Effect)
- Metal gutters are acceptable in this case

Warehouse #2618

- Considerable modification to exterior materials and opening features – loss of Depression-Era architectural identity and values
- Retains historical associative values – represents expanded facilities including service buildings
Automotive Shop #22035

- Considerable modification to exterior materials and opening features – loss of Depression-Era architectural identity and values
- Retains historical associative values – represents expanded facilities including service buildings
- Replace roof materials In Kind – No Effect

Barn #2400

- Some modification to exterior plan/materials but more noticeable is its isolation from original function and built environment
- Surrounded by pavement
Viable Options for Disposal

• Transfer compound to another Federal agency with conditions to ensure long term preservation of the property’s historic significance – No Adverse Effect

• Transfer or sell to a non-federal organization or individual without legally enforceable conditions for preservation – Adverse Effect – would require suitable mitigation such as recording to HABS standards (time consuming and costly)

• Transfer or exchange in a Government to Government transaction to the Cow Creek Tribe with legally enforceable conditions for long term preservation of the historic, architectural, and archeological significance – No Adverse Effect

NOTE: In ideal circumstances the FS could maintain a limited presence in cooperation with the Tribe (i.e., public info, fire, other resource work)

• Whether the property remains in federal ownership or is transferred to another agency or approved entity or in the interim by the FS
  • The deferred maintenance on the listed buildings needs to be addressed – the roof materials need replacement to prevent damage to the buildings fabric or structure
  • The neglect to remedy the deteriorated gutters and downspouts has led to water damage to historic building materials and features and is an Adverse Effect

• The Warehouse and Automotive Shop have been materially modified over time and no longer contribute to the nine building historic district’s distinctive architectural character and cohesiveness – however those buildings retain their associative values constructed by the CCC and the functional identity as supporting service buildings for FS operations – similarly the barn retains its historically associative values although somewhat modified and isolated from it’s original setting

• Appropriate maintenance such as roof replacement would have no adverse effect on the warehouse, automotive shop and barn

### Tiller Ranger District Administrative Site Deferred Maintenance Estimate

Updated from current building condition surveys conducted May 2022 by the Umpqua NF

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Building DM including electrical, plumbing, asbestos and lead paint remediation:</td>
<td>$7,709,451</td>
</tr>
<tr>
<td>2. Water system repair/replacement including distribution lines and equipment:</td>
<td>$1,646,715</td>
</tr>
<tr>
<td>3. Wastewater repair/replacement including sewer lines, pumps, treatment plant:</td>
<td>$1,112,756</td>
</tr>
<tr>
<td>4. Underground fuel and heating oil tank removal, remediation, and replacement:</td>
<td>$650,000</td>
</tr>
<tr>
<td>5. Roads and parking repairs and replacement:</td>
<td>$308,790</td>
</tr>
<tr>
<td>6. Stormwater collection system repairs and replacement:</td>
<td>$292,115</td>
</tr>
<tr>
<td>7. Telecommunication upgrade to a minimum speed of 100 mbs:</td>
<td>$2,500,000</td>
</tr>
<tr>
<td><strong>Total Deferred Maintenance</strong></td>
<td><strong>$14,219,827</strong></td>
</tr>
</tbody>
</table>

1. From on the ground building and site condition surveys conducted May 2022
2.,3.,4.,5.,6. From professional engineering estimates
7. Professional estimate by Forest Service IT specialist for microwave system utilizing Forest Service communication sites with approved security firewalls 6/7/2022

### Estimated O&M Savings for Tiller RD moving to "Generic Site"

by Randy Warbington, NorthStar Consultant

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
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</thead>
<tbody>
<tr>
<td><strong>Existing Location</strong></td>
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<tr>
<td>GSF of Buildings at Tiller Complex</td>
<td>63,514 SF</td>
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<tr>
<td>CRV at Tiller Complex</td>
<td>$15.8 Million</td>
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<tr>
<td>Annual Mtce Need at 3%</td>
<td>$474,000</td>
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<tr>
<td>Annual Operations Need at 1%</td>
<td>$158,000</td>
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<tr>
<td>Additional Ops Needs (W/WW Plant Operations)</td>
<td>$200,000</td>
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<td><strong>Total</strong></td>
<td><strong>$832,000</strong></td>
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**New "Generic" Location**

<table>
<thead>
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<th>Description</th>
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<tr>
<td>GSF of Buildings at South Zone</td>
<td>37,350 SF</td>
</tr>
<tr>
<td>CRV at South Zone</td>
<td>$11,209,000</td>
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<tr>
<td>Annual Mtce Need at 3%</td>
<td>$336,270</td>
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<tr>
<td>Annual Operations Need at 1%</td>
<td>$112,090</td>
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<tr>
<td>Additional Ops Needs (Est $10,000/Month)</td>
<td>$120,000</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$568,360</strong></td>
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**GSF & CRV and Annual O&M Savings**

<table>
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<tr>
<td>Buildings GSF reduction at South Zone</td>
<td>26164 SF</td>
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<tr>
<td>CRV Reduction at South Zone</td>
<td>$4,591,000</td>
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<td>Reduction in Annual Mtce Need</td>
<td>$137,730</td>
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<tr>
<td>Reduction in Annual Operations Need</td>
<td>$112,090</td>
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<td>Reduction in Additional Ops Needs</td>
<td>$80,000</td>
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<td><strong>Total</strong></td>
<td><strong>$329,820</strong></td>
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### Appendix D – Chart of Employee Commute Times for Various Alternatives

#### Alternative Locations and Minutes from Employees Current Home to New Location

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<thead>
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<th>Where People Live</th>
<th>Alt A</th>
<th>Alt B</th>
<th>Alt B1</th>
<th>Alt B2</th>
<th>Alt C</th>
<th>Alt D</th>
<th>Alt E</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>#Emp</td>
<td>#Min</td>
<td>Total</td>
<td>#Emp</td>
<td>#Min</td>
<td>Total</td>
<td>#Emp</td>
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<tr>
<td>Tiller</td>
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<td>0</td>
<td>19</td>
<td>40</td>
<td>760</td>
<td>19</td>
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<td>Days Creek</td>
<td>2</td>
<td>2</td>
<td>19</td>
<td>2</td>
<td>9</td>
<td>18</td>
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<tr>
<td>Canyonville</td>
<td>2</td>
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<td>28</td>
<td>56</td>
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<td>Shady Cove</td>
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<td>5</td>
<td>39</td>
<td>195</td>
<td>5</td>
<td>66</td>
<td>330</td>
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<td>Roseburg</td>
<td>7</td>
<td>7</td>
<td>56</td>
<td>392</td>
<td>7</td>
<td>28</td>
<td>196</td>
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<tr>
<td>Grants Pass</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Total</td>
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#### Ave Commute Minutes

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<tr>
<th>Alt A</th>
<th>Alt B</th>
<th>Alt B1</th>
<th>Alt B2</th>
<th>Alt C</th>
<th>Alt D</th>
<th>Alt E</th>
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<tr>
<td>43</td>
<td>40</td>
<td>40</td>
<td>42</td>
<td>55</td>
<td>59</td>
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## Appendix E – Underground Storage Tank Listing

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<th>ID</th>
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<th>Type</th>
<th>Contents</th>
<th>Volume (gal)</th>
<th>Year Installed</th>
<th>In Use?</th>
<th>Primary Use</th>
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<tr>
<td>R6 #5</td>
<td>Gas House 2</td>
<td>UST</td>
<td>Diesel</td>
<td>6,000</td>
<td>1991</td>
<td>Yes</td>
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<tr>
<td>R6 #13</td>
<td>Tiller 1087</td>
<td>UST</td>
<td>Oil</td>
<td>675</td>
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<tr>
<td>R6 #18</td>
<td>Tiller 1088</td>
<td>UST</td>
<td>Oil</td>
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<td>R6 #23</td>
<td>Tiller 1052</td>
<td>UST</td>
<td>Oil</td>
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<td>R6 #52</td>
<td>Tiller 1210</td>
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<td>Oil</td>
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<td>R6 #68</td>
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<td>R6 #94</td>
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<td>R6 #103</td>
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<td>R6 #148</td>
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<td>R6 #180</td>
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<td>Oil</td>
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<tr>
<td>R6 #264</td>
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<td>Oil</td>
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</tr>
<tr>
<td>R6 #266</td>
<td>Tiller 1054</td>
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<td>Oil</td>
<td>675</td>
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<td>Heating</td>
</tr>
<tr>
<td>R6 #272</td>
<td>Gas House 1</td>
<td>UST</td>
<td>Gasoline</td>
<td>2,500</td>
<td>1991</td>
<td>Yes</td>
<td>Vehicles</td>
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</tbody>
</table>
Appendix F – Letter on Recruitment and Retention of Staff by Gabe Wishart

United States Forest Service
Department of Agriculture
Tiller Ranger District
27821 Tiller Trail Hwy NW
Tiller, OR 97484

Phone (541) 825-3100

April 19th, 2022

To Whom it May Concern:

For many years the Tiller Ranger District, and other similar agency locations of remote character, have experienced significant challenges in retaining and recruiting employees. This is most often evident when, during the hiring process, prospective employees routinely decline full time (and seasonal) employment opportunities on the unit due to its remoteness. This has been communicated to hiring officials often by those candidates. The remoteness of this station is also a factor for many existing employees who choose to pursue opportunities closer to or within, full-service communities.

There are many prospective reasons for this preference and personal preferences will obviously play a role in prospective candidates and existing employees choosing where to work. However, it is evident that a greater proportion of agency employees (existing and prospective) are attracted to stations closer to or within full-service communities. This can be a need to accommodate school schedules, or more easily facilitate a host of family logistical needs such as grocery shopping, proximity to favorable housing options, accommodation of dual career households, or proximity to reliable tele-communication and emergency services.

It is a given that an administrative base of operations for the management of the Tiller Ranger District will continue to be needed into the future. The current location of the Tiller Ranger Station does not meet the needs of a modern work force who have duties, expectations, and preferences that are different from past generations. Taken together with the unreliability of the current Ranger Station’s infrastructure and tele-communications, the age of its buildings and excessive cost required to bring the station up to modern standards, Tiller Ranger District and the Umpqua National Forest must look at other locations from which to continue to meet our mission and serve the public.

/s/ Gabe Wishart
Gabe Wishart
District Ranger
USDA Forest Service
Tiller Ranger District
Umpqua National Forest
p: 541 825-3107
c: 541 670-4713
gabriel.l.wishart@usda.gov
27812 Tiller Trail Hwy NW
Tiller, OR 97484
www.fs.fed.us

Caring for the land and serving people
Appendix G – Summary of Public Meeting Comments

The Forest reached out to the public through public town hall meetings. Two of these town halls were held virtually via Zoom/Facebook Live and one was held in person in Roseburg, Oregon. 27 people attended the in-person town hall on October 3, 2021 and we had thousands of views of either the live or recorded versions of the Facebook Live events. From these public forums, we took in suggestions and concerns, and incorporated those suggestions into the analysis. For example, through the public meetings, we learned how important it is that the fire response not be negatively impacted by relocating office locations. So we focused a great deal of additional time and attention to this issue and incorporated the findings into the report.

1. Concerns and Comments from Community Members
   • Relationships. There are approximately 200 families in the greater Tiller area.
   • Access to District through services like permits and speaking with employees
   • Lost productivity (related to employee commute time)
   • Preserving what’s left of history. Local community interest/ties with the Tiller area including the FS site reach into early western US history
   • Hope for the future of the communities around Tiller
   • Recreate/revitalization of history
   • What can community do to keep Tiller RS open?
   • Impacts to community
   • Local meeting place and a means for collaborating between Forest Service and community
   • Collaborative opportunity, much work has been completed in restoration through collaboration with community and employees through time
   • Fire response time
   • Morale
   • Developing recreation opportunities
   • Healthy forests
   • There was interest in understanding how much the local tribe had been involved
   • New internet options were becoming available
   • Observation that deferred maintenance costs were higher for other Ranger Stations Umpqua than Tiller on the Umpqua.
   • There was an interest in what standards the decision would be based on and how the contracted study would be approached.
   • It was noted that a collaborative meeting was held after the sale of town of Tiller to determine how best to move forward with the community, and that social media had been used to generate interest in the town.
   • There was an interest in a one-on-one meeting with the public.
2. Talking Points and Responses from Forest Service

Maintenance issues and difficulty with Operations & Maintenance:

- Sewer lines crossing under the river with threatened Coho salmon known to be in the stream.
- In 2014, secured a backup wastewater plant to back up the 50+ year-old wastewater plant, but is old technology and labor intensive to run.
- In 2015, a water leak occurred at the compound; highlighted the potential to damage pre-contact resources on the compound and buildings and repair was very expensive and disruptive to office operations.
- Unsustainable infrastructure beyond it’s design life.
- $10-11 million ballpark figure for deferred maintenance needs. High deferred maintenance is a nationwide issue which only compounds the dilemma.

3. Historic Considerations

- FS has been on site at Tiller since the CCC era. Eleven buildings are listed on the National Register of Historic Places requiring special consideration.
- Precontact resources result in a sensitive and hard to manage administrative site
- Housing all qualify as historic now at 50+ years which changes requirements for operation and maintenance. Often reflected in significantly higher maintenance costs.
- There is tribal interest in the pre-contact and historic resources of the site.

4. Access to Modern Office Materials and Resources:

- Telecommunications supplied in Tiller area are not sufficient for mission work.
- Living on the edge of modernity is problematic: few housing options, lacking modern amenities like high-speed internet and access to shopping and schools.
- Makes recruitment & retention of employees difficult; Fire fighter and other hiring is getting increasingly harder to attract to recruit and retain employees at Tiller.
- Employees often work at home to get their work done due to slow internet
  - Example: Only have Wildlife Biologist on the units so coverage is half time due to inability to attract and retain staff in Tiller.

5. Other items:

- A preliminary contact has been made with Cow Creek Tribe staff regarding their interest and/or comments.
Appendix G – Summary of Employee Responses, 2021

The following summarizes employee responses pertaining to site location factors for an alternate location for the Tiller Ranger Station. Responses have also been captured pertaining to the amenities and needs infrastructure. Comments below are summarized from responses to a questionnaire and interviews regarding the relocation of the Tiller Ranger Station.

1. Location specific attributes
   - A locale where adequate room is available for accompanying operation facilities, storage including vehicles/engines, training and associated space (see below).
   - Mission success depends on the availability of high-speed internet with sufficient bandwidth to perform mission work, Wi-Fi, Cell coverage, and forest repeater coverage.
   - Space adequate for all fire personnel. This could increase cohesion, coordination, communication, and accountability.
   - Consolidating the district into one place would be better than “scattering” the functions, for example putting the fire crews in Mill Hill for the summer would be a “work around” and not ideal – Having a fire facility separate from the administrative office in Days Creek or Canyonville would be fine as they would be within proximity of one another.
   - Location would ensure a setup so that resource employees could be in the same general area to help with collaboration.
   - Non-field going employees located elsewhere makes more sense than field going employees.
   - Provides for affordable housing, not just for temps, but all employees, especially for lower graded employees. Rents in towns studied will significantly increase cost of housing.
   - Location with good proximity to partners for in-person work as well as good telecommunications and to encourage community involvement with District decisions.
   - A partnership with the Cow Creek Tribe is positive and already working in some program areas.
   - Provides for an ease of high-quality public service for local communities understanding many locals don’t have good telecommunications.
   - In addition to local communities, serves travelers from both Crater Lake/Medford as and I-5/Canyonville areas. Information and permits.
   - Fire Response time can be as short as possible
   - Location responsive to short drive times to reduce loss of productivity and driving risk exposure. Especially drive times over an hour to get to field will need to be accounted for in project work.
   - Impact to employee quality of life and work/life balance needs to be considered. Shorter commutes would not negatively impact personal time and/or time with family and loved ones.
   - Consider a location which may help retain current employees.
• Consider the small town of Days Creek or Trail, which are both closer to Tiller and have better telecommunications if they could support a facility of adequate size, has access to broadband, and has good cell phone coverage.

2. Preference for a new district office

• Shady Cove or Eagle Point locations are more desirable for the location of the South Zone district office because of housing availability, shopping and dual career opportunities.
• Employees currently living in the Shady Cove/Eagle Point/Prospect area will likely transfer from the Umpqua rather than work in Canyonville or further north.
• Canyonville will increase security risks and safety concerns for employees and equipment equal more risk for petty crime and vandalism in Canyonville and southern Douglas County.
• Shady Cove and Prospect are not viable options due to the narrow and windy road which is the main access route to the forest.
• The Shady Cove/Eagle Point/Prospect area is a favorite for several employees (6-10) because of the housing availability, family and community connections, shopping and dual career opportunities.
• A 45-minute commute is about the maximum distance some employees say is their limit for commuting—a commute time beyond that would require looking for other jobs.
• Days Creek or Canyonville would make the most sense since they would be closer to full-service communities that are also within adequate response times to the district.
• To have a modern and functional facility that does not have communication challenges.
• Needs facilities that will be attractive to employees
• To have a community with services close by that will attract employees; The Tiller community lacks a school, functional store and gas station, and employees must drive 30 minutes to get these services - This makes it impossible to recruit employees.

3. In addition to personal work areas, specific space/facility requirements needed for optimum operational success

• Adequate Fire warehouse/cache, Engine and vehicle storage, and training space.
• A tree cooler is required for reforestation work.
• Adequate meeting and break rooms.
• Adequate professional space for fisheries, range, wildlife and botany programs. Includes but not limited to storage for their equipment, a cooler for plants and a dry lab.
• Adequate, modern space for road management and road maintenance operations including space for equipment storage and inspections.

4. Apart from space/facility requirements, other functions and capabilities that a ranger station should provide/offer to employees.

• Current security technology.
• Provide quality office space that includes lots of natural light, ample workspace to spread out, ability to work without a lot of distractions from co-workers.
• Historical files close by if not in the immediate workspace is important.
• It would be good to have smaller areas where a few folks can gather up to have a conversation about a project that is somewhat separate from the general working areas.
• A large conference room for trainings and larger meetings will be helpful.
• A kitchen area is needed to prepare and store food.
• Private offices provide privacy and helps with productivity when others are talking on the phone/TEAMS or talking to colleagues. The use of cubicles should be minimized. Having a window nearby helps keep spirits up when you are working from the office.
• A large meeting room is needed for face-to-face meetings.
• Employee satisfaction—a work environment that is quiet enough for focused work, but also offers a common area for conversations and collaboration. I would like to see an environment that is healthy and “green” as possible.
• Teleworking ability. Break room snacks! A lack of snacks greatly impacts my productivity and moral.
• I feel that our front offices should have the highest quality maps and information available. I also feel that this area should be welcoming and informative with interpretive signs and information regarding the district.

5. Other factors to be considered when exploring new ranger station locations/options

• Moving from Tiller means the problems we have with vandalism, squatting, and poaching will get worse since we are not there as much.
• Ensure the South Umpqua @ Tiller stream gage which measures stream flow and is posted in real time on the USGS website for public use can be adequately maintained.
• Having the District operations move away from the local interested folks will be difficult, but in my experience, aside from a few exceptions, most of the commentary on NEPA actions or road work have been received via mail or email and are from larger groups that are not local anyway.

6. How would you like management to communicate plans, proposals, or decisions concerning this issue?

• I think via TEAMS would be the best. This avenue provides a venue for employee to ask questions real time and hear the responses.
• Email for updates. Meetings for getting feedback, making announcements of recommendations and decision.
Management should consider an option to keep some or all facilities in Tiller to mitigate some of the above problems. It seems the decision to move was already made without any input from us made and what factors went into that decision are critical.

I would like to see a report of the analysis that was done to reach this conclusion, including possible alternatives of downsizing in place, perhaps at Mill Hill or only moving part of the facility.

I would like to see the data that shows that turnover is worse at Tiller than the other units, and that it’s because of our remoteness. I would also like to see the data that supports the 11 million dollars of maintenance that is cited; is this all absolutely needed or is some would be nice to do but not required for operations.

I think the process has been too rushed, and there has not been enough opportunity for input from employees (especially temporary employees), local community members, and forest visitors, including those occasional users from outside of the area.

Transparency.

For starters, you say in your proposal that you are just studying the feasibility of moving the district operations out of Tiller. Later, you say that you will not consider any alternative that involves using the current infrastructure. This sounds like a decision to me, and you need to state that clearly. Do not play games with words. I appreciate that you have said very clearly that there will not be any housing provided for permanent employees, but there should be some consideration for temporary housing for new permanent employees rather than hotels for several months. TOS is getting thinner and thinner, and this expense will start breaking the budget. You need to communicate directly with. the current residents on the compound, and make it very clear in all new job announcements that housing is not provided.

Frequent information meetings not only with the employees but with the public should be conducted. In the absence of real facts, people will make up their own I would like to see more details as to why the decision was made to move the operations. I understand the water/wastewater treatment issue and expense, but what else contributes to the decision? Communicate those details as well.

I have heard a rumor that once the district operations move out of Tiller, there will be another large local landowner taking over the current facilities. We are moving out to be able to give them “free” offices. They have the revenue stream to be able to repair all the infrastructure and the vested interest in doing so because of historical ties to the land the office is built on. This rumor should be confirmed or denied, and facts provided. The reasoning behind it appears to be sound and makes sense.

Bottom line for communications? Be very clear, be factual, be honest and up front. Do not play word games. Communicate frequently by a variety of methods from in person to virtual to email to snail mail.
Appendix I  Summary of Comments from Employee Interviews with NorthStar Team

Summary of Comments from Employee Interviews with NorthStar for Umpqua NF South Zone
PPA Compiled by Cimarion Chitwood, NorthStar Team

The Tiller District Ranger invited all District employees to participate in in-person and telephone interviews with the NorthStar team during a two-week period. Employees were asked to select a time that was convenient for them. A total of six employees responded. Two interviews were in person at the Tiller District office, three were by telephone, and one was an email response.

The comments are summarized in categories to identify trends and areas of commonality. Many of the comments are reflections of what has happened over the past several years on the Tiller RD. All employees were courteous, had thoughtful input and were very professional in their comments.

Communication and Transparency of the Decision/Feasibility Study
A number of employees interviewed felt leadership did not ask for sufficient employee feedback or provide clear advanced notice of the need to close the Tiller RD and relocate. There’s concern that the issues stated by managers are not a complete list being considered in the decision to move the office. They feel if they had been involved earlier, they may have influenced the decision.

1. Fire Presence
Employees feel fire is a critical function and the Tiller location is important for effective fire response. Locations farther away could result in larger and more damaging fires. They believed distance is a problem for night initial attack as air resources are not available and could increase response time if staff is not in Tiller.

2. North Zone vs South Zone
Employees interviewed feel there is a bias at the Forest level to direct more resources to the North Zone and this is likely influencing the amount of deferred maintenance that has accumulated at Tiller. The distribution of funding among the offices has not been transparent.

3. Reasons for Vacating the Tiller RS may have been Overstated by Management
Interviewed staff feel the DM could be managed and corrected at a lower cost than relocating the unit to a new site closer to town and other services. They feel that there are viable solutions people that live in Tiller have found for internet service. They also feel advanced notice to incoming new employees could prevent them from being disappointed that they have poor cell or high-speed internet service.

4. Miscellaneous
If the office relocates due to the remote nature of the area, our visitors will be unduly affected by the lack of internet and cell service. They will not be able to attain maps and information the Office is there to provide. Crime may increase and damage to historic buildings will further degrade their condition due to absence of staff and vandalism.