



STATE OF ARIZONA

JANET NAPOLITANO
GOVERNOR

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November 7, 2003

The Honorable George W. Bush
President of the United States
The White House
Washington, D.C. 20500

Through: Mr. Jeff Griffin, Regional Director
FEMA Region IX
1111 Broadway Street, Suite 1200
Oakland, California 94607-4052

The Honorable Michael D. Brown
Under Secretary
U.S. Department of Homeland Security
FEMA
500 C. Street SW
Washington, D.C. 20472

Dear Mr. President:

Pursuant to 44 C.F.R. § 206.46 (a), I am appealing your October 24, 2003 decision denying my requested declaration of emergency for the State of Arizona's forests due to the continuing drought and major bark beetle infestation.

Arizona has lost over 1,000,000 acres of forest due to the drought and the resulting bark beetle infestation. This catastrophe has had a devastating effect on Arizona's forests and its forest-based communities and economies. We desperately need emergency relief to remove the dead trees near our forested communities and along crucial transportation and utility corridors. Equally important, we need this relief to minimize the effects of the next fire disasters that almost inevitably will occur given our continuing drought. Failure to remove the trees killed by the bark beetle will leave fuels that will exacerbate the damage caused by our next fire and will impair our ability to create meaningful evacuation corridors. The recent tragic wildland-urban interface fires in California make abundantly clear the need for immediate action, and I implore you to declare an emergency for the State of Arizona now.

Unfortunately, as we attempt to deal with our current disaster, we remain painfully wary of the fact that another fire disaster remains highly probable. Arizona is in perhaps its most serious drought since statehood. We have had six straight years of drought, with no end in sight. At the 9th Annual Xeriscape Conference in Albuquerque, New Mexico last month, Dr. Tom Swetnam, of the University of Arizona's Dendrochronology Lab in Tucson, noted that 2002 was the driest single year in the Southwest in 1,400 years. The National Oceanic and Atmospheric Administration (NOAA) predicts that Arizona can anticipate a much dryer and warmer than normal weather pattern at least through

Honorable George W. Bush
November 7, 2003
Page 2

January 2005. According to NOAA's National Drought Summary dated October 28, 2003, "In Arizona, extreme drought (D3) was extended into the northeast part of the state justified by long and short term precipitation deficits."

The continued lack of precipitation has dramatically increased our bark beetle infestation. As a result, the 1,000,000 acres Arizona has lost to date may be just the beginning. The U.S. Forest Service is in the process of finalizing information on the latest bark beetle infestation surveys, and we will provide that information as soon as we receive it. The preliminary data make clear however that the problem is growing, it will continue to do so, and that the dead, dying and diseased trees pose a tremendous threat to our forested communities and our citizens. Indeed, the Federal Register now lists 122 communities "at high risk" in Arizona. As the drought and bark beetle infestation continue, we fear this number will continue to rise.

Like California, Arizona has already seen the disastrous consequences of these drought conditions. This year, the Aspen fire (FEMA-1477-DR-AZ) ignited June 17, 2003 in Pima County, Arizona and burned uncontrolled through July 15, 2003, consuming nearly 90,000 acres, 322 residences, 7 commercial properties and 4 outbuildings. The fire was stopped on one side by the burned out area from the previous year's fires. The fire suppression costs for the Aspen fire were \$16 million. The cost to rebuild the government infrastructure is over \$7 million. Personal losses exceeded \$80 million. These costs don't include the emotional anguish in the community and state, the additional un-reimbursed costs the community and county incurred, and the costs for the administration of the disaster recovery programs. Moreover, although the Aspen fire cost in excess of \$103 million, it is dwarfed by the costs of the previous year's Rodeo/Chediski Fire.

On a per/acre basis, the total cost of dealing with the Aspen fire was in excess of \$1100/acre. By contrast, the cost of mitigating the problem beforehand is an average of \$500/acre. Thus, it is far wiser to use emergency assistance funds for prevention than to wait and pay for the aftermath of a wildland fire disaster. Neither the federal government nor the State can afford to wait for another fire to ignite and destroy our precious resources, burn our homes and business, and threaten our citizens.

The need for additional disaster funds has bipartisan support. My predecessor, Governor Hull, created a Forest Health and Fire Plan Advisory Committee, which estimates a total cost of nearly \$700 million over the next seven years to restore the health of Arizona's forests. Their report (a copy of which is enclosed) provides science-based data and sound information regarding the need to reduce forest fuels to protect our most threatened communities. Preliminary estimates of the types and amount of emergency assistance needed immediately under the Stafford Act are \$116 million, which was the amount of our original request. The monies we seek would be used to protect over 476 miles of evacuation corridors, 156 miles of utility corridors, and an average of 1,500 acres surrounding our most at-risk communities. All told, our request would enable us to treat a total of 232,000 acres at an average cost of \$500/acre.

Please understand that Arizona is not asking the federal government to do all the work. We continue to devote our scarce state resources toward this important issue. In addition to my Emergency Proclamation of May 22, 2003, and the initiatives documented in my June 12, 2003 letter to you, the State has taken the following additional actions:

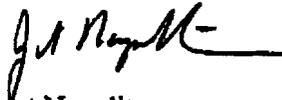
The Honorable George W. Bush
November 7, 2003
Page 3

- The Governor's Emergency Council allocated \$2,236,240.71 for fuel reduction projects throughout the state's most critical areas.
- The Governor's Forest Health Advisory Council has developed *Guiding Principles for Forest Ecosystem Restoration and Community Protection*.
- The Governor's Forest Health Oversight Council is investigating the local and state legal authority to establish codes and ordinances to adopt an urban wildland interface code and prioritizing the critical areas in Arizona.
- Four Arizona Department of Corrections Inmate Crews are working to protect the communities of Pine, Strawberry, Parks and Summerhaven by working with local contractors to build fuel breaks, create defensible space around private property, and remove fuels along the evacuation corridors.

Nevertheless, this problem remains of a severity and magnitude that effective response is beyond the resources and financial capabilities of state and local governments. Federal assistance is crucial to lessen or avert the threat of catastrophic loss of lives and property as seen in the California wildland fire disaster.

Based on the information presented herein, I request this appeal be approved and that emergency assistance funds be released on an expedited basis to Arizona through a Presidential Declaration of Emergency invoking the Federal Emergency Management Agency's Public Assistance Program. We must remove the trees killed by our current disaster and move forward to protect our communities and evacuation and utility corridors before the start of the 2004 wildland fire season.

Yours very truly,



Janet Napolitano
Governor

Encl.

cc: The Honorable John McCain
The Honorable Jon Kyl
The Honorable Raul Grijalva
The Honorable Ed Pastor
The Honorable Jim Kolbe
The Honorable JD Hayworth
The Honorable John Shadegg
The Honorable Rick Renzi
The Honorable Trent Franks
The Honorable Jeff Flake

**RECOMMENDATIONS FOR REDUCING
UNWANTED WILDFIRE RISK AND
RESTORING FOREST ECOSYSTEMS IN
ARIZONA**

**Prepared by
The Governor's Forest Health/Fire Plan
Advisory Committee**

**For
Governor Jane Dee Hull**

July 29, 2002

RECOMMENDATIONS FOR REDUCING UNWANTED WILDFIRE RISK AND RESTORING FOREST ECOSYSTEMS IN ARIZONA

INTRODUCTION

The focus of forest management in the Southwest has changed since the wildfire seasons of 1996 and 2000. It is widely recognized that former land management decisions have resulted in degraded forest health and an increase in the severity, frequency and size of unnatural crown fires. Concern for the safety of people and forests has led to unprecedented levels of financial investment to implement forest treatments that will reduce the risk of unnatural fire for communities and forest ecosystems. Concurrent with these changes is a greater emphasis on collaboration between local communities, public land managers and others to design mutually agreeable treatment options to reduce the risk of unnatural wildfire to public forests and communities. These changes represent a significant change in the focus and design in the management of public lands.

The purpose of this document is to make recommendations to the Governor of Arizona for the implementation of hazardous fuel reduction and forest restoration treatments for Arizona. The recommendations are the product of discussions by Arizona Governor's Forest Health/Fire Plan Advisory Committee (Attachment A). On May 8, 2002 initial recommendations were presented to the Governor for review; however, the Rodeo/Chodiski fire revealed that additional recommendations and revisions were needed to respond to this unprecedented fire and fire season.

The Advisory Committee was established by Arizona Executive Order 2001-16 and amended by Executive Order 2001-17 as a result of recommendations made to the Governor in February, 2001. It is part of an ongoing process that began when an ad hoc collaborative group of interested individuals from a broad range of interests throughout Arizona and New Mexico met in January 2001 to develop a draft plan entitled, "Proposed Federal/State/Tribal/ Local Partnerships Programs for Reducing Risk and Restoration of Forests in Arizona and New Mexico", (Attachment B). This document was presented to Governors Hull of Arizona and Johnson of New Mexico on February 12, 2001. The plan recommended the establishment of a citizen's advisory committee to help guide and implement strategies and actions to solve the wildfire problem. The original plan has provided a foundation for our recommendations. This set report fulfills one of four actions established for the Committee.

HOW THE RECOMMENDATIONS DIFFER

Much has happened since completion of the original draft state plan in February 2001. A boost in federal funding went to federal land management agencies, states, local governments and non-governmental organizations to plan for and implement wildfire risk reduction and forest restoration activities. The National Fire Plan, the Western Governors' Association 10-Year Comprehensive Strategy and numerous other documents have been finalized and put into action. Implementation during the first year of funding has resulted in some successes while also revealing significant challenges, and unfortunately Arizona experienced the worst wildfire in history. This document refines many of the original recommendations to provide greater specificity and reflect new views based on implementation experience.

GUIDING PRINCIPLES

The Committee recognizes that efforts to restore degraded forests provide an opportunity to reduce wildfire threats to property and people and to restore wildlife habitat, watersheds, enhance recreation, improve natural resource values, and to develop new opportunities for employment. To achieve this goal, the Committee developed the following guiding principles that apply to all the recommendations. They are:

- Communities and forests are inextricably linked
- Fuel reduction efforts should be conducted in an overall framework of reducing wildfire threats to property and protecting human lives and restoring landscape-level ecosystems, where the term ecosystem is interpreted to include both human and wildland communities
- Environmental, ecological, cultural, and economic concerns should be explicitly considered in designing treatments and all hazardous fuel reduction and restoration projects should comply with all existing environmental and other laws
- Community-based, collaborative processes should be used and the breadth of intergenerational and social and political concerns addressed
- Restoring forests and reducing the risk of unnatural wildfire to communities are responsibilities to be shared by federal, state, tribal, local and private landowners
- Direct government-to-government relations are recognized between the State of Arizona and Tribal Governments in Arizona, and will be initiated for all communication, community-based and collaborative processes for achieving the goals of the Plan. The Inter Tribal Council of Arizona, Inc. will provide assistance to the Committee in maximizing the government-to-government communication opportunities
- Forest treatments should be conducted in an adaptive management framework based on rigorous monitoring and evaluation

GOALS

The Committee identified two major goals for wildfire risk reduction and one goal for post-fire rehabilitation.

1. Reduce risk to communities

Communities and forests are linked. A wildfire threatening a community puts people and property at risk, and can impact the community water supply, visual beauty, recreational opportunities, sustainable forestry and wildlife habitat. Therefore, attempts to reduce the risk of unnatural wildfire to communities must consider people, property and the greater forest resources and services that support the community. The following actions will reduce fire risk to communities. The responsibility to implement these actions is shared by federal, state, tribal, local governments and private landowners.

- Reduce the threat to "at risk" communities identified by Federal Register on January 4, 2001 (Pages 751-777). This includes 90 communities in Arizona.
- Identify additional communities for wildfire risk reduction using consistent criteria. According to the General Accounting Office (GAO/02/259), previous efforts to identify and prioritize communities or towns for wildfire risk reduction have been inconsistent across agencies. Consistent, objective criteria are needed to allocate limited funding.
- Establish appropriate "measures of success" for evaluating risk reduction for communities. Very little information exists that establishes goals and measures to determine when a community has achieved a significant level of risk reduction. Develop an appropriate measure for success that is more qualitative than "acres treated".
- Provide adequate cost-share incentives to encourage the treatment of private property. Private landowners share responsibility for reducing fire risk on their property. Presently there is only one major funding source to provide cost-share for private landowners (Stewardship Incentive Program). More funds should be made available for this purpose; however, eligibility should be based on need.
- Plan community risk reduction in the context of the greater forest ecosystem. The wildland/urban interface planning unit for designing community wildfire risk reduction treatments should be defined by the community and should be linked to the greater forest ecosystem based on the values and natural resource needs of that community (e.g. watersheds, view sheds, recreation, etc.).

2. Manage for sustainable forest & wildland ecosystems

Degraded forest ecosystems are the underlying problem leading to unnatural crown fire in some forest types. In addition, degraded forest conditions contribute to the decline of biodiversity and have led to other economic and social conflicts. Treatments in the wildland ecosystems have been a mixture of hazardous fuels reduction and ecological restoration.

Ecological restoration treatments attempt to facilitate the recovery or re-establishment of native ecosystems. These treatments seek to reverse degradation while simultaneously reducing the risk of crown fire. They are designed to treat the forest so that it supports and is not threatened by natural, low intensity ground fire.

The original plan identified five million acres of public land at high risk of damage or loss in New Mexico and Arizona. It called for 100,000 acres of treatments annually in Arizona alone. Wildland acreage targets were not met in 2001. In addition, there is increasing concern that funding for forest treatments is inadequate and that forest treatments are focused mainly on temporary hazardous fuels reduction and not true restoration.

- Use the landscape level for planning wildland treatments. In most landscape level planning units treatments will vary and only a portion of the landscape will be treated. Landscape level analyses permit explicit consideration for the placement of strategic fuel breaks to reduce the risk to valued resources.
- Wildland planning should identify and reduce risk to ecosystem sustainability. Special attention should be given to: roadless areas, old growth and mature forests, riparian areas and aquatic ecosystems, fish and wildlife including endangered and threatened species, and critical habitat.
- Ensure that funding for hazardous fuel reduction and wildland restoration treatments is adequate. In federal fiscal year 2003, one-quarter of the National Fire Plan funding is dedicated to fire prevention through hazardous fuel reduction. A smaller subset of that amount is dedicated to restoration (as opposed to post-fire rehabilitation).
- Ensure adequate funding is provided for monitoring and evaluation. Monitoring and evaluation is a critical component of developing effective fuels reduction and forest restoration treatments.
- Ensure forest restoration is comprehensive and adequately funded. Restoration and fuel risk reduction funding has been focused on forest treatments and unavailable for other restoration related activities. Funding should be included for other restoration activities including: wildlife habitat restoration, closing roads, erosion control, grazing management, invasive species control, restoration of springs and other water

features; and, re-locating human uses that can lead to fire or further degradation of important forest resources.

2. Ensure post-fire rehabilitation is conducted with expediency

The Rodeo-Chediski fire of 2002 burned 469,000 acres and impacted important watersheds. Monsoon rains are already causing significant soil erosion in some watersheds resulting in downstream damage to Roosevelt Lake and its associated resource values including: drinking water, recreation and fishing.

The Forest Service conducts post-fire rehabilitation through the Burned Area Emergency Rehabilitation program (BAER). The program is respected for its swift response, however, treatment effectiveness varies depending on many factors including: availability of resources such as seed, intensity of the burn, rainfall, and a lack of scientific and applied knowledge about treatment techniques. The Pumpkin fire on Kendrick Mountain near Flagstaff burned intensely in 2000. Despite an immediate post-fire BAER response soil is eroding from the north side of the mountain creating 10-foot gullies and large alluvial fans at the base. Two years later little or no grasses or shrubs are growing in what remains a gray and black landscape.

- All rehabilitation activity should use the best management practices identified by the BAER guidelines (www.fs.fed.us/clean/restoration/BAERwebhome.htm).
- Ensure funding is adequate. Rehabilitation expenditures are typically calculated as 5% of the entire suppression costs; however, such a rule-of-thumb may not apply to recent fires in Arizona. The severity and size of these fires may result in greater risks than the historical fires used in the 5% guideline and thus may require a greater level of funding.
- Monitor and evaluate rehabilitation actions to determine effectiveness.

ACTIONS TO ACHIEVE THE GOALS

The following actions will support the goals articulated by the Committee.

1. **Build and support the federal, state, local and tribal capacity required for success.** Early implementation efforts have revealed that the capacity to accomplish fire risk reduction lags behind the urgency of the situation. In this case capacity refers to individuals, funding for key programs and infrastructure.
 - **Increase financial support to community-based efforts.** Federal funding to support community planning, coordination and implementation efforts has been critical to facilitate the active engagement of communities. For example, the Economic Action Program included as a part of the National Fire Plan is designed to work through local communities to identify, develop, and expand economic opportunities related to traditionally underutilized wood products and to expand the utilization of wood removed through hazardous fuel reduction treatments. It has been considered by community groups to be an effective program for developing solutions to utilization problems. Unfortunately, it was eliminated from the FY 2003 Wildfire Plan budget and moved at a lower funding level to Cooperative Forestry. Programs that support community-based efforts are essential for successful implementation of treatments and for meaningful engagement at the local level.
 - **Improve coordination of small wood supply.** A study by the Greater Flagstaff Forests Partnership shows that technology exists for the utilization of small diameter wood. The main barriers to private investment are uncertainty about supply and a desire by the entrepreneur to share economic risk. The most important issue of the two is supply. Their findings show that regional coordination by the Forest Service of thinning products will help ensure a constant supply and stimulate investment.
 - **Provide economic incentives for the development of appropriate utilization technologies and restoration-based businesses.** Entrepreneurs are excited about the prospects for utilization of small diameter wood and the development of restoration-related businesses. However, investment in new technologies and businesses is still considered to be a high risk without assurances of continuity of supply. An economic incentive program that includes tax credits, low interest loans or loan guarantees is needed.
 - **Improve the efficiency and quality of the environmental review process.** Experience shows that greater efficiency and fewer delays will result by taking the following actions:
 - Ensure planning staff are well trained, especially with regard to technical procedures and requirements.

- Keep planning staff focused on document preparation. Re-deployment of staff to other activities (including fire fighting) will temporarily stop document preparation, resulting in delays that can add up to months when a field season has been missed.
 - Increase capacity to manage contracts. The Forest Service needs additional capacity or improved efficiency to complete the work recommended by the Committee.
 - Provide grants or cost/share funding to improve training for local fire fighters. Local firefighters engaged in community-based efforts in the urban/wildland interface need more training in prescribed burning and wildfire mitigation techniques. These programs exist throughout the country (e.g., National Prescribed Fire Training Center in Florida, Fire Use Training Academy in New Mexico); however, in many communities local budgets are insufficient to cover the entire cost. A challenge grant or cost-share fund is needed to increase training and expertise among firefighters in the wildland/urban interface.
 - Increase state funding for fire prevention so that federal dollars can be matched for hazardous fuels reduction and forest restoration and Arizona can receive its fair share of federal dollars. Limited state funding has created difficulty in fulfilling state to federal match requirements necessary to receive federal funds. The recent release of one million dollars by Governor Hull will assist the state to meet match requirements this year, however, it is still insufficient to fully realize federal requirements. The result is that the burden of meeting federal matches disproportionately falls on local governments and in some cases eliminates local communities from applying for federal funds. The state should fund the State Land Department hazardous fuels reduction efforts to increase implementation capacity, increase federal dollars and lessen the match burden on local communities.
 - Coordinate with and assist tribes in building capacity in all aspects of fire and restoration management, including ecological restoration and firefighting equipment, personnel, education, training and funding.
 - Urge our Congressional delegation to create a program modeled after the "Community Forestry and Restoration Act" for New Mexico. The program provides cost-share grants to stakeholders for experimental forest restoration projects that are designed through a collaborative process. The projects may be entirely on, or on any combination of, Federal, Tribal, State, County, or Municipal forestlands.
2. Coordinate efforts to reduce fire risk.
 Successful implementation of the goals requires coordination across an interdisciplinary labyrinth of government agencies, communities and interested individuals.
- Improve coordination between programs that support community-based planning and funding for treatments. Currently, programs that assist community planning efforts are not well coordinated with funds provided to federal land managers for treatments.

The result is that some communities are ready to implement treatments but the land management agency responsible for treatments is under-funded. Sometimes the reverse is true—the agency has funding but the community has not had adequate funding or planning time to be involved.

- Encourage area assessments prior to project planning in order to develop effective projects and coordinate the projects at the community, multiple community and landscape scales.
- Improve coordination between the Governor's Fire Plan/Forest Health Advisory Committee and the Southwest Strategy Executive Committee particularly with regard to federal allocation of National Fire Plan funding.

3. Use the best available science to design treatments.

Although our knowledge will never be complete, there is sufficient scientific information to guide the design of alternative treatments to be tested in an adaptive management approach. Consideration of what forest ecosystems require for long-term sustainability, including the safe reintroduction of low intensity ground fire, provides a starting point for treatment development.

- Forest treatments should use an adaptive management framework. Adaptive management is an approach to managing complex natural systems that builds on common sense and learning from experience. It includes experimenting, monitoring and adjusting practices based on what is learned.
- Continue funding to research and understand the implications of different hazardous fuels reduction and restoration approaches. Various treatments, with different objectives (aesthetics, timber production, biodiversity, habitat protection, etc.) have been developed to reduce the risk of unnatural wildfire to forest ecosystems. Each treatment will have different implications for fire behavior, re-establishment of understory plants, water yield, soil erosion and many other factors. Rigorous scientific analysis of different treatments is needed to inform adaptive management approaches.

4. Monitor and evaluate forest treatments.

Policy makers, land management agencies, scientists and community stakeholders all acknowledge the importance of monitoring and evaluating forest management activities. The U.S. Forest Service has the authority and is legally mandated to monitor management activities. However, funding for and interest in monitoring and evaluation has consistently been inadequate or insufficient.

- Increase federal funding to monitor and evaluate the effectiveness of treatments. Focus immediate attention on evaluating the quality of treatments applied in 2001 to reduce hazardous fuels and restore forests. Determine whether or not they have met the goal of reducing fire risk and /or restoration.
- Develop consistent monitoring protocols and guidelines.

- Where community-based programs and capacity exists monitoring plans should be multi-party, and report findings to a coordinator that will be able to compile and distribute results.

5. Increase public understanding of the need for hazardous fuels reduction and restoration.

Effectiveness in achieving the above goals of building capacity, coordinating efforts, application of science, and evaluation of wildfire risk reduction activities is highly dependent on public awareness and understanding of fire in fire-dependent ecosystems. Several issues are still not broadly understood including: the difference between undesirable crown fire and desirable low intensity ground fire; the need to remove small diameter trees in some treatments to reduce fuel loads; widespread understanding of the actions that can be taken by private landowners to create defensive spaces and reduce hazardous fuels.

- At risk communities should be encouraged to adopt Firewise building construction standards and vegetation management requirements for at risk structures within their communities. (Prescott has done this with the adoption of the 2000 Wildland/Urban/Interface Code).
- Expand the "Firewise" program. The "Firewise" program is a federally funded program that educates communities and landowners about what they can do to reduce the risk to their home and property from wildfire.
- Increase funding to expand the statewide Cooperative Extension network to provide coordinated educational programming on reducing fire risk, restoration and fire in the ecosystem.
- Compile and distribute information that comprehensively identifies the programs and funding available to community-based restoration efforts.
- Develop educational materials for citizens concerned about smoke caused by prescribed burning. Negative public reaction to prescribed burning has led federal land management agencies to limit burning efforts in the wildland-urban interface even though those areas require urgent attention. Assisting the public to understand the long-term benefits of burning may help build public support. Greater effort is needed to assist those members of the population for whom smoke poses a significant health risk.

6. Improve post-fire rehabilitation efforts

- Ensure post-fire rehabilitation is adequately funded, including funding to support volunteer efforts to assist in rehabilitation.
- Permit salvage of burned timber where salvage will enhance rehabilitation efforts

GLOSSARY

Adaptive Ecosystem Management- Adaptive ecosystem management means learning by doing; that is, engaging researchers, land managers, resource specialists, policy analysts, decision makers, and communities in conducting collaborative large-scale management experiments that simultaneously seek to restore ecosystem health while probing for unexplored opportunities to enhance natural resource values.

Ecological restoration- According to the Society for Ecological Restoration ecological restoration means, "re-establishing to the extent possible the structure, function, and integrity of indigenous ecosystems and the sustaining habitats they provide."

Hazardous Fuel- Excessive live or dead wildland fuel accumulations that increase the potential for uncharacteristically intense wildland fire and decrease the capability to reduce risk to life, property, and natural resources.

Landscape Scale or Level- A watershed, or series of interacting watersheds or other natural biophysical (ecological) units, within the larger land management planning areas. This term is used for conservation planning and is not associated with visual landscape management and "view-scape" management.

BUDGET

Proposed Arizona Wildland / Urban Interface Program Elements for 2003-2010

Note: The budget estimates contained in this document identify the additional funds needed to complete the priority tasks. As with any partnership, the funding for these actions may come from a variety of programs and funding sources. These estimates represent a consensus of a wide range of thinking as to the needs and actions necessary to be successful.

<u>Program Elements</u>	<u>Annual Funding Estimates</u>	
<u>Planning</u>		
A number of activities need to be undertaken to successfully analyze and design the needed restoration and risk reduction activities.		
- Initiate or continue planning to mitigate hazardous fire / fuel conditions and other high priority activities in all Arizona communities identified as "at risk" in the Federal Register.	\$ 2,000,000	
- Build the necessary partnerships and leadership groups with federal, state, tribal, and local governments to develop local plans to determine the needs and strategies for restoration and risk reductions.	\$ 1,000,000	
- Enhance cooperation to manage and resolve issues related to air, cultural, water, biological, social, economic and political constraints.	\$ 500,000	
- Develop a Regional "Planning / Environmental Assessment SWAT Team" to improve the federal agency's consistency and quality of EA / EIS documents to ensure project plans are complete in a predictable and timely manner.	\$ 1,500,000	\$ 5,000,000
<u>Education</u>		
Develop and enhance communication programs using all available federal, state, tribal, and local links to inform and educate the rural and urban public of their individual and community risks and responsibilities associated with wildland / urban interface fires.		
- Cooperative Extension	\$ 1,000,000	
- Ecological Restoration Institute	\$ 500,000	
- State Forestry	\$ 250,000	\$ 1,750,000

BUDGET

Proposed Arizona Wildland / Urban Interface Program Elements for 2003-2010

<u>Monitoring, Research, and Adaptive Management</u>	
Building from on-going agency and university programs, develop and implement programs that integrate key research issues to guide program implementation, utilizing adaptive management and integrated multi-resource monitoring and assessment for measuring program success.	\$ 2,000,000
<u>Community Leadership</u>	
Use existing between federal, state, tribal, and local programs to develop community leadership and planning groups to develop information, technologies, and strategies necessary for restoring forest health and reduce fire risks in the interface.	
- Expand the State Fire Assistance community grants	\$ 1,500,000
- Increase state forestry urban interface specialists in at least five strategic locations to provide cooperative state assistance and coordinate interface programs among private landowners, federal, state, tribal, and local agencies.	\$ 550,000 \$ 2,050,000
<u>Building Firefighting Capacity</u>	
Continue and improve state support of rural and volunteer fire departments for training, equipment and mutual aid response, and expand Department of Corrections fire/fuels crew program.	
- Rural / volunteer fire assistance	\$ 550,000 (\$ 200,000 one-time costs)
- Statewide mutual aid dispatch system	\$ 315,000 (\$2,110,000 one-time costs)
- Department of Corrections fire / fuel crews	\$ 875,000 (\$ 700,000 one-time costs)
	Annual \$1,740,000
	One Time \$3,010,000

BUDGET

Proposed Arizona Wildland / Urban Interface Program Elements for 2003-2010

<u>Economic Development</u>		
Expand current efforts to assist local industry in developing new processes or technology for forest wood removal, fuels control manufacturing, and market opportunities for small diameter materials. Develop cooperative government/industry consortium to develop and test improved manufacturing processes and equipment to produce cost effective, value added products from small diameter forest and woodland materials.		
- Greater Flagstaff Forest Partnership Initiatives	\$ 3,500,000	
- Eastern Arizona Counties Organization Initiatives	\$ 7,000,000	\$10,500,000
<u>Research</u>		
Building from existing university and federal agency programs, develop and implement a research and monitoring program to guide overall program implementation and utilizing adaptive management and integrated multi-resource monitoring and assessment for measuring program success.		
- Ecological Restoration Institute	\$ 3,500,000	
- U.S. Geological Survey	\$ 500,000	\$ 4,000,000
<u>Implementation</u>		
Implement interface fuel treatments, thinning and restoration on 30,000 acres per year to address priority projects in and around all Arizona communities identified as "at risk" in the Federal Register.		
		\$15,000,000
Develop needed strategies and actions for restoration and risk reduction on critical watersheds and landscapes		
- 15,000 acres/year on tribal lands	\$ 7,500,000	
- 100,000 acres/year on federal lands	\$50,000,000	
- 3,000 acres/year on state and private lands	\$ 1,500,000	\$58,000,000
Annual Wildland / Urban Interface Funding Requirement		\$100,040,000
One-time (start-up) Funding Requirement		\$ 3,010,000



FEMA

January 8, 2004

The Honorable Janet Napolitano
Governor of Arizona
1700 W. Washington Street
Phoenix, Arizona 85007

Dear Governor Napolitano:

This is in response to your letter dated November 7, 2003, appealing the denial of your June 12, 2003, request for an emergency declaration as a result of a severe fire threat caused by several years of drought and major bark beetle infestation. You specifically requested Public Assistance and the Hazard Mitigation Grant Program under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5206 (Stafford Act).

We have carefully reviewed your original request and subsequent appeal. For the reasons stated in the initial denial of your request for an emergency declaration, it has been determined that an emergency declaration under the Stafford Act is not warranted for threat of fire arising from drought and insect infestation. Therefore, I must inform you that your appeal is denied.

I regret that we could not respond favorably to your request.

Sincerely,

A handwritten signature in black ink that reads "Michael D. Brown".

Michael D. Brown
Under Secretary
Emergency Preparedness and Response