

State of Alaska FY2007 Governor's Operating Budget

Department of Natural Resources Fire Suppression Preparedness Component Budget Summary

Component: Fire Suppression Preparedness

Contribution to Department's Mission

The Division contributes to the Department's mission in the fire suppression preparedness component by ensuring that the Division's wildland fire suppression resources are in a state of readiness to safely and cost-effectively initial attack wildland fires. This component supports the Department's mission by providing wildland fire protection on state, private and municipal lands in Alaska, commensurate with the values at risk.

Core Services

- Provide for delivery of services in the wildland fire suppression preparedness program as part of a statutory responsibility under AS41.15.010.
- Provide personnel, fire training, equipment, facilities and related support activities for Alaska's wildland fire management program. Establish fire fighting readiness.
- Promote fire prevention.
- Provide training in Incident Command System and required areas.
- Certification of Fire Fighters.
- Provide for joint fire response with other government agencies.
- Strengthen local/state fire response.

End Results	Strategies to Achieve Results
<p>A: Provide wildland fire protection on state, private and municipal land commensurate with the values at risk.</p> <p><u>Target #1:</u> Provide safe, cost effective wildland fire protection services to the State of Alaska.</p> <p><u>Measure #1:</u> Loss of life and property resources as the result of a wildland fire, reported by fiscal year.</p>	<p>A1: Strategy to provide safe cost effective wildland fire protection: Provide appropriate management response to wildland fires that occur on State of Alaska protection areas. All statistics are recorded by fiscal year.</p> <p><u>Target #1:</u> Contain 90% of wildland fires within 10 acres on lands designated in "Critical" and "Full" (Urban Interface) management options in accordance with the Interagency Fire Management Plans (fiscal year reporting).</p> <p><u>Measure #1:</u> Percentage of fires contained at 10 acres or less in "Critical" and "Full" (Urban Interface), reported by fiscal year.</p> <p><u>Target #2:</u> Provide appropriate management response to all fires in "modified" and "limited" management option areas.</p> <p><u>Measure #2:</u> Percentage of fires of in "limited" and "Modified" protection areas that receive and appropriate management response.</p> <p>A2: Strategy - Strategy to maintain capability of firefighting forces: Provide training and fitness certification for state, local, volunteer and emergency firefighters.</p> <p><u>Target #1:</u> Maintain a qualified and certified state and local firefighting workforce to respond to wildland fires, reported by fiscal year.</p>

	<p><u>Measure #1:</u> Number of state, local and emergency firefighters trained, certified and prepared to respond to wildland fires from May 1 to September 30th annually, reported by fiscal year.</p> <p>A3: Strategy to reduce human-caused wildland fire starts: Aggressive prevention and educational campaign based on 'Firewise' principles.</p> <p><u>Target #1:</u> Raise public awareness of fire danger and hazard fuel mitigation options in urban and rural Alaska while preventing an increase the overall number of human caused fires.</p> <p><u>Measure #1:</u> Number of human caused fires in state protection and percentage of all fires that are human caused, per calendar year.</p> <p>A4: Strategy to maintain logistical, communication systems, warehousing and administrative support capability: provide dispatch, fire equipment warehousing, emergency procurement, and other administrative support to the wildland fire program.</p> <p><u>Target #1:</u> Maintain dispatch and logistical support capability to support wildland fire response.</p> <p><u>Measure #1:</u> Number of initial attack dispatch offices and logistics centers in 9 locations identified for allowing quickest response.</p> <p><u>Target #2:</u> Maintain fire communication system readiness</p> <p><u>Measure #2:</u> Percent of protection area covered by mobile two way radio system.</p> <p>A5: Strategy to maintain capability of aerial firefighting and aerial support resources.</p> <p><u>Target #1:</u> Maintain a combination of Federal Excess Property Program (FEPP) and contracted aircraft to provide a safe and cost effective aviation program in support of the fire management program.</p> <p><u>Measure #1:</u> Number of FEPP State operated aircraft</p>
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Major Activities to Advance Strategies

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| <ul style="list-style-type: none"> • Initial attack and suppress fires in critical and full management options. • Provide fire response vehicles and engines for roadside suppression activities. • Provide fire support vehicles to meet logistical needs of fire equipment, aircraft and personnel. • Provide a combination of contract, leased & federal excess helicopter, air tanker, & fixed wing aircraft services for aerial firefighting activities • Provide appropriate fire management response to other lands as identified in the Alaska Interagency Wildland Fire Management Plan. • Develop expansion plans for dispatch and warehouse | <ul style="list-style-type: none"> • Participate in the Northwest Fire Compact with northwestern states and provinces. • Administer Volunteer Fire Assistance federal grant program. • Actively manage debris burning through burn permit suspensions to minimize costly human-caused fire starts. • Provide public information and education on fire prevention, provide fire danger signs and burn restrictions. • Issue and track burn permits. • In cooperation with the interagency community, host regional Firewise workshops. |
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Major Activities to Advance Strategies

- facilities and offices.
- Manage, train and prepare 27 16 person Type 2 EFF crews for employment.
- Manage two 20 person Type 1 crews for fire suppression and hazard mitigation assignments.
- Manage one native corporation funded Type 2 crew for development as a Type 1 crew.
- Provide annual fireline safety refresher training; provide firefighter training in accordance w/NWCG guidelines to maintain a qualified work force.
- Negotiate and manage cooperative firefighting agreements with state, federal and local governments.
- Coordinate with cooperating agencies to eliminate costly duplicative preparedness activities.
- Evaluate fire suppression management options to ensure the appropriate level of protection is being provided to state, municipal, and private lands.
- Develop cost-effective alternatives to traditional fire suppression strategies through the Wildland Fire Situation Analysis process.
- Contract with Alaska vendors for services, supply and equipment to be provided during suppression actions statewide.

FY2007 Resources Allocated to Achieve Results

FY2007 Component Budget: \$13,886,900

Personnel:

Full time	32
Part time	179
Total	211

Performance Measure Detail

A: Result - Provide wildland fire protection on state, private and municipal land commensurate with the values at risk.

Target #1: Provide safe, cost effective wildland fire protection services to the State of Alaska.

Measure #1: Loss of life and property resources as the result of a wildland fire, reported by fiscal year.

Structures and Lives lost to wildland Fire

Year	Lives Lost	Structures Lost
2004	0	36
2005	0	1

Analysis of results and challenges: There has been no loss of life due to wildland fire since the since the state began fire protection services in the 1970s. Structural and other private property losses in the past two years were comparatively modest given that 2004 and 2005 were the 1st and 3rd most active fire seasons, in terms of acres burned, since records have been kept. It is also worthy to note that none of these losses were primary residences. Due to the uncertain nature of wildland fire, a direct year to year comparison of losses is not a true measure of success. The location of fire starts, weather, fuel characteristics, work done in advance by homeowners to protect their own property, and a myriad of other factors that are not controlled by the Division of Forestry all play into the degree of loss experienced in a single year. A better indication of success would be the loss of life and property that did not occur due to a safe, cost effective fire protection program, but events that do not occur are difficult to measure.

A1: Strategy - Strategy to provide safe cost effective wildland fire protection: Provide appropriate management response to wildland fires that occur on State of Alaska protection areas. All statistics are recorded by fiscal year.

Target #1: Contain 90% of wildland fires within 10 acres on lands designated in "Critical" and "Full" (Urban

Interface) management options in accordance with the Interagency Fire Management Plans (fiscal year reporting).

Measure #1: Percentage of fires contained at 10 acres or less in "Critical" and "Full" (Urban Interface), reported by fiscal year.

Percentage Critical/Full Fires under 10 acres

Fiscal Year	YTD Total
FY 2001	98.0%
FY 2002	90.0%
FY 2003	93.0%
FY 2004	96.4%
FY 2005	94.0%

Analysis of results and challenges: Percentage of fires kept at 10 acres or less in "Full" and "Critical" protection reflects the success of initial attack and reflects effective cost management by preventing large fires which keeps the cost of protection lower. Factors impacting this success include early detection, response time to wildland fire incidents, weather and fuels conditions, and availability of resources.

Target #2: Provide appropriate management response to all fires in "modified" and "limited" management option areas.

Measure #2: Percentage of fires of in "limited" and "Modified" protection areas that receive and appropriate management response.

Year	YTD Total
2005	100%

Analysis of results and challenges: This is a new measure. Success in the "Limited" and "Modified" fire management option areas cannot generally be measured by the number or size of fires, since these are primarily natural (lightning) caused fires and suppression actions are not normally aimed at keeping the fire to the smallest possible size. Success is a function of implementing strategies that meet land managers resource objectives while protecting sites that have been identified in the Alaska Interagency Fire Management plan as warranting protection. Number of critical sites protected on Federal protection in "Modified" and "Limited" areas have not been historically tracked. Success in receiving Appropriate Management Response is indicated by following pre-planned actions identified in the Alaska Interagency Fire Management Plan or as otherwise directed in writing by the affected land management agency.

A2: Strategy - Strategy - Strategy to maintain capability of firefighting forces: Provide training and fitness certification for state, local, volunteer and emergency firefighters.

Target #1: Maintain a qualified and certified state and local firefighting workforce to respond to wildland fires, reported by fiscal year.

Measure #1: Number of state, local and emergency firefighters trained, certified and prepared to respond to wildland fires from May 1 to September 30th annually, reported by fiscal year.

State/Local EFF firefighters Trained/Certified

Fiscal Year	YTD Total	*3 Year Avg
FY 2001	1669	
FY 2002	1360	
FY 2003	1912	1647
FY 2004	1534	1602
FY 2005	1812	1520

** This is a new measure. A rolling three year average may be a better measure of ability to maintain a qualified workforce and will be*

evaluated in 2006.

Analysis of results and challenges: Efficient, cost effective, and successful initial attack relies on the highly trained seasonal DOF firefighters, structure/volunteer local fire departments, local Emergency Fire Fighters and EFF Crews. Annual training and certification ensures the availability of this workforce when needed during fire activity. This on-call force, maintained through agreements saves the State millions in not having a larger state firefighter workforce as regular employees when not needed. Variation in the number of individuals trained year to year is largely due to forces in the rural economy that relate to employment. In order to maintain Emergency Firefighter (EFF) crews in remote villages, training is delivered on a rotating basis to each village every three years. The number of potential students depends on the size of the village and other job opportunities that exist. The availability of instructors is also dependant on fire occurrence. The instructor pool is comprised of seasonal firefighters who must also respond to fires, which are increasingly occurring earlier in the season when most training is conducted.

A3: Strategy - Strategy to reduce human-caused wildland fire starts: Aggressive prevention and educational campaign based on 'Firewise' principles.

Target #1: Raise public awareness of fire danger and hazard fuel mitigation options in urban and rural Alaska while preventing an increase the overall number of human caused fires.

Measure #1: Number of human caused fires in state protection and percentage of all fires that are human caused, per calendar year.

Human Caused Fires/State Protection/CY

Year	YTD Total	
2001	279	94%
2002	320	80%
2003	339	95%
2004	330	84%
2005	296	65%

* This is a new measure that will be calculated and tracked beginning in 2006.

Analysis of results and challenges: Wildland fires in Alaska are started either by lightning or by human activity. Human caused fires can be prevented or mitigated by raising the public awareness of fire danger and how to apply Firewise principles to reduce the loss from fire. The overall trend of human caused fires as a percentage of all fire starts is downward, which indicates that fire prevention activities have been successful. However increased lightning activity in recent years as well as population increases has skewed this data somewhat. As Alaska's population increases, so does the number of potential human caused fires. An additional challenge is quantifying the fires that are prevented. It is difficult to determine how many fires did not start.

A4: Strategy - Strategy to maintain logistical, communication systems, warehousing and administrative support capability: provide dispatch, fire equipment warehousing, emergency procurement, and other administrative support to the wildland fire program.

Target #1: Maintain dispatch and logistical support capability to support wildland fire response.

Measure #1: Number of initial attack dispatch offices and logistics centers in 9 locations identified for allowing quickest response.

Number of dispatch and logistics offices

Year	YTD Total
2002	10
2003	10
2004	9
2005	9

Analysis of results and challenges: The reduction from 10 to 9 dispatch offices in 2004 reflects the consolidation of the Northern and Coastal Region logistics offices into one Statewide Logistics Center. This consolidation led to more efficient logistics support of large wildland fires while maintaining initial attack dispatch integrity. Dispatch offices have been located in nine offices that have been identified as facilitating the most efficient response of suppression resources.

Target #2: Maintain fire communication system readiness

Measure #2: Percent of protection area covered by mobile two way radio system.

Percentage of Protection Area with Two-Way radio Coverage

Year	% Coverage
2006	N/A

Analysis of results and challenges: This is a new measure. The percent of the states protection area that is covered by a radio system that allows two way communication has not been calculated in the past, but will be in 2006. The migration from a traditional mountain top repeater system to the new trunked Alaska Land Mobile Radio (ALMR) system may add to increased functionality while leading to additional challenges, especially in remote areas.

A5: Strategy - Strategy to maintain capability of aerial firefighting and aerial support resources.

Target #1: Maintain a combination of Federal Excess Property Program (FEPP) and contracted aircraft to provide a safe and cost effective aviation program in support of the fire management program.

Measure #1: Number of FEPP State operated aircraft

Aviation Fleet Maintained

Year	YTD Total
2002	13
2003	13
2004	13
2005	13

Analysis of results and challenges: Effective wildland fire response requires a mixture of Detection, Air Attack, retardant and rotor-wing aircraft to meet different tactical and strategic missions in remote and urban-interface areas. The Division of Forestry aircraft fleet has remained stable for the last few years and continues to provide safe and cost effective support to the fire management program with these multiple missions. The renewal of a 5 year contracts for seven helicopters will occur in the late winter of 2005-2006 and it is expected that contract costs will increase from the previous contract period. Impact on the program will be unknown until contracts have been awarded.

Key Component Challenges

Climate changes are having an effect on the length of the wildland fire season in Alaska. Fire activity has also increased in the late summer and fall beyond the historic norm. Along with an earlier fire season, an increase in lightning in portions of the state, all-risk incidents, and increased urban interface wildland fire occurrence, have decreased the amount of time available for preseason training and a large number of other preparatory activities of the Division. Firefighters are being pulled from training each year to fight fires, creating a cumulative problem.

Alaska's population continues to move into forested urban interface areas of the state increasing the potential for human-caused wildland fires. Wildland fires in the populated areas are the most costly and difficult to suppress because of the threat to human life and improved property. An aggressive wildland fire prevention program with continued focus on the **FIREWISE** concepts of personal responsibility for fire safety is essential to reducing the human-caused wildland fire problem and to mitigating the risk to property built in fire prone areas. Firefighters and resources available for rapid initial attack in the urban interface can be very effective in keeping new fires small. The same resources can also be effective in prevention activities by reducing the number of fires that result from human actions.

The threat of a catastrophic wildland fire exacerbated by the buildup of bark beetle killed timber will be an issue for years to come. There are several areas with large stands of dead and down timber that have the potential to impact private land in the urban interface. Local government fire departments and volunteer fire departments need to be adequately trained in wildland fire suppression. Continued cooperation and coordination in rapid, aggressive initial attack will help reduce the potential for catastrophic wildland fire events due to the buildup of hazard fuels.

While increased fire season length is creating a critical need for longer staffing each season, an additional need is recognized for increased capacity such as helicopters and equipment to respond to high risk areas.

The Bureau of Land Management, Alaska Fire Service has experienced a significant reduction in their operational capability due to federal budget reductions. While the Division of Forestry has relied on federal cooperators for support in the past, there is now reduced ability to use federal resources to augment state resources on wildland fires.

The Division's Wildland Fire Management Program consists of two components. This component funds wildland fire suppression preparedness. The Fire Suppression Activity Component funds actual wildland fire suppression actions and related activities.

Significant Changes in Results to be Delivered in FY2007

If longer and more significant fire seasons are a true reflection of climatic change in Alaska, increased suppression costs will be incurred due to lack of staffing in the early seasons which could lead to larger spring fires.

Major Component Accomplishments in 2005

The wildland fire suppression preparedness component protects public health and safety by providing for wildland fire preparedness and fire prevention services. The Division maintains 57 cooperative agreements with local government and structure fire departments to augment its initial attack capabilities in the populated areas of the state. Joint training and exercises with cooperators in wildland/urban interface response are critical to ensure rapid coordinated responses. Evacuation guidelines have been developed through a cooperative effort by a number of agencies to provide for public safety. This component also supports municipal and local initiatives such as Project Impact (emergency preparedness and wildland fire), FIREWISE and the Anchorage and Kenai Peninsula Spruce Bark Beetle projects providing pre-planning for evacuation, fire "safe" zones, hazard fuels mitigation, defensible space and homeowner education.

This program ensures that the department, its cooperators and emergency on call staff are prepared to safely, cost-effectively and efficiently respond to wildland fires in the state's protection area, and to mitigate public risk from wildland fires by educating the public in fire prevention and firewise principles while enforcing Alaska Statutes. In FY05, DNR Division of Forestry accomplished the following:

- Provided ICS physical fitness tests to 1113 forestry, EFF, VFD, and local government firefighters,
- Issued red cards to 1113 forestry, EFF, VFD, and local government firefighters,
- Provided fireline refresher training to 1113 forestry, EFF, VFD, and local government firefighters,
- Trained 575 EFF firefighters to be utilized on village EFF crews,
- Maintained 57 cooperative agreements with local government and volunteer fire departments,
- Provided exclusive use contacts for 6 helicopters, 2 air tankers, 2 Air Attack, and 2 utility fixed wing aircraft,
- Provided all aviation management requirements for 1 Federal Excess Property Program utility fixed wing aircraft,
- Gave 104 school wildland fire prevention programs,
- Protected 134 million acres of land from wildland fire, and
- Contained 94% of all wildland fires in full and critical protection areas within 10 acres.

Statutory and Regulatory Authority

Preparedness
AS 41.15.010-.170

11 AAC 95.410-.495

Contact Information
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Fire Suppression Preparedness Component Financial Summary			
		<i>All dollars shown in thousands</i>	
	FY2005 Actuals	FY2006 Management Plan	FY2007 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	6,360.4	6,806.5	7,430.5
72000 Travel	282.6	225.3	225.3
73000 Services	4,530.6	4,612.4	5,031.9
74000 Commodities	664.9	510.0	510.0
75000 Capital Outlay	664.5	689.2	689.2
77000 Grants, Benefits	0.0	0.0	0.0
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	12,503.0	12,843.4	13,886.9
Funding Sources:			
1002 Federal Receipts	748.9	587.5	779.3
1004 General Fund Receipts	11,347.6	11,754.3	12,533.0
1007 Inter-Agency Receipts	55.9	176.0	232.0
1061 Capital Improvement Project Receipts	350.6	325.6	342.6
Funding Totals	12,503.0	12,843.4	13,886.9

Estimated Revenue Collections				
Description	Master Revenue Account	FY2005 Actuals	FY2006 Management Plan	FY2007 Governor
Unrestricted Revenues				
Unrestricted Fund	68515	353.7	0.0	0.0
Unrestricted Total		353.7	0.0	0.0
Restricted Revenues				
Federal Receipts	51010	748.9	587.5	779.3
Interagency Receipts	51015	55.9	176.0	232.0
Capital Improvement Project Receipts	51200	350.6	325.6	342.6
Restricted Total		1,155.4	1,089.1	1,353.9
Total Estimated Revenues		1,509.1	1,089.1	1,353.9

**Summary of Component Budget Changes
From FY2006 Management Plan to FY2007 Governor**

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2006 Management Plan	11,754.3	587.5	501.6	12,843.4
Adjustments which will continue current level of service:				
-FY 07 Wage Increases for Bargaining Units and Non-Covered Employees	106.5	9.3	6.9	122.7
-FY 07 Health Insurance Cost Increases for Bargaining Units and Non-Covered Employees	16.0	1.7	0.8	18.5
-FY 07 Retirement Systems Cost Increase	198.0	17.4	12.8	228.2
Proposed budget increases:				
-Homer Initial Attack Lease	50.0	0.0	0.0	50.0
-Federal Suppression Indirect Recovery	0.0	0.0	50.0	50.0
-State Fire Assistance Federal Funding	0.0	160.0	0.0	160.0
-Risk Management Self-Insurance Funding Increase	408.2	3.4	2.5	414.1
FY2007 Governor	12,533.0	779.3	574.6	13,886.9

**Fire Suppression Preparedness
Personal Services Information**

Authorized Positions		Personal Services Costs		
	<u>FY2006</u> <u>Management</u> <u>Plan</u>	<u>FY2007</u> <u>Governor</u>		
Full-time	32	32	Annual Salaries	4,841,961
Part-time	179	179	COLA	133,547
Nonpermanent	0	1	Premium Pay	0
			Annual Benefits	2,984,107
			<i>Less 6.65% Vacancy Factor</i>	(529,115)
			Lump Sum Premium Pay	0
Totals	211	212	Total Personal Services	7,430,500

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accountant III	1	0	0	0	1
Accounting Clerk II	0	1	0	1	2
Accounting Tech I	0	1	0	1	2
Administrative Assistant	0	0	0	1	1
Administrative Clerk II	0	2	0	2	4
Administrative Clerk III	0	1	0	8	9
Aircraft Maint Inspector	0	0	0	1	1
Aircraft Pilot II	0	0	0	4	4
Aircraft Supervisor	0	0	0	1	1
Equip Operator Journey II	0	1	0	0	1
Food Service Journey	0	0	0	1	1
Food Service Lead	0	0	0	1	1
Food Service Sub Journey	0	0	0	2	2
Forest Tech II	0	10	0	23	33
Forest Tech III	0	14	0	42	56
Forest Tech IV	0	9	0	19	28
Forester I	1	4	0	3	8
Forester II	0	3	0	7	10
Forester III	1	3	0	1	5
Forester IV	1	0	0	0	1
Maint Gen Journey	1	1	0	2	4
Maint Gen Sub - Journey I	0	0	0	5	5
Maint Gen Sub - Journey II	0	0	0	3	3
Maint Spec Bfc Jrny II/Lead	1	1	0	0	2
Mech Aircraft Adv Jrny	0	0	0	1	1
Mech Auto Journey	3	1	0	0	4
Natural Resource Mgr II	0	1	0	0	1
Procurement Spec II	1	0	0	0	1
Safety Officer	0	0	0	1	1
Stock & Parts Svcs Journey I	0	1	0	3	4
Stock & Parts Svcs Journey II	0	1	0	2	3
Stock & Parts Svcs Lead	0	1	0	0	1
Stock & Parts Svcs Sub Journey	0	6	0	4	10
Supply Technician II	0	0	0	1	1
Totals	10	62	0	140	212