Monitoring Investments in Oregon's Federal Forest Restoration Program

FY 2014–2019

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About the Ecosystem Workforce Program:

The Ecosystem Workforce Program is a bi-institutional program of University of Oregon's Institute for a Sustainable Environment and the College of Forestry at Oregon State University. We conduct applied social science research and extension services at the interface of people and natural resources. Our publications aim to inform policy makers and practitioners, and contribute to scholarly and practical discourse. More information available at: http://ewp.uoregon.edu/about/intro.

About the Policy Analysis Group:

The Policy Analysis Group at the University of Idaho, including Greg Alward, Greg Latta, and Philip Watson, conducted the economic analysis for this report. The Policy Analysis Group (or "PAG") was established by the Idaho Legislature in 1989 to provide objective analysis of the impacts of natural resource proposals. The PAG is administered through the University of Idaho's College of Natural Resources. More information can be found at: https://www.uidaho.edu/cnr/policy-analysis-group.

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Executive summary

The Federal Forest Restoration Program (FFR Program) is a partnership between the state of Oregon, federal forest managers, and public lands stakeholders to increase forest restoration and economic opportunity on federal forestlands across Oregon. The purpose of this working paper is to describe cumulative investments made by the FFR Program during its six years of operation, and to highlight the economic impacts of these investments. Here, we present: 1) FFR Program expenditures, 2) economic impacts of FFR Program expenditures, 3) on-the-ground impacts of program expenditures, and 4) stakeholders' perspectives about the FFR Program.

Key findings:

- The state of Oregon's FFR Program investments have totaled $10.6 million between state fiscal years 2014 through 2019 (FY14-19). The impact of these investments has been further increased by at least $4.0 million of additional cash and in-kind contributions from project partners. These investments have generated an estimated average of 39.6 jobs per year across sectors and $3.0 million in GDP per year in each of the six years of the program.
- State-Federal Implementation Partnership (SFIP) awards have provided state funds for federal land management units to expedite restoration planning. SFIP is the program area that has received the most funding under the FFR Program. The $3.2 million in SFIP investments resulted in an average economic impact of $0.9 million in GDP and 12.0 jobs per year, for each the six years of the program. Funds have been used to complete more than 55 projects including surveys, analyses, and contract NEPA, among other work. Interviews indicated that SFIP investments had increased the pace of restoration planning and supported the development and use of innovative strategies to collect data more efficiently for NEPA analyses.
- Crew work funds were used to hire off-season Oregon Department of Forestry (ODF) firefighters to implement work on federal forestlands such as: fuels thinning, timber sale preparation, and surveys. The $2.5 million in crew work investments contributed an average of $0.6 million in GDP and 6.9 jobs per year. Crews have helped prepare and lay out timber sales representing more than 300 million board feet of volume. Interviewees believed that crew work investments have helped fill critical capacity gaps at federal agencies, supported stable and trained workforces, and were critical for launching many projects authorized under the Good Neighbor Authority.

- Technical Assistance and Science Support (TASS) investments funded applied science and technical efforts intended to support forest collaborative groups, such as original research, science synthesis, monitoring plans, communication support, trainings, and facilitation needs. The $1.6 million in TASS investments and $0.2 million in matching partner contributions contributed an average of $0.4 million in GDP and 4.8 jobs per year. Funds were used to complete at least: 21 applied research projects, six workshops, and 11 outreach efforts. Interviewees explained that TASS investments helped collaborative groups access scientific information needed to reach agreement, but they also expressed concerns about the transparency and fairness of the TASS award application and selection process.

- Collaborative Capacity Grants supported forest collaborative groups in efforts to build agreement about their preferred restoration activities. The $1.4 million invested and $2.5 million in matching partner contributions from grants directly resulted in an average of $0.8 million in GDP and 10.9 jobs per year. The grants have also supported collaboratives in contributing to the planning of nearly 1.9 million acres and 73 completed timber sales on federal forest lands. The timber sales that were supported by collaboratives with Collaborative Capacity Grants have resulted in 565 million board feet of volume, $25.5 million in sale value, and an average of $68 million in labor income and 1,019 jobs per year between calendar years 2014-2018. Interviewees also explained that grants helped establish and maintain collaboratives, strengthened relationships between ODF and stakeholders, and allowed collaboratives to contribute to an improved quality of restoration work.

- FFR staff facilitated program-related work and liaised between collaborative groups, agencies, and communities. The $1.0 million invested in FFR staff has supported a program coordinator, regional coordinators, and a GNA Forester and GNA Timber Sale Mentor/Evaluator. Interviewees thought that FFR staff built valuable relationships with collaboratives and federal agency staff, but that FFR staff capacity was too limited in target locations, at certain times of year, and for particular tasks. Some interviewees wanted more transparency regarding FFR staff's roles, responsibilities, and accomplishments.

- Project management funds allowed for administrative support, training, stakeholder input processes, and program monitoring and evaluation. The $0.8 million invested resulted in an average economic impact of $0.2 million in GDP and 2.0 jobs per year. These investments resulted in administration of the Collaborative Capacity Grant program, program monitoring and evaluation, and staffing of the Federal Forest Working Group.

- Interviewees identified outcomes that they thought would not have been accomplished if not for the FFR Program, such as increasing the pace and scale of restoration project planning and implementation. Interviewees thought the program had:
  - Reduced hazardous fuels, increased economic activity and job creation, leveraged additional federal resources, and helped federal agencies meet timber targets.
  - Fostered "intangible" impacts including strengthened interagency cooperation, more effective cross-boundary decision making during emergences, efficiency in resource expenditures, and interagency learning exchange.
  - Contributed to the successful launch of Good Neighbor Authority and other state-federal partnership work in Oregon, as well as strengthened and broadened ODF's role in federal forest management.

- Interviewees suggested the program would benefit from more strategic planning and targeted investments. They also expressed a desire for more outreach and communication about the program's strategy and progress. Some interviewees expressed concern about the underlying need for the program. Nearly all participants recognized the potential and need for state-federal partnership work to grow in Oregon to address the state's forest restoration needs; however, interviewees also cautioned the program to grow at a pace that did not exceed the state's ability to build capacity.

Introduction

The The Federal Forest Restoration Program (FFR Program) is a partnership between the state of Oregon, federal forest managers, and public lands stakeholders to increase forest restoration and economic opportunity on federal forestlands across Oregon. The program is administered by the Oregon Department of Forestry (ODF) with the overall goal to accelerate the pace, scale and quality of forest restoration to increase the resilience of Oregon's federal forests, in a manner that leverages collaborative efforts and contributes to the long-term vitality of regional economies and rural communities.

The Oregon state legislature has funded the FFR Program since the state of Oregon's fiscal year 2014 (FY14).[1] The state has expended a total of $10.6 million through the program over the last three biennia (2-year budget periods totaling 6 years), including $2.6 million in FY14-15, $4.8 million in FY16-17, and an allocation of $3.2 million for FY18-19 that is anticipated to be spent by the end of June 2019.[2]

The Federal Forest Restoration Program makes investments in six strategic program areas:

1. **State-Federal Implementation Partnership (SFIP)** funds support the hiring of contractors to conduct surveys, exams, timber sale layouts, analyses required under the National Environmental Policy Act (NEPA), and other work to expedite restoration planning on federal lands.
2. **Crew work** allows ODF crews to prepare and implement on-the-ground restoration work on federal forestlands.
3. **Technical Assistance and Science Support (TASS)** helps forest collaborative groups access expertise to advance their work (e.g., research scientists, outreach or communication specialists).
4. **Collaborative Capacity Grants ("collaborative grants")** help forest collaborative groups support the planning of restoration work on federal lands.
5. **ODF Federal Forest Restoration Program staff** facilitate FFR Program-related work and liaise between collaborative groups, agencies, and communities.
6. **Project management** provides administrative and legal support and third-party program evaluation.

The FFR Program has evolved over the past six years. Key changes are shown in Table 1 (below).

The purpose of this working paper is to describe cumulative investments made by the FFR Program during its six years of operation, and to highlight select economic impacts of these investments. This report builds on previous monitoring of the FFR Program conducted by the Ecosystem Workforce Program at the University of Oregon.[3] In past years, FFR Program monitoring was reported in relation to broader federal lands metrics, such as national forest board feet sales and restoration contracting. However, in this report, we focus specifically on the FFR Program and only report metrics and outcomes that are directly linked to the Program. This report contributes to larger efforts to track the progress of state, federal, and partner programs engaging in forest restoration in order to adapt management practices and policy for improved outcomes.

Approach

We collected and analyzed four types of data to inform this report: 1) FFR Program expenditures, 2) economic impacts estimated from FFR Program expenditures, 3) on-the-ground impacts of FFR Program activities, and 4) stakeholders' perspectives about the FFR Program.

Calculating FFR Program expenditures

This report examines cumulative expenditures of the FFR Program. We present expenditures in three ways, by: 1) biennium, 2) the program's six program areas, and 3) geography. We determined budgeted and actual expenditures by reviewing administrative documents, including: budgets, collections agreements, grant proposals, reports, and work orders. In some cases, funding recipients were not able to fully expend funds allocated to them before the end of the funding biennium. For awards granted in FY14-17, we report actual rather

Table 1 Brief timeline of key changes during the Federal Forest Restoration Program, FY14-19

Biennium	Key components and changes
FY14-15	▪ FFR Program (formerly called the Federal Forest Health Program) was first funded by the Oregon state legislature and administered by ODF. ▪ The multi-stakeholder Federal Forest Working Group developed a strategy to gauge the effectiveness of the state's investments. Performance measures selected covered six themes: treatment activities, timber supply, economic impact, collaborative capacities, NEPA appeals and objections, and administrative efficiency. ▪ Investments focused on Forest Service lands in eastern Oregon.
FY16-17	▪ Program expanded to the entire state of Oregon. ▪ First program staff hired including a program coordinator and three regional coordinators for on-the-ground presence in strategic locations. ▪ Good Neighbor Authority (GNA)[4] began to be used to complete restoration activities on federal forestlands.
FY18-19	▪ FFR Program staff expanded to include a fourth regional coordinator and to support two ODF-employed GNA Foresters. ▪ Funding guidelines for TASS and collaborative grants adapted to more directly support on-the-ground restoration work. ▪ The Oregon Legislature House Bill 4118 provided lottery funds to ODF to support development, planning, or implementation of GNA projects in conjunction with federal and FFR Program funding to jointly advance restoration on federal lands.

than allocated expenditures. For awards granted in FY18-19 (the current biennium at the time of publication), we report allocated funds instead of actual expenditures because awards were still active at the time of publication. All expenditures were reviewed and confirmed by financial administrators at ODF and were current as of April 2019.

Calculating economic impacts of program expenditures

An evaluation of the effects of the FFR Program expenditures involves more than the direct injection of these funds into the Oregon economy. These funds also support jobs and income across a broad set of sectors as they move through the economy. We partnered with the University of Idaho's Policy Analysis Group to model the number of jobs and total GDP generated as a result of the FFR Program's investments. The definitions of jobs and GDP we use are consistent with the U.S. Bureau of Economic Analysis definitions.

To arrive at an estimate of the economic impact of the FFR Program investments themselves we first reviewed project budgets, collections agreements, and final expenditure reports. We used this information to break spending into different categories of expenditures (i.e., staff, travel, materials/supplies, training) as well as matching cash and in-kind contributions made by partners. These results were compiled into a database. The Policy Analysis Group at University of Idaho used these estimates to conduct an economic impact analysis. Direct FFR Program expenditure line items were mapped to IMPLAN industry sectors (e.g., "training" expenditures were mapped to IMPLAN sector 611 "Educational Services") and IMPLAN state-level multipliers were applied to estimate the job and income effects from the use of the grant funds.

Calculating on-the-ground impacts of program expenditures

We considered on-the-ground impacts to be tangible, quantifiable activities affecting federal forestlands that occurred as a direct result of FFR Program funding. We calculated on-the-ground impacts through document review, information from FFR Program and Forest Service staff, and interviews. We used documents such as budgets, collections agreements, grant proposals and reports, previous monitoring reports and supporting data, and work orders to create databases of accomplished work. In some cases we communicated directly with ODF staff, Forest Service staff, or grant recipients to identify deliverables linked to specific projects or awards. We report on-the-ground and other direct impacts with both quantitative metrics and descriptions of outcomes.

Stakeholder perspectives

We conducted 56 semi-structured interviews with key informant individuals (ODF staff, federal agency partners, FFR Program funding recipients, and collaborative members) to solicit qualitative feedback about the program. Interviews focused on interviewees' perceptions of: the greatest successes and achievements of the FFR Program, changes that interviewees thought could improve the program, and broader reflections regarding the FFR Program's investment strategy. Appendix A contains the full list of interview questions (all appendices are available at: http://ewp.uoregon.edu/publications/working).

Results

Overall program summary

Investment

The state of Oregon's FFR Program investments totaled $10.6 million between FY14-19 (average of ~$1.8 million/year). The impact of these investments has been further increased by at least $4.0 million of additional cash and in-kind contributions that project partners (i.e., federal and local government, collaborative group participants, technical assistance providers) contributed to match the state's investments.[5]

The largest FFR Program investment was made in State-Federal Implementation Partnerships (SFIP, 30 percent of program funding) to expedite restoration project planning. The second largest investment was made in crew work (24 percent of funding). Figure 1 (below) shows the total amount of funds expended in each program area.

Some program investments can be directly linked to specific federal land management units (Figures 2 and 3, page 7), whereas other investments were made at the ODF District or statewide level. All national forests and four BLM Districts (Medford, Prineville, Roseburg, and Coos Bay) in Oregon benefitted from some level of program investment; however, the amount of funding allocated to each has fluctuated (Figure 2, page 7). The largest total investments were made on the Wallowa Whitman, Malheur, Ochoco, and Umatilla National Forests of northeastern Oregon. This is largely because of the program's strategic focus on funding work in the Blue Mountains region of northeastern Oregon during the FY14-15 biennium. In the FY18-19 biennium, the Fremont-Winema, Malheur, and Willamette National Forests received the greatest amount of funding. Approximately $1.6 million were invested in efforts with statewide benefits, and $2.5 million were invested in crew work that was administered by ODF District (see "Crew Work" section, page 12, for additional detail).

FFR Program investments benefitted all national forests and the BLM. SFIP funds were awarded directly to forests, whereas TASS, collaborative grants, and FFR Program staff funds went to partners and ODF staff working on national forestlands. The forests in the Blue Mountains region received the most SFIP funds. The Rogue River-Siskiyou and Fremont-Winema National Forests received the greatest TASS investments. The Malheur, Deschutes, and Willamette National Forests have received the greatest amount of collaborative capacity grant support.

Figure 1 Total investments made through FFR Program by program area, FY14-19

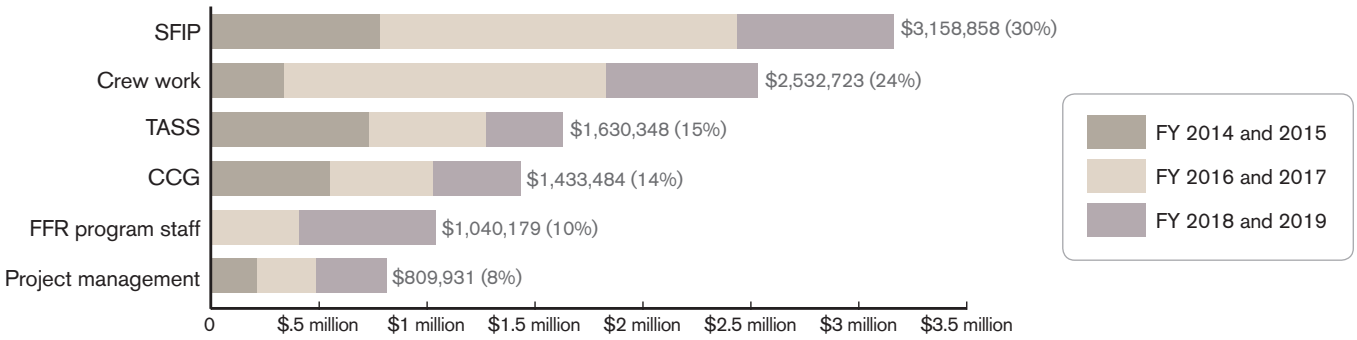


Figure 2 FFR Program spending totals by federal land management unit and biennium

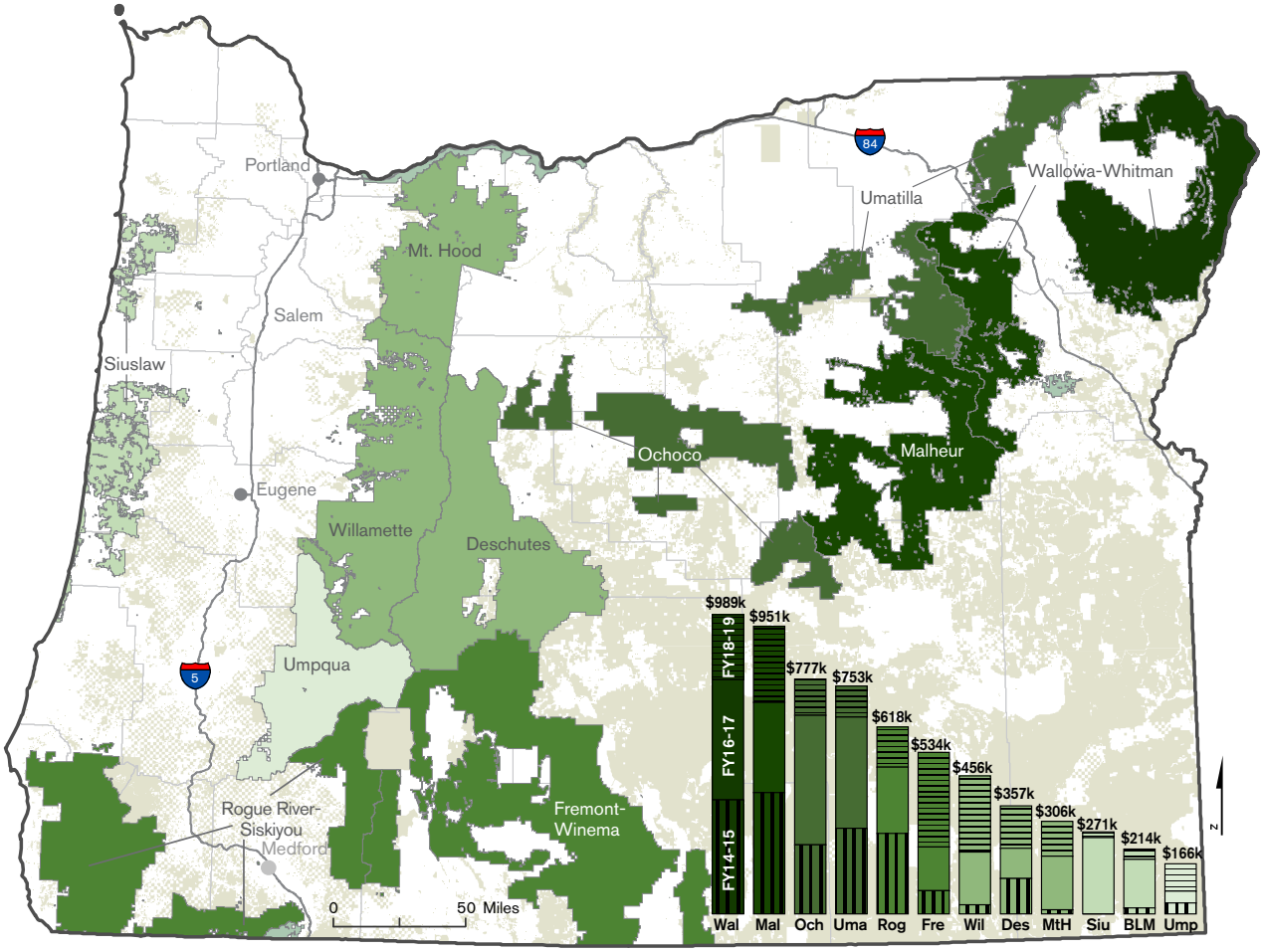
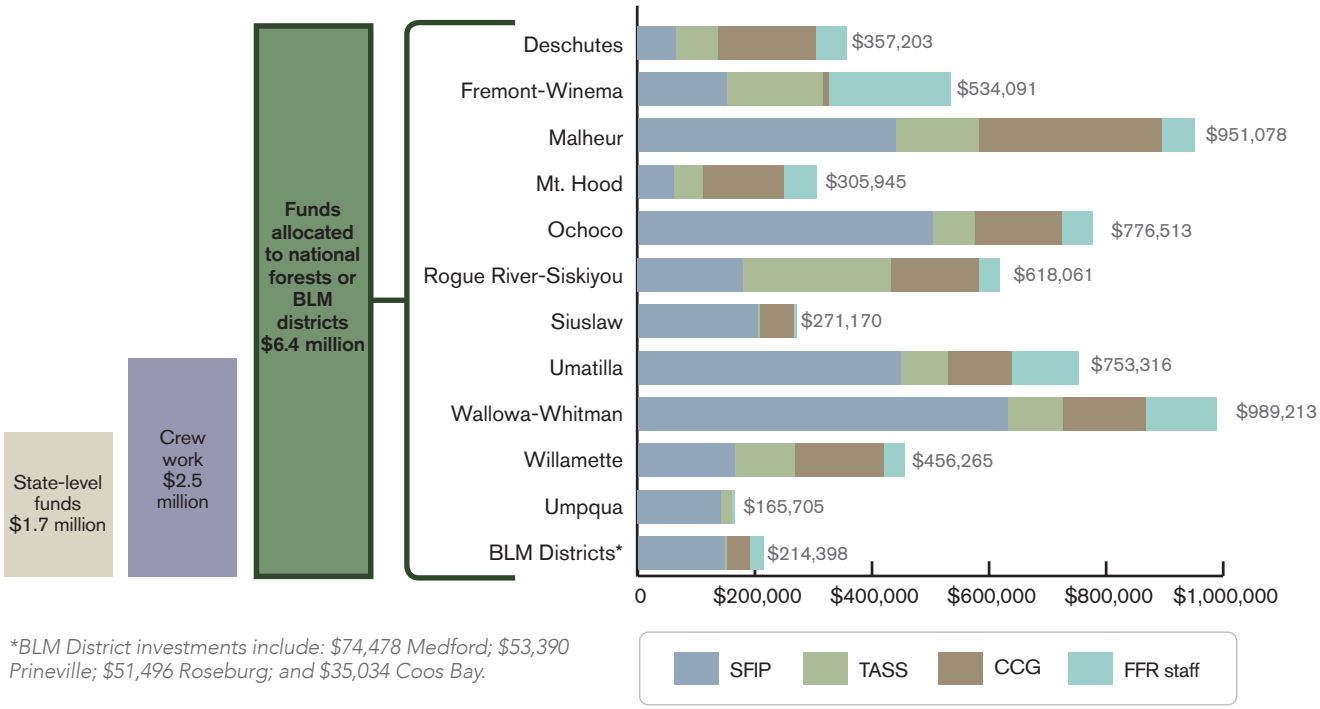


Figure 3 FFR Program spending by federal land management unit, FY14-19



**BLM District investments include: $74,478 Medford; $53,390 Prineville; $51,496 Roseburg; and $35,034 Coos Bay.*

Economic impact

On average, the state's FFR Program investments plus matching contributions have resulted in the generation of an estimated 39.6 jobs per year across sectors (i.e., government, scientific, support services, real estate, forestry, and others; see Appendix B for details) and $3.0 million in GDP per year during each of the six years of the program (Figure 4, below). The estimated number of jobs created varied between 33 and 50 jobs per year. Estimated GDP impacts were between $2.7 million per year and $3.9 million per year (Table 2, below). Jobs and GDP impacts were greatest during FY16-17, when the state of Oregon made the largest investments.

On-the-ground impact

FFR Program funds have resulted in a variety of on-the-ground accomplishments specific to each program area. These accomplishments range from, for example, acres planned and treated, survey data collected, timber sale preparation, applied science research, technical support and staffing for forest collaborative groups, FFR Program staffing to expand program reach, and more. More detail describing the impacts of each individual program area is provided in the following sections.

Figure 4 Average annual GDP and jobs generated from FFR Program investments during FY14-19, by program area.

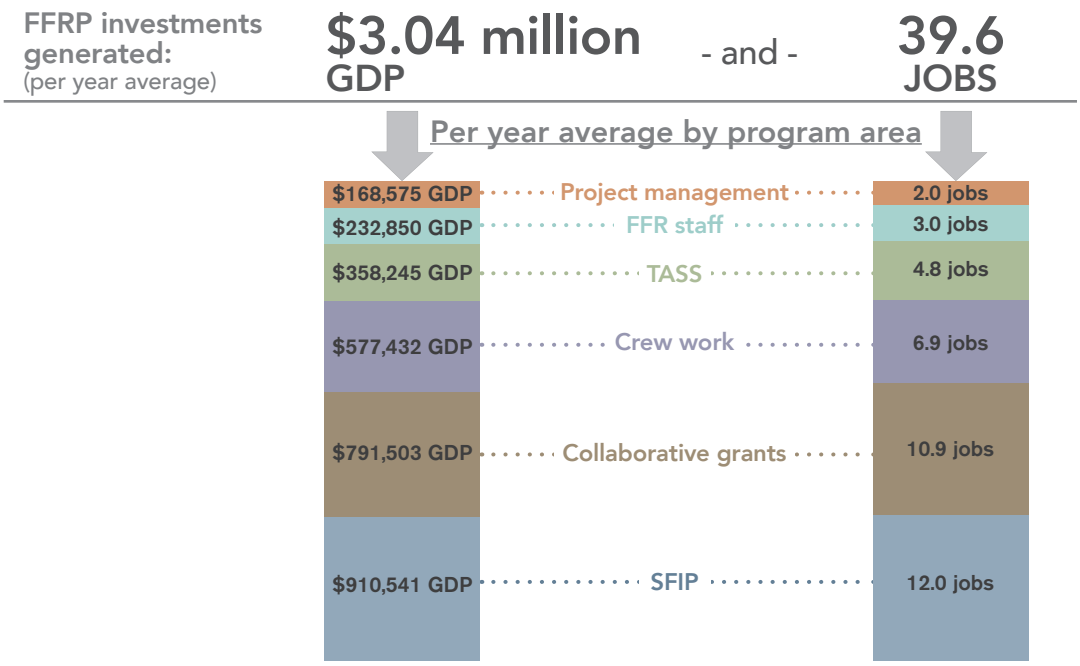


Table 2 FFR Program investment impact on jobs per year and annual GDP

	FY14-15	FY16-17	FY18-19
Investment per year	$1.3 million (actual)	$2.4 million (actual)	$1.6 million (anticipated)
Jobs per year	36.6	49.3	32.9
GDP per year	$2,662,495	$3,891,057	$2,563,883

Program area summaries

The Federal Forest Restoration Program makes investments in six strategic program areas. In the following sections, we highlight select outcomes from each program area.

State-Federal Implementation Partnerships

> *"There have been a lot of project timelines that have been sped up for USFS – especially with SFIP funding. That's important because they have limited time and especially because the field season is really short."*

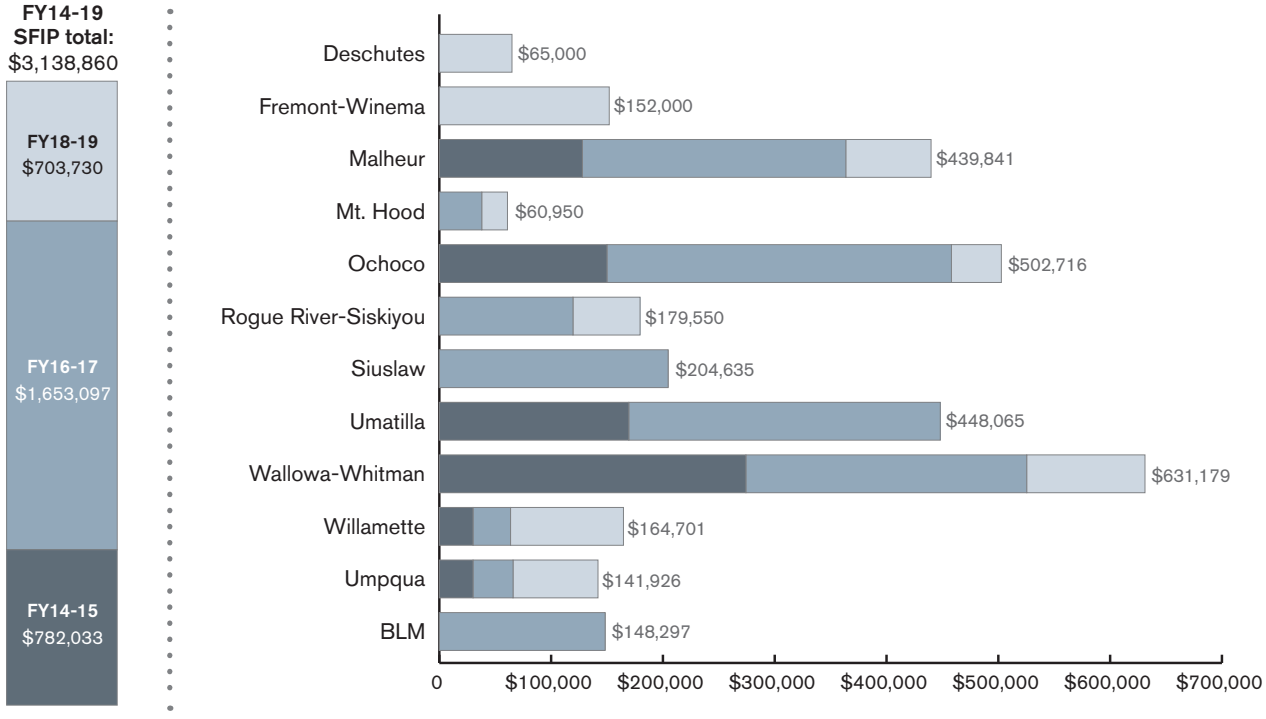
State-Federal Implementation Partnership (SFIP) investments are provided to federal land management units to expedite restoration planning on federal forestlands. Projects typically address federal agency capacity gaps, delays in implementation, or promote the development of innovative strategies or efficiencies in restoration planning. Funds for SFIP work are transferred from ODF to federal land management units, who then use external contractors to complete the work. A complete list of SFIP awards is available in Appendix C.

Investment

SFIP is the largest funded program area of the FFR Program. $3.2 million of FFR Program funds (30 percent of FFR Program investments to date) have been invested in SFIP work since the program began, an average of $0.5 million per year. Federal partners have provided an additional $1.3 million in documented match for SFIP-supported projects.

SFIP investments have been awarded to all 11 national forests and four BLM districts in Oregon over the six years of the FFR Program (Figure 5, below). As noted earlier, nearly all FY14-15 SFIP investments were made on federal forestlands in the Blue Mountains region (Malheur, Ochoco, Umatilla, and Wallowa-Whitman National Forests). Starting in FY16-17 and continuing into FY18-19, the FFR Program expanded this program area to a statewide focus.

Figure 5 SFIP investments by federal land management unit, FY14-19



Economic impact

SFIP investments have contributed an average of $0.9 million in GDP and 12.0 jobs per year over the program's six years. Average annual expenditures and estimated economic impacts varied by year (Table 3, below).

On-the-ground impact

SFIP investments have resulted in a variety of on-the-ground accomplishments, including the completion of:

- 39 surveys, including: 13 heritage, 6 botany, 6 wildlife, 5 stand exams, and 12 others (i.e., fungi, aquatic, property boundary, ethnography).
- Eight LiDAR data acquisition and analysis projects
- One timber sale layout
- One non-commercial thinning project for aspen habitat restoration
- One road maintenance project
- One cable logging systems analysis
- Four complete or in-progress contract NEPA projects on four national forests

During FY18-19, the FFR Program allocated nearly 40 percent of SFIP funds to work on contract NEPA projects on the Fremont-Winema, Umpqua, Willamette, and Wallowa-Whitman National Forests. In these projects, state contractors complete NEPA analyses from start to finish with some data, guidance, and review from the Forest Service. Contract NEPA increases the overall acreage of federal forestlands ready for implementation. ODF completes these contract NEPA projects under the Good Neighbor Authority.

Stakeholder perspectives

Interviewees described several important aspects and outcomes of SFIP awards:

- **Increasing NEPA-approved acres by speeding up the analysis process.** Interviewees reported that the Forest Service had limited and decreasing internal capacity to complete NEPA analyses in a timely manner. Interviewees described "bottlenecks" in the agencies executing NEPA processes, particularly heritage/archeological surveys, botany surveys, and stand exams. SFIP awards provided the Forest Service with resources to contract out this work to complete it faster. Interviewees explained how expediting NEPA analyses helped projects reach implementation more quickly, which was particularly important given limited staff availability and the short duration of field seasons.
- **Supporting the development and use of innovative strategies to collect data more efficiently** (i.e., the use of LiDAR data to accomplish work that previously required on-the-ground labor).
- **Investments in a wide range of projects, which meant that the funds were able to address each forest's diverse needs**.

Table 3 Average annual SFIP investments and estimated economic impacts, FY14-FY19

Biennium	Fiscal year	Expenditures per year	Partner match per year	GDP per year	Jobs per year
FY 14-15	FY 14	$73,387	$50,000	$156,636	2.2
	FY 15	$708,645	$750,000	$1,881,643	26.8
FY 16-17	FY 16	$239,143	$109,847	$403,692	5.5
	FY 17	$1,413,954	$358,249	$2,142,567	27.4
FY 18-19	FY 18	$194,081	$15,240	$204,415	2.3
	FY 19	$529,649	$70,297	$674,292	7.6

Stakeholder suggestions for future SFIP investments

Interviewees made suggestions about how they thought SFIP funds should be invested in the future. In particular, interviewees recommended:

- Prioritize projects that have truly additional impacts, meaning demonstrable on-the-ground outcomes that otherwise would not have been accomplished. Interviewees cited contract NEPA as an example of achieving additional impacts.
- Continue to help address capacity gaps in the Forest Service, especially through heritage/archeological and botany surveys. Fund projects that allow the state and federal agencies to work together to develop innovative ways to collect data required for NEPA analyses more efficiently.

Crew work

"I like the flexibility of having the [FFR Program crew] workforce available to me when I need it… [and] that I don't have to find work for people when I don't have it. It works well for [federal agencies]."

Crew work funds were used to hire off-season ODF firefighters to implement on-the-ground work on federal forestlands. FFR crews typically complete restoration activities such as: fuels thinning, piling, scattering, or burning; timber sale preparation (e.g., cruising, marking, or sale administration); and surveys. FFR crews often provided "surge capacity" to national forests at key times of year, such as during narrow windows for conducting prescribed burning and/or times of the year when the weather permitted access to high-elevation sites for restoration work. FFR crews were typically managed by FFR staff who worked directly with national forests to identify needs and organize crew activities. FFR crews often transferred between projects and project areas on short notice to address emergent needs.

Investment

$2.5 million of FFR Program funds (24 percent of FFR Program investments to date) have been invested in crew work, an average of $0.4 million per year. Crew work investments notably increased during FY16-17 when the total program budget increased, and then decreased in FY18-19.

ODF allocated crew work funds by ODF district, rather than federal land management unit (Table 4, below). The $2.5 million invested were spread across the state, primarily in the Northeast Oregon District, Central Oregon District, and in the Klamath-Lake District (Figure 6, page 13).

Table 4 Federal land management units associated with the Oregon Department of Forestry's administrative units

ODF Administrative Unit		Federal Land Management Unit(s)
Area	**District***	**National forest/BLM District**
Eastern Oregon Area	Central Oregon District	Deschutes National Forest Malheur National Forest Ochoco National Forest Mt. Hood National Forest (Barlow and Hood River Ranger Districts) Prineville BLM District
	Klamath-Lake District	Fremont-Winema National Forest
	Northeast Oregon District	Umatilla National Forest Wallowa-Whitman National Forest
Southern Oregon Area	Coos Forest Protective Association (FPA)	Coos Bay BLM District
	Douglas FPA	Umpqua National Forest Roseburg BLM District
	Eastern Lane District	Willamette National Forest (Sweet Home and Detroit Ranger Districts)
	South Cascade District	Willamette National Forest (Middle Fork and McKenzie Ranger Districts)
	Southwest Oregon District	Rogue River-Siskiyou National Forest Medford BLM District Roseburg BLM District
	Western Lane District	Coos Bay BLM District
Northwest Oregon Area	Molalla District	Mt. Hood National Forest (Clackamas and Zigzag Ranger Districts)
	North Cascade District	Mt Hood (Clackamas Ranger District) Willamette National Forest (Detroit Ranger District)
	Tillamook District	Siuslaw National Forest
	West Oregon District	Siuslaw National Forest

** Two additional districts, the Northwest Oregon District and the Walker Range FPA, do not have any federal land management units associated with them and are not included in this table.*

Economic impact

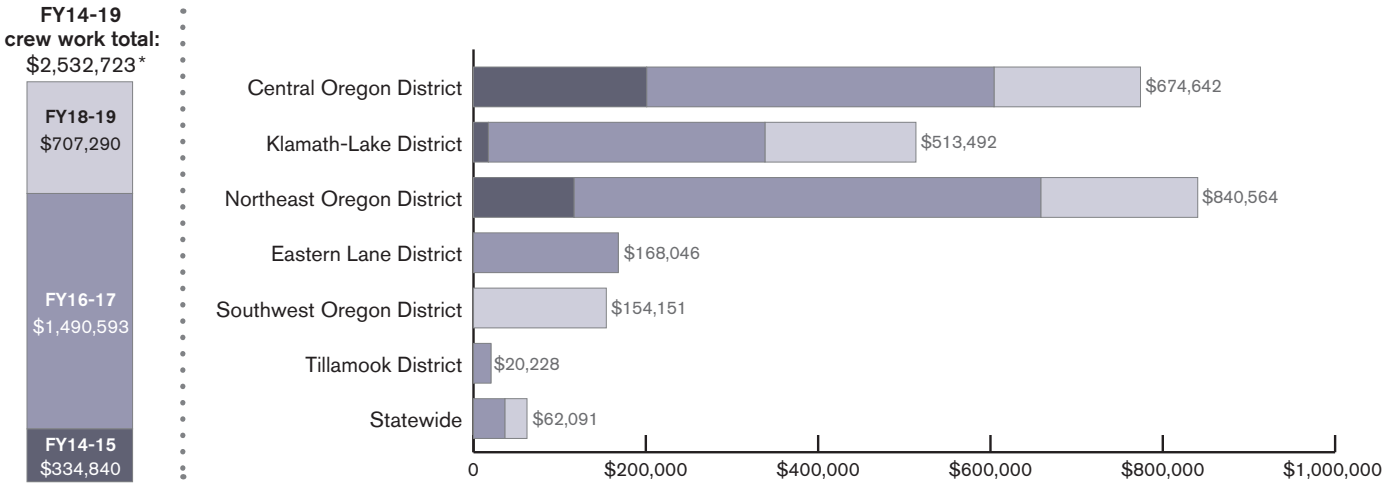
Crew work investments have contributed an average of $0.6 million in GDP and 6.9 jobs per year for all six years of the FFR Program. Estimated economic impacts varied across years, proportional to investments in FFR crew work (Table 5, below).

On-the-ground impact

The structure and intent of FFR crews was to help fill gaps on a variety of restoration projects as needed. Therefore, crews may have worked on a project for just a few hours or for months, and not all crew work was tracked at the project level. Here we report some of the on-the-ground accomplishments of crews, acknowledging there are many others not included here:

- **FY14-15:** Pre-sale layout work covering 12.5 million board feet of sales; 2,300 acres; and four project areas on three national forests.
- **FY16-17:** Pre-sale layout work covering 285 million board feet of sales on eight national forests and one BLM district. Crews also supported sale prep work for the first timber sale authorized under the Good Neighbor Authority (GNA) in Oregon (Paddock Butte timber sale on the Fremont-Winema National Forest).
- **FY18-19**: Pre-sale assistance and sale layout of at least 7,650 acres, sale administration of at least 1,200 acres, and work on restoration projects and timber sales completed under GNA. Additional work focused on reducing fire risk in the wildland-urban interface and surveying stands to identify areas that require thinning of merchantable timber. Crews in prior program years focused on large contiguous projects, but in FY18-19 crews were frequently used to fill many smaller gaps in projects as needed.

Figure 6 Crew work expenditures by ODF District, FY14-19



** An additional $20,000 was allocated in the FY18-19 biennium, but was not yet allocated to a particular land management unit at the time of publication*

Table 5 Average annual crew work investments and estimated economic impacts, FY14-FY19

Biennium	Fiscal year	Expenditures per year	GDP per year	Jobs per year
FY 14-15	FY 14	$167,420	$230,122	2.7
	FY 15	$167,420	$230,122	2.7
FY 16-17	FY 16	$715,620	$983,633	11.5
	FY 17	$790,134	$1,086,026	12.7
FY 18-19	FY 18	$251,423	$340,547	4.2
	FY 19	$440,706	$594,140	7.4

Stakeholder perspectives

Interviewees described several important aspects of the FFR crew funds:

- **Interviewees thought that FFR crew work had contributed to reduced fire risk, improved forest health, and economic benefit in select project areas**. Federal agency interviewees described how they could not have laid out and treated as much ground without field assistance from FFR crews.
- **The flexibility of FFR crews helped fill critical capacity gaps at federal agencies**. FFR crews provided agencies with the option to request a trained workforce on short notice and when needed.
- **Crew work supported stable and trained workforces**. For example, interviewees thought that FFR crews provided stable jobs in rural communities. They also thought FFR crews facilitated greater retention among seasonal ODF employees, which they said was an ongoing issue with fire suppression crews. They described how crews provided opportunities to transition seasonal ODF employees into full-time positions. Interviewees noted that on a standard ODF crew, skills would be focused primarily on fire suppression, but FFR crew members were trained for a broad variety of skills related to fuels treatment, prescribed burning, timber sale prep and administration, and surveys.
- **FFR crews were critical for launching many new Good Neighbor Authority projects**. Interviewees explained that federal contracting processes can be lengthy, and that sometimes GNA agreements were not finalized during the short work window during which projects must get started. They felt that FFR crews bridged that gap because they allowed work on-the-ground to begin using FFR Program funds until federal resources were available through finalized GNA agreements.
- **Challenges existed around the administration of FFR crews and turnover, especially during fire season**. Interviewees explained that hiring, processing timesheets, and scheduling was complex for administrators, especially because crew members frequently changed employee status. They also described a need for crew assistance during fire season (June through September) when most FFR Program crews and staff members were unavailable because they were fighting fire.
- **It may be more expensive to complete work using FFR crews compared to crews contracted through private businesses**. Interviewees noted that it is important for the FFR Program to highlight that these crews can complete work without developing a separate contract which can offset the seemingly higher per-acre cost of using FFR crews compared to contract crews.

Stakeholder suggestions for future crew work investments

- Improve job stability for crew members (through longer field seasons, year-round positions) to increase employee retention.
- Consider scaling up FFR crew work to meet the available workload.
- Clearly articulate the added value of having flexible and consistent FFR crews to complete work on federal forestlands.
- Use FFR crews to conduct prescribed burns for maintaining landscapes where initial restoration work was completed.

Technical Assistance and Science Support

> *"We have enormous challenges across the state in terms of how fire suppression and forest management have left the forests in the state in a vulnerable position....[and this will] require huge investment in research and capacity that allows each community to address it in their own way, and use local science…. The solutions vary. That's why this type of [TASS] investment is necessary."*

Technical Assistance and Science Support (TASS) investments funded a wide variety of applied science research and technical efforts. These efforts helped forest collaborative groups build capacity and agreement about how they would like to see national forestlands managed. TASS funds were typically awarded to regional or statewide intermediary organizations or researchers who assisted collaborative groups. Applied science projects completed with TASS funds have included efforts such as:

- Fire history analyses
- Wildlife science syntheses
- Local workforce assessments
- Water balance analyses
- Historical photo analysis
- Pre- and post-treatment monitoring
- Watershed restoration action plans
- Multiparty monitoring plans
- Developing NEPA templates
- Virtual boundary assessments

The FFR Program also invested funds in efforts to improve the technical and organizational capacities of Oregon's collaborative groups by providing TASS awards to organizations that support collaboratives with:

- Outreach and communication
- Social media campaigns
- Statewide and local workshops
- Collaborative group facilitation
- Needs assessments
- Work plan development for collaborative groups

During FY14-17, technical assistance providers proposed work plans to the FFR Program directly; however, the process for awarding TASS funds was revised for the FY18-19 biennium. In FY18-19 TASS providers applied in conjunction with individual collaborative groups and ODF selected recipients in a competitive process. A full list of TASS investments is available in Appendix D.

Investment

$1.6 million of FFR Program funds (15 percent of FFR Program investments to date) have been invested in TASS, an average of $0.3 million per year. Partners have provided an additional $0.2 million in documented matching funds or in-kind contributions for TASS-supported projects.

The $1.6 million invested through TASS have supported providers to perform work on all 11 national forests in Oregon and one BLM district (Figure 7, below). TASS investments have declined statewide in each subsequent biennium. Around one third of the TASS funds over the program's six years were invested in statewide efforts, which included work such as needs assessments, workshops, communication and messaging support, and statewide monitoring.

TASS support has been awarded to 17 organizations (Figure 8, page 17). All organizations were based in Oregon or the contracted work was focused in Oregon. The recipients that received the greatest proportion of TASS funding were The Nature Conservancy and Sustainable Northwest.

Economic impact

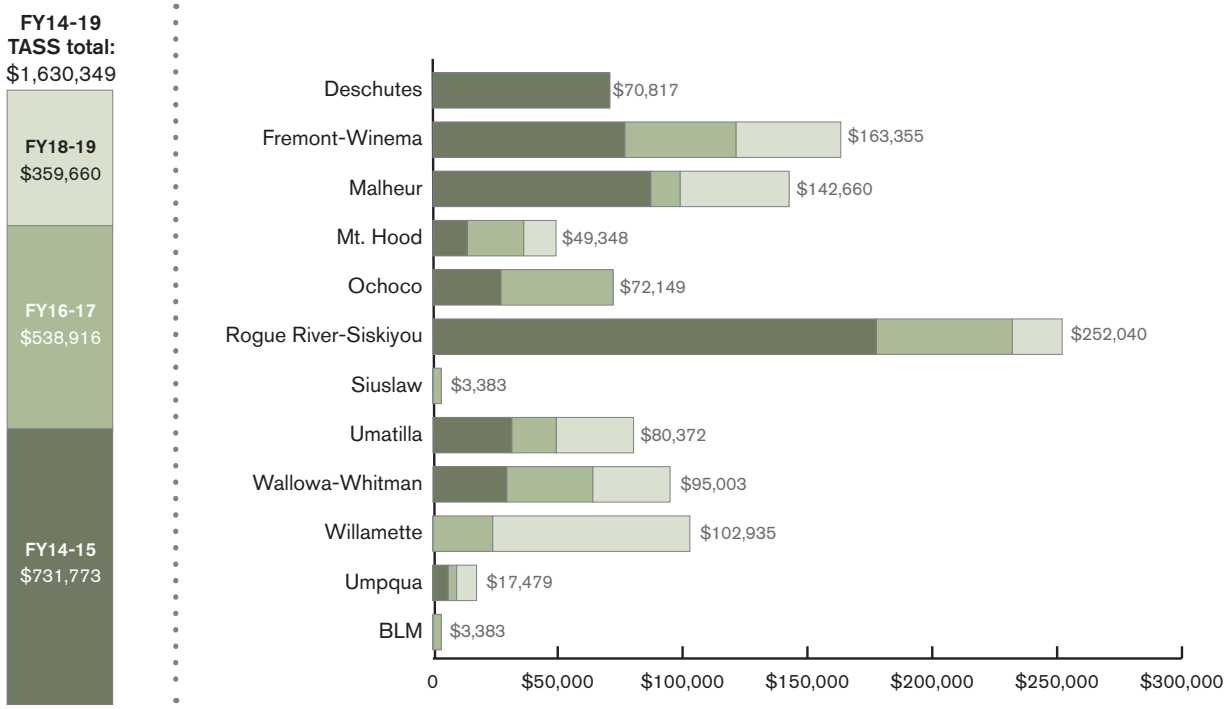
TASS investments have contributed an average of $0.4 million in GDP and 4.8 jobs per year. The economic impacts of these investments varied between years (Table 6, page 17).

On-the-ground impact

TASS funds have supported many diverse projects. Descriptions of TASS work completed in FY14-15 and FY16-17 are available in previous monitoring reports.[6] Some examples include:

- **21 applied research projects** that gathered and synthesized data to share with collaborative groups to inform decision making, synthesize existing science, and address management questions. Topics ranged from: aquatic species, northern goshawk, aspen, and dry forest restoration science; fire and landscape histories; sustainable recreation; human ecology mapping; contractor capacity; and collaborative assessments.

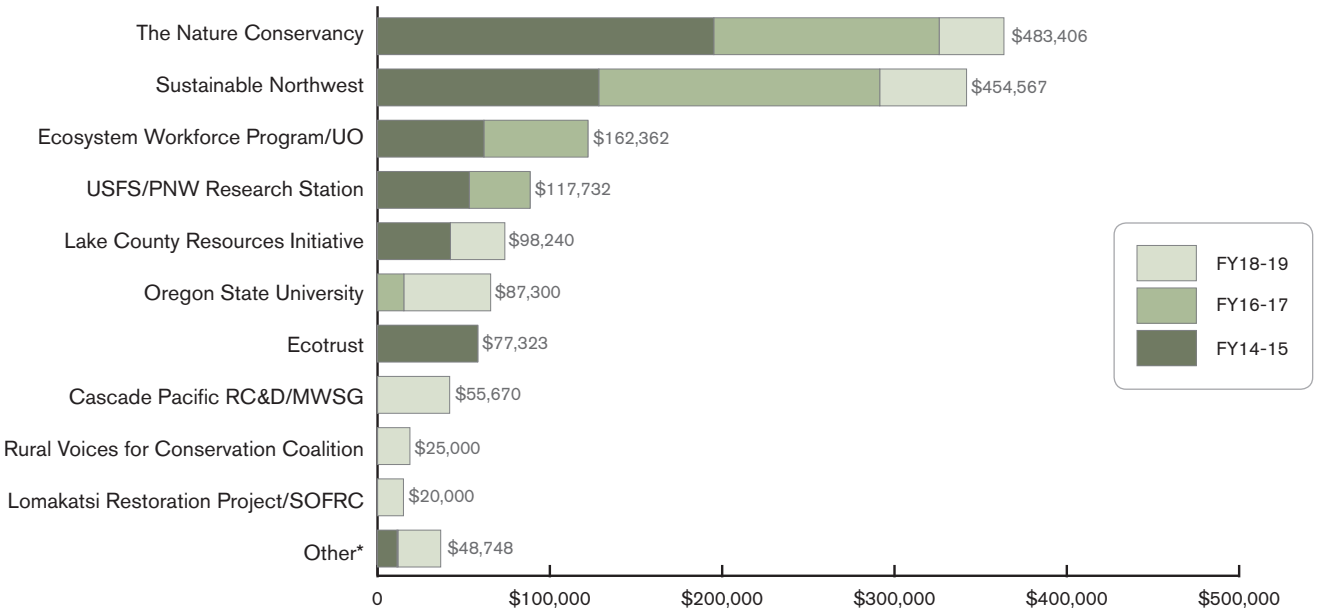
Figure 7 TASS investments by federal land management unit, FY14-19*



* *In addition to investments allocated at the federal land management unit level, $577,425 of TASS investements were made at the statewide level (FY14-15: $211,110; FY16-17: $274,315; FY18-19: $92,000).*

- **Six workshops**, including
  - Four annual state- or region-wide forest collaborative workshops
  - Managing Eastside Moist-Mixed Conifer Forests Workshop
  - Forest Restoration Implementation Efficiencies Workshop
- **11 outreach and communication efforts**, both at the statewide level, and for individual forests or groups of forests. Efforts included social media campaigns, dissemination of workshop results, and website and communications upgrades for collaborative groups.
- **Development of monitoring ecological or social-economic monitoring protocols and/or action plans** for at least four collaborative groups or forests.
- **Training and facilitation** for collaborative groups, including educational and capacity-building trainings, and facilitation of collaborative meetings.

Figure 8 TASS funds received by each technical assistance provider, FY14-19



** Including: FY14-15: $5K Mamut Consulting, $5K Oregon Consensus, $5K Wasco County; FY15-17: $748 National Forest Foundation; FY18-19: $13K The Mazamas, $12K Wallowa Resources, $8K Metzler Media/SURCP.*

Table 6 Average annual TASS investments and estimated economic impacts, FY14–FY19

Biennium	Fiscal year	Expenditures per year	GDP per year	Jobs per year
FY14-15	FY 14	$13,283	$19,695	0.3
	FY 15	$690,929	$874,045	12.4
FY16-17	FY 16	$126,201	$149,516	2.1
	FY 17	$440,182	$612,959	7.9
FY18-19	FY 18	$90,773	$118,771	1.6
	FY 19	$268,980	$374,486	4.7

Stakeholder perspectives

Interviewees described several important aspects of the FFR Program's TASS investments:

- **TASS investments allowed collaborative groups to generate or access scientific information that helped them reach agreement**. Interviewees explained that original research conducted with TASS funding was especially meaningful to collaborative groups because co-creation of research helped the groups feel ownership and investment.
- **TASS investments helped collaborative groups mature and succeed** by funding staff, meeting facilitation, development of organizational infrastructure and processes, and collaboration training.
- **Concerns existed about the transparency and fairness of the TASS application and selection process.** Some interviewees described a lack of clarity about the overall goal and investment strategy of TASS awards; others expressed procedural concerns, such as not understanding how or when to apply, or who they could contact to discuss questions. Some interviewees expressed concern about the lack of external reviewers of TASS proposals, and the recurring awards made to select organizations without open solicitation.
- **There was a perceived lack of accessible information about TASS investments and outcomes.** Interviewees suggested that a public-facing website, publications about work products, and quantitative monitoring of outcomes were necessary, and a concern that some investments may not have meaningfully addressed the most urgent needs for on-the-ground restoration work.
- **Stakeholders had varied visions of the appropriate scope and scale of TASS awards.** Some reported that the FFR Program should prioritize grassroots science driven by collaborative groups' requests. Others expressed concern that a too-narrow focus on the needs of individual collaborative groups would not strategically address broader or statewide needs.

Stakeholder suggestions for future TASS investments

- Increase transparency and equitability of the TASS application and selection process by:
  - Convening a science advisory committee with external representatives to develop an overarching strategy for TASS investments and criteria for funding.
  - Developing a formal proposal process with an open solicitation period, funding criteria and metrics, and an external review panel to select proposals for funding.
  - Increasing communication about the application and awards processes.
- Develop systems to collect and report specific on-the-ground outcome data to understand the impacts of TASS investments. Consider having site visits with TASS providers or more specific reporting metrics.
- Explore ways to allow TASS awards to roll-over into subsequent biennia to allow organizations longer timeframes to implement research or capacity building projects.

Collaborative Capacity Grants

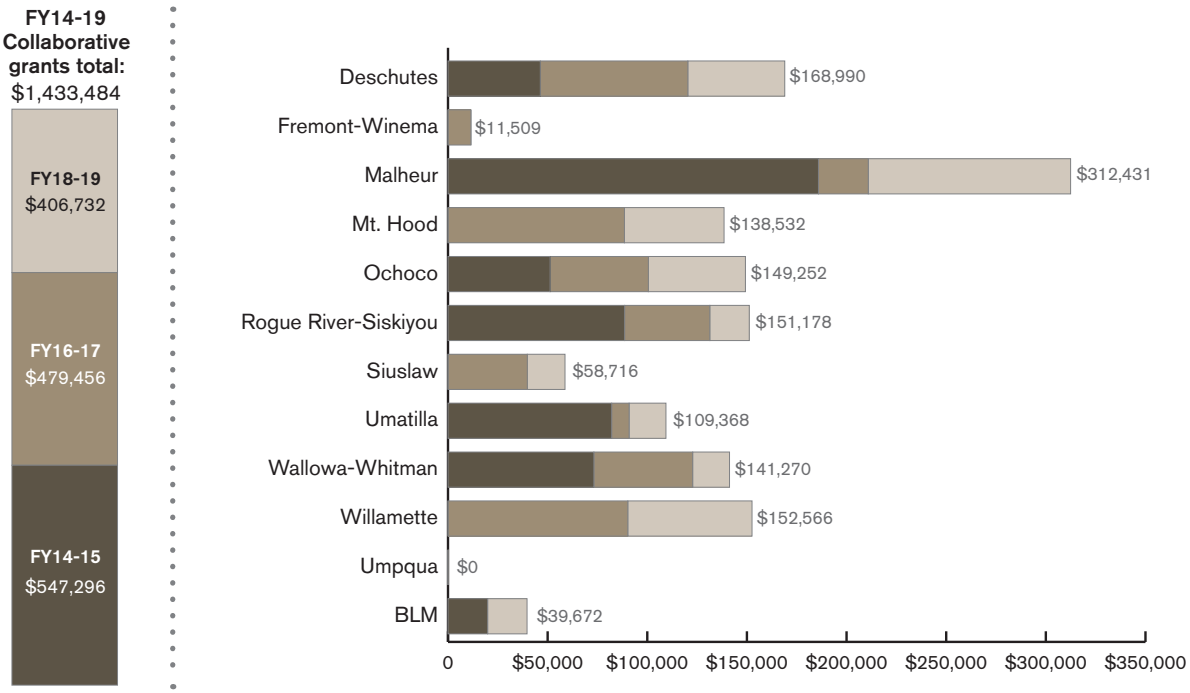
> *"If collaboration is really important to social acceptance of active management of forest restoration, [then] our state funding is one of the primary ways that collaboratives keep their lights on, keep doing their work year to year."*

Collaborative Capacity Grants ("collaborative grants") have supported forest collaborative groups in efforts to build agreement about the scope and scale of planned restoration activities they would like federal agencies to implement. Collaborative grants also supported monitoring, outreach, science engagement, and mapping done by collaborative groups in support of building agreement. A complete list of collaborative grants is available in Appendix E and additional detail about the economic and other impacts of collaborative grants is available in a separate working paper.[7]

Investment

$1.4 million of FFR Program funds (14 percent of FFR Program investments to date) have been invested in collaborative grants, an average of $238,914 per year. Grants have been made to 21 collaborative groups engaged on ten national forests and one BLM district (see Figure 9, below). Partners provided an additional $2.5 million in documented matching funds or in-kind support to projects supported by collaborative grants.

Figure 9 Collaborative Capacity Grants by federal land management unit, FY14-19



Economic impact

Collaborative grants have contributed an average of $0.8 million in GDP and 10.9 jobs per year (see Table 7, below). These impacts are calculated for the grant funds themselves, not on-the-ground work that collaboratives may have supported. This includes spending of grant dollars on staff and contractor wages, materials and supplies for collaborative organization, travel, and other expenses related to operating collaboratives.

Collaborative grants directly supported collaboratives in contributing to the planning of 73 completed and 12 in-progress timber sales. These timber sales resulted in 565 million board feet of volume, $25.5 million in sale value, and an average of $68 million in labor income and 1,019 jobs per year between calendar years 2014-2018.

On-the-ground impact

TASS funds have supported many diverse projects. Descriptions of TASS work completed in FY14-15 and FY16-17 are available in previous monitoring reports.[7] Some examples include:

- **Creation and support of collaborative venues.** FFR Program collaborative capacity grants directly supported the creation of four new forest collaborative groups between 2015 and 2017: Smith/Umpqua Dunes Stewardship Group, Oregon Dunes Restoration Collaborative, Southern Willamette Forest Collaborative, and Wasco County Forest Collaborative. Together, the areas of focus or boundaries for these groups covered about 1.8 million acres of national forest and adjacent private lands in western Oregon and the Cascades. The grants helped provide these new venues for sustained stakeholder engagement in areas that previously lacked durable collaborative groups. Collaborative grants also provided key early support to other collaboratives that helped to develop their operation.
- **Project planning and analysis contributions by collaboratives on nearly 1.9 million acres of federal forestland across ten national forests and one BLM district.** Of these acres, 836,525 were planning areas or other types of "projects" for which a NEPA decision was made by March 2019; and 1,039,740 acres were actively being collaborated on but were still under analysis.
- **Creation of zones of agreement for landscape-level issues or developed restoration principles** in four collaboratives; others worked towards developing these or focused on project-level recommendations.
- **Monitoring 67,207 acres of implemented projects on federal land** with FFRP support.
- **Convening a regional biomass summit** that attracted over 100 participants to examine examples of successful biomass utilization in support of restoration and barriers.

Stakeholder perspectives

Interviewees described several important aspects of the FFR Program's support for collaborative groups:

- **The FFR Program has played a key role in establishing and maintaining collaborative groups in Oregon.** Interviewees recognized that some groups formed or expanded their work with resources from the FFR Program, and that collaborative grants have been a primary source of baseline, "keep-the-lights-on" funding that provides necessary stability.

Table 7 Average annual Collaborative Capacity Grant investments and estimated economic impacts, FY14-FY19

Biennium	Fiscal year	Expenditures per year	GDP per year	Jobs per year
FY 14-15	FY 14	$53,774	$210,296	3.0
	FY 15	$361,293	$1,464,378	20.0
FY 16-17	FY 16	$229,211	$602,407	8.2
	FY 17	$284,720	$907,962	12.4
FY 18-19	FY 18	$186,442	$640,809	8.9
	FY 19	$318,045	$923,163	13.0

- **Collaborative grants allowed collaborative groups to meet regularly and develop agreements that interviewees thought contributed to an increase in NEPA decisions, acreage for implementation, and economic activity and jobs in rural communities.**
- **Collaborative grants helped strengthen the relationship between ODF and communities.** Interviewees explained that receiving collaborative grants made them feel supported by the state of Oregon. The participation of FFR staff in collaborative groups further served to build trusting relationships between ODF and collaborative groups. ODF's involvement with collaborative groups provided the agency with greater opportunity to engage with the public and shape federal forestland management.
- **There were concerns about the clarity of the collaborative grant application process.** The process changed throughout the six years of the FFR Program, and some interviewees were unable to clearly distinguish the differences between TASS and collaborative grants. Some thought the program's definition of "collaborative" was too narrow. Others questioned the appropriateness of competitive grants when some collaborative groups were further along in development than others. There was concern that the program rewarded more mature groups at the expense of younger groups that could have used support in order to mature. Other interviewees thought the recent structural changes to the grant program had been positive. In particular, interviewees reported that the shift toward explicitly funding the development of Zones of Agreement had made the grant program more defensible and definable.
- **The meaning of "pace and scale" and possibilities for achieving it varied by national forest and forest types.** Some aspects such as planning area sizes or timeframes for planning were not within the control of collaboratives.

Stakeholder suggestions for future Collaborative Capacity Grants

- Develop systems to collect and report more specific on-the-ground outcome data to understand the impacts of collaborative grant investments. Consider having site visits with grantees or more specific grant reporting metrics.
- Expand the eligibility to include all-lands partnerships. Consider providing micro-grants to a wider variety of groups.
- Retain discretionary funding to address emergent needs.
- Help collaborative groups develop the capacity to become more financially self-sustaining.
- disburse larger grant amounts over longer spending periods to increase administrative efficiency for collaborative groups.

Federal Forest Restoration Program staff

> *"Every forest is unique in culture and needs. Something that's a bottleneck on one forest may not be on another. That's the value of the FFR coordinators -- they are on the pulse of what's needed at each forest. It has worked really well."*

Federal Forest Restoration Program staff facilitate FFR Program-related work and liaise between collaborative groups, agencies, and communities. When the program launched in FY14, it was coordinated by existing ODF staff and there were no dedicated FFR Program staff. Funds were first allocated to dedicated FFR Program staff starting in FY16.

Investment

$1.0 million of FFR Program funds (10 percent of FFR Program investments to date) have been invested in staff. These investments were made only during the FY16-17 and FY18-19 biennia as there were no staff in FY14-15. During FY16-19, an average of $260,046 per year were invested in FFR Program staff, which supported work statewide as well as on all 11 national forests and one BLM district in Oregon (Figure 10, below).

Economic impact

FFR staff investments contributed an average of $0.3 million in GDP and 4.4 jobs per year during the four years the investments were made. Jobs and GDP per year varied with expenditure levels between years (Table 8, page 23).

On-the-ground impact

FFR staff investments have included supporting the following:

- **FY16-17:** Hiring three full-time Regional Coordinators to manage on-the-ground operations in Northeast Oregon, the Klamath-Lake District, and Central Oregon District. A fourth FFR staff position provided both program support in Salem and half-time Coordinator duties in western Oregon, with primary focus on the Willamette National Forest.
- **FY18-19:** Adding a full-time Program Lead and a full-time FFR Coordinator to cover the Southern Oregon Area. The FFR Program also began partially supporting a GNA Forester and a GNA Timber Sale Mentor/Evaluator.[8]

Figure 10 FFR Program staff investments by federal land management unit, FY16-19

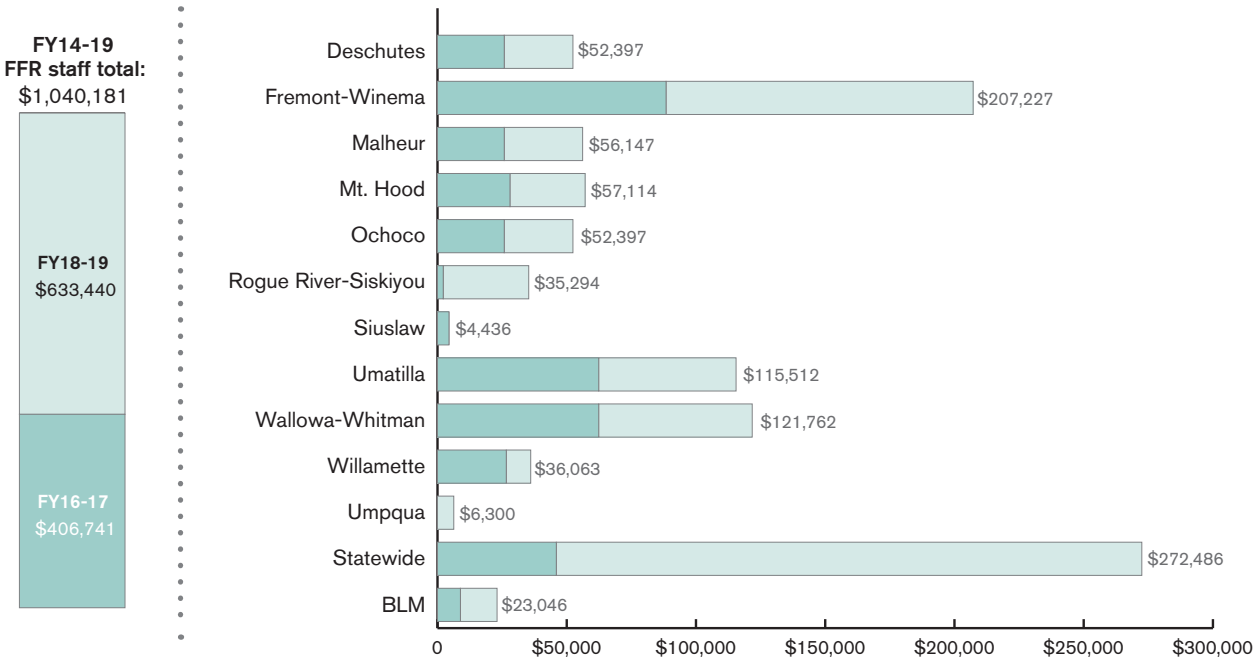


Table 8 Average annual FFR Program staff investments and estimated economic impacts, FY14-FY19

Biennium	Fiscal year	Expenditures per year	GDP per year	Jobs per year
FY 14-15	FY 14	$0	$0	0.0
	FY 15	$0	$0	0.0
FY 16-17	FY 16	$154,818	$209,858	2.6
	FY 17	$251,921	$340,388	4.2
FY 18-19	FY 18	$304,220	$406,245	5.3
	FY 19	$329,220	$440,608	5.7

Stakeholder perspectives

Interviewees described several important aspects of the FFR staff investments:

- **FFR staff built trusting relationships with the Forest Service and collaborative groups.** Interviewees described how FFR staff were flexible, enthusiastic, creative, and contributed to significant on-the-ground impacts by bringing additional capacity and specialized skill sets. Interviewees thought the placement of dedicated FFR Regional Coordinators in strategic locations throughout the state helped address local needs.
- **FFR staff had too-limited capacity in target locations, at specific times of year, and to address specific work types.** For example, interviewees reported that it would be beneficial to add staff in the Willamette Valley to plan and implement GNA projects, and in the Central Oregon District to plan and implement noncommercial restoration work. Interviewees also described disruptions when FFR staff had to leave during fire seasons.
- **There is a need for additional administrative support for the FFR Program** to track expenditures, agreements, and project outcomes. Some interviewees noted another need for funding to support FFR staff working directly with state forest staff.
- **Internal challenges existed with hiring and maintaining staff.** Interviewees reported that adding state staff was difficult and time-consuming, that internal staffing structures within the program sometimes made chains-of-command confusing, and that the limited-duration status of some FFR employees contributed to staff turnover.
- **Some interviewees wanted more transparency regarding FFR staff's roles and accomplishments.** Some interviewees expressed that they would like to have a better understanding of the job responsibilities held by FFR staff and a greater understanding of the impact of these investments.

Stakeholder suggestions for future FFR Program staff funds

- Invest in start-up costs for additional GNA staff whose positions would eventually be partially or completely sustained by revenue from GNA timber sales.
- Adjust reporting structures so ODF field personnel report to a single supervisor.
- Retain some non-fire FFR staff who are responsible for advancing projects during fire season.
- Communicate with stakeholders regarding FFR staff's roles, responsibilities, and accomplishments.

Project management

Project management funds allow for administrative support, training, stakeholder input processes, and program monitoring and evaluation for the FFR Program. A full list of project management expenditures is available in Appendix F.

Investment

$800,000 of FFR Program funds (8 percent of FFR Program investments to date) have been invested in project management, an average of $134,989 per year. Investments were made for office and administrative expenses as well as to service providers (Figure 11, below).

Economic impact

Project management investments contributed an average of $0.2 million in GDP and 2 jobs per year (Table 9, below).

On-the-ground impact

Primary outcomes that have resulted from project management investments have included:

- Monitoring reports by the Ecosystem Workforce Program at the University of Oregon and Oregon State University.
- Staffing the Federal Forest Working Group, a state-level forum for diverse stakeholders to provide input on barriers and proposed solutions for restoration of federal lands (investment primarily made during FY14-15 and FY16-17).
- Administration of the Collaborative Capacity Grant program by the Oregon Watershed Enhancement Board.
- Procurement of contracts and agreements to support all of the program's funding areas (i.e., timber sale contracts, contract NEPA services, TASS agreements).

Figure 11 Project management funds received by each service provider, FY14-19

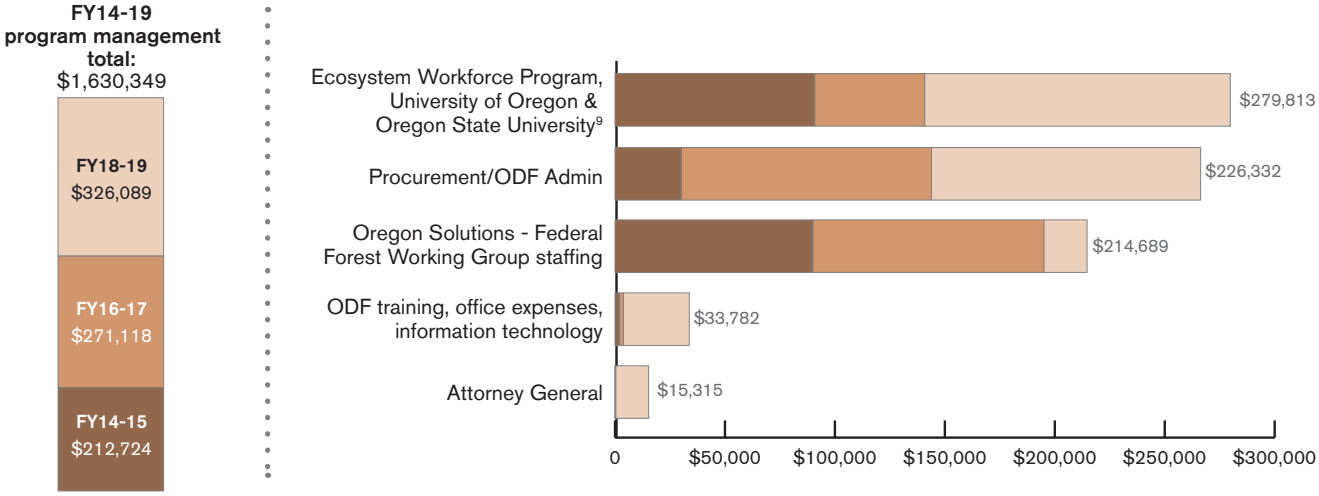


Table 9 Average annual project management investments and estimated economic impacts, FY14-FY19

Biennium	Fiscal year	Expenditures per year	GDP per year	Jobs per year
FY 14-15	FY 14	$106,362	$129,026	1.5
	FY 15	$106,362	$129,026	1.5
FY 16-17	FY 16	$135,559	$171,553	2.0
	FY 17	$135,559	$171,553	2.0
FY 18-19	FY 18	$163,045	$205,145	2.5
	FY 19	$163,045	$205,145	2.5

Stakeholder perspectives

Interviewees described several important aspects of the FFR Program project management:

- **Fiscal management and financial oversight of the program was improving, but was still not adequate.** Interviewees recognized the complexity but suggested that there were capacity gaps in billing, financial tracking, and administration at both the local and statewide level. They also recognized that this monitoring report and the efforts involved to solicit stakeholder feedback were positive steps toward addressing this need.
- **Dissatisfaction existed with the depth and frequency of publicly-available information about the program's inputs, outputs, and outcomes.** Interviewees felt that previous monitoring reports did not always provide specific or detailed-enough information to be useful. Interviewees discussed the challenge of selecting meaningful and quantifiable monitoring metrics that characterize the additive value of the program, especially when different stakeholders valued different aspects of the program.
- **Varied perspectives about the diminishing activity of the Federal Forest Working Group.** Interviewees described the need for the group to dissolve after it had largely fulfilled its original purpose of working to implement the state of Oregon Board of Forestry's recommendations for expanding management of federal forestlands through collaboration with the state. However, some interviewees lamented the loss of the FFWG as a channel for key stakeholders to stay informed and engaged in the Federal Forest Restoration Program. They reported that the recent Good Neighbor Authority public meetings facilitated by ODF were an important way for stakeholders to stay engaged.

Stakeholder suggestions for future project management funds

Interviewees made suggestions about how they thought project management funds should be invested in the future. In particular, interviewees recommended to:

- Increase and improve public outreach and communication about the FFR Program as a whole, especially through a website that contains information about project expenditures and outcomes.
- Consider developing an investment strategy, including possible strategic investments zones that provides overarching guidance on the program's direction. Some interviewees suggested modeling it from other strategies (e.g., Washington State's 20-year Forest Health Strategic Plan).[10]

Additive value of the Federal Forest Restoration Program

In this study, we attempted to characterize what has been accomplished under the Federal Forest Restoration Program that would not have otherwise occurred. Lawmakers and stakeholders have expressed interest in understanding the additive value of the FFR Program, yet it remains challenging to characterize the program's unique contributions. This is particularly the case because work performed under the FFR Program often consists of filling in or completing components of federal projects, which makes it interconnected with larger, collaborative, inter-agency accomplishments. In the following section, we report on key findings from 56 interviews with FFR Program staff, federal partners, grant recipients, and other engaged stakeholders after asking the question, *"What do you think has been accomplished because of the FFR Program that otherwise would not have been accomplished?"*

Interviewees broadly expressed the importance of documenting the additive value of Oregon's investments in federal forest restoration. They noted that they thought there was political urgency to report more quantitative, tangible outputs from the program such as acres treated, timber volume harvested, and economic impacts like jobs and GDP. However, many of these same interviewees also reported that they thought the greatest value of the FFR Program was in the "intangible" benefits it created, such as stronger partnerships, collaboration, social change within agencies and communities, and leveraging of additional resources. Interviewees also thought that quantifying the program's additive value was further complicated by differences in stakeholders' values, as individuals differed in what they thought were meaningful accomplishments of the program.

Below we outline some key themes about the "tangible" and "intangible" additive impacts of the FFR Program that emerged during interviews with stakeholders.

Perceived "tangible" impacts

> *"One of the common denominators among the national forests around the state that have grown their programs is assistance from the state. It's critical for us to get work done."*

Outcome 1: Perceived increases in NEPA-ready acres

Interviewees thought the FFR Program increased the number of NEPA-ready acres by: reducing planning bottlenecks, expanding the size of projects, developing more efficient NEPA analysis processes, and taking on new projects through contract NEPA. Interviewees explained that NEPA processes are delayed when federal agencies do not have the capacity to quickly complete heritage, botany, wildlife, or other surveys or exams. These delays create bottlenecks in the planning process. The FFR Program contracts out or completes this work to speed up NEPA timelines, allowing federal partners to take on additional projects sooner. Interviewees also reported that support from the FFR Program allowed federal agencies to increase the size of some NEPA analyses, which allowed federal land managers to plan more acres overall. Obtaining data for larger projects can be difficult, and the FFR Program helps to address that challenge. Interviewees also thought that the FFR Program helped create efficiencies through technological advancements in data collection, the use of new planning tools such as categorical exclusions, and taking advantage of ODF contracting mechanisms. Interviewees further noted that through contract NEPA, the FFR Program completed entire NEPA analyses for projects that federal land management units otherwise would not have completed. Although contract NEPA is still new, it was also anticipated to be faster and more streamlined than Forest Service NEPA processes in the future.

Perceived reduced litigation of planned projects. Interviewees explained how collaborative grants supported forums for diverse stakeholders to develop social license and make recommendations to the Forest Service. TASS investments further strengthened collaborative efforts by resolving underlying questions so stakeholders could reach agreement. Interviewees thought these efforts created conditions in which federal partners could successfully plan and implement work that stakeholders are in alignment with, and potentially reduce litigation.

Outcome 2: Perceived increases in restoration project implementation

Some interviewees thought that more on-the-ground work had been completed on federal forestlands than the Forest Service otherwise would have been able to accomplish. Interviewees described how support from the FFR Program helped federal land management units prepare and administer timber sales that would not otherwise have happened. They also explained how the program supported layout and implementation of non-commercial hazardous fuels reduction projects that federal agencies would not have had the capacity to complete. Interviewees reported that accomplishing more on-the-ground work had benefited Oregonians, ODF, and federal agencies. Some benefits mentioned by interviewees included:

- **Reduced risk of hazardous wildfire.** Interviewees believed the statewide need for hazardous fuels reduction surpassed the scale of this program; however, some pointed to important examples of how the FFR Program had made a difference in select project areas. Interviewees also linked the reduction in hazardous wildfire risk with potential improvements in community safety, air quality, and public health.
- **Leveraging of additional financial resources for state-federal partnership work in Oregon.** Interviewees noted that FFR Program investments had leveraged additional federal resources, in some cases being matched by federal funds and timber resources coming directly from the national forests. Interviewees described how the partnership between the state and federal agencies increased capacity and resources to complete non-commercial work through programs and authorities like the Good Neighbor Authority. They explained how revenue generated from GNA timber sales administered by ODF were reinvested in restoration work on the forest, essentially opening a new revenue stream for program work.
- **Increased economic activity and job creation.** Interviewees also thought that the program had resulted in timber products being sold sooner, which they thought helped sustain product flows to the timber industry and create economic activity not captured in estimates from the expenditures invested.
- **Helping to meet federal timber targets.** Federal and state agency staff and stakeholders alike all reported that the FFR Program helped federal agencies meet their timber sale targets. Interviewees saw tremendous value in this for the Forest Service; they also noted how it supported ODF's goals of employee retention and greater forest resilience.
- **Helping the Forest Service fill capacity gaps.** Interviewees also explained how the FFR Program helped the Forest Service release existing federal resources that they otherwise would not have the ability to spend because of a lack of contracting capacity. For example, the FFR Program was able to use GNA agreements to help utilize Knutson-Vandenberg (K-V) funds to accomplish restoration and rehabilitation projects in timber sale units after harvests were completed.

Perceived "intangible" impacts

> *"As we enter this shared stewardship era, having this [federal] relationship with the state is hugely beneficial. Instead of starting from square one, we are well on the path of getting more done effectively together. [This] leaves us well-positioned to take that work on and show the rest of the nation what is possible in terms of coordination"*

Outcome 1: Strengthened interagency cooperation

Interviewees reported that the FFR Program had strengthened the cooperative relationship between the Forest Service and ODF. They described how the program improved communication, increased trust, and benefited both agencies by getting more work done on federal lands while retaining state employees.

Interviewees also noted that the strengthened partnerships stemming from cooperative work seemed to have created a cultural shift in the agencies. They described how younger generations of agency employees at both agencies had grown accustomed to federal-state partnership work being the standard way to operate.

Interviewees described many benefits of this strengthened inter-agency cooperation, including:

- **More effective cross-boundary decision making during emergencies.** Interviewees explained how stronger day-to-day cooperation had made it easier to work cooperatively during urgent situations in which decisions and actions need to be made quickly (i.e., wildfire or insect and disease outbreaks).
- **Efficiency in resource expenditures.** Interviewees explained how their partnership has led to better coordination of resource expenditures as well as the ability to take advantage of the strengths of each agency. For example, interviewees noted that ODF can offer specialized equipment, nimble contracting, and experience administering timber sales that generate revenue.
- **Interagency exchange and mutual learning between agencies.** Interviewees from ODF and the Forest Service agreed that they had gained valuable knowledge and experience by working with people from the other agency. They expressed that prior to deepening their partnerships they had little understanding of how the other agency operated.
- **More creative problem solving.** Interviewees explained how the partnership increased creativity in problem solving. The agencies were able to dialogue more effectively and bring new perspectives regarding each others' decisions, sometimes revealing opportunities that had been overlooked.
- **Reduced risk of litigation.** Interviewees explained how improved cross-agency coordination and increased community support helped agencies face public scrutiny. They explained how supportive partnerships made federal and state agencies more able and willing to implement novel solutions.
- **Morale improvements.** Finally, interviewees explained how this work had improved morale, which was valuable because they felt the workload sometimes outpaced capacity to accomplish work.

Outcome 2: Contributed to the successful launch of GNA work in Oregon

Interviewees reported that the relationships built between ODF, the Forest Service, and BLM through the FFR Program established the foundation for the successful launch of Good Neighbor Authority projects in Oregon. In addition, they described how the FFR Program contributed "start-up" investments that enabled GNA work to begin sooner on some projects. These funds were especially valuable when forests were faced with long wait times to finalize federal agreements or when there was a risk that project revenue would not cover project costs. Interviewees explained that GNA work on some forests was trending towards greater self-sufficiency in financing, but that large upfront contributions and smaller continued in-

vestments by the state were necessary to run a successful GNA program on any forest. Interviewees also explained that they thought some forests, especially dry forests on the east side of Oregon, would always need significant external financial resources to implement GNA projects because the timber values are insufficient to fund the needed non-commercial restoration work.

Outcome 3: Broader stakeholder involvement in forest management processes

Interviewees also noted how the FFR Program had created and deepened opportunities for diverse stakeholders to influence federal forest management in Oregon. This increase in public involvement was seen as mutually beneficial for state and federal agencies, and for the general public. Interviewees explained how the FFR Program's investments in collaborative groups had led to the involvement of new and different stakeholders in federal forestland management. They also explained that state investments demonstrated to federal agencies that the state was interested in and attentive to management decisions being made on federal lands, and that they thought financial investment enabled ODF to influence federal priorities. They also noted how the involvement of ODF had increased public trust in federal forest management.

Outcome 4: Broadened and strengthened ODF roles and relationships in the state

Interviewees noted that the goals and objectives of the FFR Program departed from ODF's traditional role in the state. They reported that the program represented an expansion of the breadth and scope of the agency's work and perhaps the beginning of a cultural shift within the agency. They explained how the FFR Program expanded ODF's focus on fire suppression, timber production from State Forest lands, and private lands work, to other types of work such as prescribed burning and non-commercial fuels work. Interviewees also noted that the FFR Program had allowed ODF to build more open relationships and partnerships with a broader group of stakeholders, such as the environmental community and industry.

Interviewees further explained how the FFR Program had benefitted ODF by increasing employee retention, growing the workforce, and broadening the skillsets of their field crew members.

Concerns about the Federal Forest Restoration Program

Although interviewees generally reported that the FFR Program had made positive contributions to federal forestland management in Oregon, many interviewees expressed concern about the underlying need for the program. Some interviewees questioned whether the FFR Program addressed the deeper problem for forest restoration work in Oregon, which they saw as understaffed, underfunded federal agencies. Others said they knew of other stakeholders who feared the FFR Program was an avenue for local stakeholders to try to assume control over federal resources.

Some interviewees also noted that FFR Program seemed to replicate similar previous efforts that had been discontinued, and they feared that there would be inefficiencies if the FFR Program lost support from the legislature. Although interviewees expressed doubts about the program, they still generally wanted a consistent, clear, and impactful partnership program that focused on achieving on-the-ground restoration.

Conclusion

This report summarizes the investments in federal forestland restoration made by the state of Oregon through the Federal Forest Restoration Program over the six-year span since it was established. It also presents select economic and on-the-ground outcomes stemming from those investments. The overall goal of the FFR Program is to accelerate the pace, scale and quality of forest restoration to increase the resilience of Oregon's federal forests, in a manner that leverages collaborative efforts and contributes to the long-term vitality of regional economies and rural communities. Quantitative and qualitative data in this report demonstrate that the $10.6 million invested through the program and the $4.0 million in matching contributions by partners have made meaningful contributions toward this goal.

This report suggests that the value of the FFR Program can be understood in both "tangible" on-the-ground outcomes, as well as more "intangible" outcomes that are harder to measure, such as strengthening relationships and collaboration, and identifying ways to make restoration plan-

ning and implementation more efficient. One of the greatest benefits of the program according to stakeholders interviewed was the flexible way the state's resources were used to fill gaps in staffing or funding at federal agencies. This flexibility enabled on-the-ground restoration work to progress on federal forestlands in Oregon even when federal contracts, funds, or staff were not yet finalized or available due to long contracting processes or limited resources.

Perhaps one of the greatest benefits of the FFR Program yet to be fully realized is that the program created both the structure and relationships that are key precursors for increasing state-federal partnership work. In 2018, the Forest Service announced a new "Shared Stewardship" strategy,[11] in which they would work closely with states across the country to identify and implement priority restoration work on federal lands. Other states grappled with how to implement this change; in Oregon, state-federal partnership work was already strong and underway. Work under the GNA was implemented quickly in Oregon after it was authorized. State resources allocated to GNA work through Oregon Legislature House Bill 4118 and funneled through the FFR Program structure further accelerated implementation. As of May 2019, the Forest Service and BLM had entered into more than 30 GNA agreements with the Oregon Department of Forestry and Oregon Department of Fish and Wildlife.[12] The increasing use of GNA and OR HB4118 represent an evolution in how state-federal collaborative restoration work is funded and an important step toward mobilizing additional capacity to manage federal forestlands in Oregon. GNA further presents an opportunity to use the value of federal timber resources to increase restoration work in Oregon.

The FFR Program has evolved over time and stakeholder interviews suggested that the program could be further adapted to address stakeholder and restoration needs. Key feedback from stakeholders included that there is a need for greater strategic planning and targeted investments within the program. Interviewees expressed urgency to link state investments to on-the-ground restoration outcomes, and they offered suggestions for how to focus the program's work, such as investing in priority landscapes, or developing a long-term strategic plan. They also expressed a desire for more outreach and communication about the program's strategy and progress. Nearly all participants recognized there is great potential and need for state-federal partnership work to grow in Oregon, especially through GNA, in order to address Oregon's forest restoration needs; however, interviewees also cautioned the program to grow at a pace that did not exceed their ability to build capacity within state agencies.

In this time of diminishing federal agency budgets, the FFR Program is a key element for accomplishing more restoration work in Oregon than federal agencies would be able to accomplish on their own. The economic outcomes, on-the-ground accomplishments, and stakeholder perspectives we present here highlight some of the additional impacts that the state's investments generated. In some cases, the FFR Program's work is purely additive, meaning that the program completed work that the Forest Service or BLM did not have on their work plans. More often, however, the FFR Program's investments were more complementary or multiplicative. The program completed portions of work that were burdensome for federal agencies to accomplish, but that the state could complete sooner or more efficiently. By creating a structure for the state and federal agencies to take advantage of the strengths and expertise of each agency, the FFR Program has increased and accelerated on-the-ground outcomes, leveraged additional resources, and built a foundation on which state-federal partnership work can grow.

Endnotes

1 Oregon's fiscal year begins July 1 and ends June 30. FY14, for example, spans July 2013–June 2014.

2 This total includes both regular FFR Program budget funds as well as $400,000 in supplemental funds designated through Oregon Legislature House Bill 4118 to be used in conjunction with FFR Program funding to advance cross-boundary restoration work completed under the Good Neighbor Authority.

3 Salerno, J., H. Huber-Stearns, K. Jacobson, A. Ellison, and C. Moseley. 2017. Monitoring Oregon's Investments in the Federal Forest Restoration Program. Ecosystem Workforce Program, University of Oregon.Working Paper #78. Available at https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/WP_78.pdf

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Salerno, J., H. Huber-Stearns, and C. Moseley. 2017. Oregon's Federal Forest Restoration Program. Ecosystem Workforce Program, University of Oregon. Fact Sheet #12. https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/FS_12.pdf.

Santo, A., H. Huber-Stearns, A. Ellison, Policy Analysis Group at University of Idaho, A. Rhodewalt, and E.J. Davis. 2019. Oregon's Federal Forest Restoration Program: FY 2014–2019 Cumulative Accomplishments. Ecosystem Workforce Program, University of Oregon. Fact Sheet #15. https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/FS_15.pdf.

Santo, A., H. Huber-Stearns, A. Ellison, Z. Koutnik, and E.J. Davis. 2019. Federal Forest Restoration Program Use of the Good Neighbor Authority: 2016–2018 activities and outcomes. Ecosystem Workforce Program, University of Oregon. Fact Sheet #16. https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/FS_16.pdf.

White, E., E.J. Davis, D. Bennett, and C. Moseley. 2015. Monitoring of Outcomes From Oregon's Federal Forest Health Program. Ecosystem Workforce Program, University of Oregon. Working Paper #57. Available at https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/WP_57.pdf.

4 GNA was authorized in the 2014 Farm Bill and allows federal and state agencies to work in partnership to implement watershed and forest management activities on federal lands. It further enables federal agencies to purchase restoration services from state agencies using the value of wood products captured through timber sales administered by the state.

5 Documented in-kind investments include $4.0 million from federal and local government partners, collaborative group members, NGOs, foundations, and other partners; however, in-kind contributions were undocumented for many FFR Program investments. Additional contributions may not be captured here.

6 Salerno, J., H. Huber-Stearns, K. Jacobson, A. Ellison, and C. Moseley. 2017. Monitoring Oregon's Investments in the Federal Forest Restoration Program. Ecosystem Workforce Program, University of Oregon.Working Paper #78. Available at https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/WP_78.pdf.

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7 Davis, E.J., A. Santo, and E. M. White. 2019. Collaborative Capacity and Outcomes from Oregon's Federal Forest Restoration Program. Ecosystem Workforce Program, University of Oregon. Working Paper #92. https://ewp.uoregon.edu/sites/ewp.uoregon.edu/ files/WP_92.pdf.

8 GNA Foresters and GNA Timber Sale Mentor/Evaluator are ODF employees whose salaries are primarily provided by the USFS through GNA agreements. Partial funding by ODF allows these individuals to participate in activities that federal funding cannot support, such as attending forest collaborative meetings.

9 $40K was designated to EWP at Oregon State University for monitoring collaborative capacity grants and examining collaborative funding sources. $100K went to EWP at University of Oregon, $40K of which was subcontracted to the University of Idaho to conduct economic analyses.

10 Details about Washington's 20-year Forest Health Strategic Plan are available at https://www.dnr.wa.gov/ForestHealthPlan.

11 https://www.fs.fed.us/sites/default/files/toward-shared-stewardship.pdf.

12 Santo, A., H. Huber-Stearns, A. Ellison, Z. Koutnik, and E.J. Davis. 2019. Federal Forest Restoration Program Use of the Good Neighbor Authority: 2016–2018 activities and outcomes. Ecosystem Workforce Program, University of Oregon. Fact Sheet #16. https://ewp.uoregon.edu/sites/ewp.uoregon.edu/files/FS_16.pdf.

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Ecosystem Workforce Program

Oregon State University

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Policy Analysis Group