

The Financial Picture of Oregon's Forest Collaboratives

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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>.

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Executive summary

Over the past two decades, there has been a rise in organized “forest collaborative” groups of multiple stakeholders meeting regularly for dialogue about forest management priorities on a given area of national forest land. The Forest Service, state agencies, communities, and others have placed significant expectations on collaboratives such as increased social agreement about forest management, and concomitant ecological and economic outcomes. As expectations of forest collaboratives have grown, two primary grant programs have emerged to support them: Collaborative Capacity grants from Oregon’s Federal Forest Restoration Program (FFRP) and Forest Service Region 6 Community Capacity and Land Stewardship (CCLS) program grants administered by the National Forest Foundation. These funders and others who work with forest collaboratives increasingly require updated information about how groups use funds and their future needs. In addition, there are limited formal opportunities for collaboratives to develop knowledge about and benefit from the financial picture of their peers. At the request of the Oregon Department of Forestry, which administers the FFRP, we undertook this study to address questions of sources of collaborative fund-

ing, diversity of sources, match leveraged, and collaborative preferences for future grant offerings. We gathered information about 23 collaboratives in Oregon that have received FFRP or CCLS funding between 2013–2018 using grant documentation and information requests to collaborative coordinators.

Summary of findings:

- The 23 studied forest collaboratives in Oregon have utilized a total of 16 different sources of direct funding totaling just over \$4.1 million from 2013–2018.
- The FFRP provided the most funding at just under \$1.5 million, which composed 36 percent of the total funds to collaboratives and supported 20 of 23 of the studied groups.
- The second-largest funder by dollar amount was the US Forest Service through appropriated dollars, retained receipts, the Collaborative Forest Landscape Restoration Program, the National Fire Plan, and the Pacific Northwest Research Station. The third was Resource Advisory Committees administering Title II Secure Rural Schools funds, and the fourth the CCLS Program.

- Eighteen groups or sets of groups from all three regions in the state have used the FFRP for 50 percent or more of their funding. Three of these groups have used only FFRP funding in the study time period and were 100 percent dependent on the FFRP and matching resources to operate their collaborative. Three individual groups have not received any FFRP funding. Several open-ended responses described the FFRP as the most important funding source for their collaborative.
- There is significant disparity in total funding (for the period 2013–2018) acquired per group or set of groups, ranging from \$944,122 to \$18,040 with an average of \$188,694. Only one individual group and one set of five groups had funds exceeding a total of \$400,000; and four other individual groups exceeded \$200,000. Nineteen of the studied groups or sets of groups have operated from 2013–2018 with less than \$200,000. Half of those had a total of less than \$90,000, and most of those were from the west side.
- The annual average funding that a collaborative had per year was \$37,253. No groups had more than \$200,000, and seven had less than an average of \$10,000 per year.
- Collaboratives most broadly used their direct funding for facilitation and coordination activities. They indicated that funding for these activities was “somewhat difficult” to obtain, but it is an allowable cost for several of the top sources of funding.
- Eight groups or sets of groups reported experiencing a period when they did not have funding for their group, and relied on partner support or reduced their meetings and activities as a result.
- The 23 studied collaboratives leveraged a total of just under \$3 million of in-kind match from 2013–2018, primarily from public and non-profit sector entities. The US Forest Service provided a reported nearly \$1.3 million and contributed to 18 individual groups. Accumulated collaborative participants provided nearly \$800,000 for 12 individual groups. In-kind match is likely underreported.
- The number of in-kind match sources per group ranged from 12 to zero, with a median of five. Two individual groups had 12 sources; one of these groups was on the west side and one on the east side. Nine groups or sets of groups had three or fewer sources, and six of these were

on the west side. For total amounts of in-kind match leveraged by group, total amounts per group or set of groups for the study period of 2013–2018 ranged from a high of \$725,688 to a low of \$0, with an average of \$142,070. Five individual groups had acquired \$200,000 or more in in-kind match. All of these were on the east side.

Summary of discussion and considerations

Our primary finding was that the amount and diversity of funding and match sources varied significantly by collaborative group or set of groups. More examination would be needed to ascertain reasons why, such as age, experience, alignment with funder goals, momentum, or other factors. This also poses questions of appropriate expectations of groups proportional to the time they have existed, and the amount and diversity of funding that they have been able to marshal. In addition, even those groups with larger amounts of funding were operating on less than \$1 million in total for a five-year period. It is not clear if all of collaboratives’ needs are met by this current scope and scale of funding, and if gains in collaborative outcomes would be possible with increased and diversified investment.

Given these findings, some possible directions for collaborative leaders, partners, and funders may include:

- Developing or expanding funding opportunities that are flexible or tailored to different collaborative characteristics.
- Providing meaningful and well-structured training, peer learning, and funder networking opportunities for collaboratives to diversify their fundraising sources.
- Identifying strategic, coordinated approaches to grant offerings between major sources in order to allow groups to use multiple funding sources more effectively and efficiently.
- Creating opportunities for multiple collaboratives to jointly seek funding or support that encourage their cooperation, not competition.



Background and purpose of report

Over the past two decades, collaborative approaches to managing federal forestlands have proliferated in the state of Oregon. Prominent among them are organized “forest collaborative” groups of multiple stakeholders that meet on a regular basis for dialogue about forest management priorities on a given area of national forest land. These groups vary, but typically focus on exploring participant values, available science, and US Forest Service management parameters through facilitated discussion; and develop statements of input for the agency to consider as it makes and implements decisions. Although there is no official definition of what constitutes a “collaborative,” some sources suggest there are over 25 groups currently active on all national forests in Oregon.¹ The Forest Service, state agencies, communities, and others have placed significant expectations on collaboratives. These include increased social agreement about forest management strategies, and concomitant ecological and economic outcomes as collaborative projects are accomplished.

As expectations of forest collaboratives have grown, two primary grant programs have emerged

to support them: Collaborative Capacity grants from Oregon Department of Forestry’s Federal Forest Restoration Program (FFRP) and administered by the Oregon Watershed Enhancement Board (OWEB), and Forest Service Region 6 Community Capacity and Land Stewardship (CCLS) program grants administered by the National Forest Foundation (NFF). These funders and others who provide resources to forest collaboratives increasingly require updated information about how groups use funds and their future needs. In addition, there are limited formal opportunities for collaboratives to develop knowledge about and benefit from the financial picture of their peers. At the request of the Oregon Department of Forestry, which administers the FFRP, we undertook this study to address questions related to sources of collaborative funding, diversity of sources, in-kind match contributions leveraged, and collaborative preferences for future grant offerings. Despite some limitations in available data, this report documents current trends in forest collaborative funding and provides some reflections for future research and practice. It is also intended to be a resource for forest collaborative groups.

Approach

This report reviews the sources and uses of income for forest collaborative groups in Oregon from 2013 to the end of 2018. Information was acquired and organized in several stages. We:

- Downloaded all available grant documentation for Oregon's Federal Forest Restoration Program grants from the Oregon Watershed Enhancement Board Grant Management System (OGMS).
- Requested all available documentation for grants awarded to forest collaborative groups in Oregon through the Community Capacity and Land Stewardship Program from the National Forest Foundation; received selected information and files from program officer.
- Reviewed and organized files to create a spreadsheet for each collaborative or group of collaboratives that were sponsored/coordinated by a single organization, with all attainable information about amounts of grant and matching funds, uses of funds, and other activities based on grant documents.
- Identified 17 organizations that sponsored/coordinated forest collaboratives or were collaboratives themselves that had received funding from the FFRP or CCLS program during 2013–2018, representing a total of 23 collaboratives (see Table 1, below).

Table 1 Entities studied for this report and level of data acquired from each

Group	Entity providing information for report	Completed Qualtrics questions	Provided additional information or confirmed financial spreadsheet
Blue Mountains Forest Partners	Blue Mountains Forest Partners	Yes	Yes
Clackamas Stewardship Partners	Facilitator (independent)	Yes	Yes
Deschutes Forest Collaborative Project	Central Oregon Intergovernmental Council	Yes	Yes
Harney County Restoration Collaborative	High Desert Partnership	Yes	Yes
Hood River Stewardship Crew	Hood River Soil and Water Conservation District	Yes	Yes
Josephine County Stewardship Group	Group by this name inactive	No	No
Lakeview Stewardship Group	Lake County Resources Initiative	Yes	Yes
McKenzie Watershed Stewardship Group	Cascade Pacific RC&D	Yes	Yes
North Santiam Forest Collaborative	Group by this name inactive	No	No
Ochoco Forest Restoration Collaborative	Central Oregon Intergovernmental Council	Yes	Yes
South Santiam All Lands Collaborative	Group by this name inactive	Yes	No
Southern Oregon Forest Restoration Collaborative	Southern Oregon Forest Restoration Collaborative	Yes	Yes
Stewardship groups on the Siuslaw: Hebo, Alsea, Marys River, Siuslaw, Smith River and Dunes (5 groups with one administration)	Cascade Pacific RC&D	Yes	Yes
South Umpqua Rural Community Partnership	South Umpqua Rural Community Partnership	Yes	Yes
Umatilla Forest Collaborative Group	Wallowa Resources	Yes	No
Southern Willamette Forest Collaborative	Facilitator (independent)	Yes	Yes
Wasco County Forest Collaborative	Facilitator (Sustainable Northwest)	Yes	Yes
Wild Rivers Coast Forest Collaborative	Facilitator (Sustainable Northwest)	Yes	No
Wallowa-Whitman Forest Collaborative	Wallowa Resources	Yes	No

- Provided the spreadsheet for each collaborative to the organization that leads it, requesting any revisions or additions.
- Asked each respondent to complete 11 additional questions through Qualtrics, an online data gathering program for which Oregon State University has a license.
- Compiled all data in a master database in Microsoft Excel. Performed basic calculations and analysis including total amounts provided by various grantors; percent that was FFRP-funded; and grouping of collaboratives by similarities such as quantity, type, and diversity of funding and in-kind contributions.
- Some forest collaborative groups are financially intertwined. In this case, we refer to them as “sets of groups” and compare them directly with other independent groups. One set of five groups is fiscally-administered and supported by one entity, therefore they can be only analyzed as one unit. In two other cases, two sets of groups have merged financially and administratively during the study period of 2013–2018, but continue to meet and function otherwise as independent entities.
- This study does not evaluate the activities or outcomes of collaborative groups. It is a descriptive report of funding. The discussion offers areas for future exploration.

Important notes and limitations for data interpretation

There are several important considerations for the context of this study that should be carefully taken into account:

- There is no official definition or arbiter of what constitutes a forest collaborative in Oregon at this time. The groups in this study or identified as collaboratives in other sources may vary in their purpose, structure, activities, and outcomes.
- This report covers 23 individual collaboratives that have received funding from either the FFRP or CCLS program in the time period 2013–2018 and have collaborated on more than one planning area/project on national forest land. There are other entities that may be identified as forest collaboratives in other sources such as the Forest Service Region 6 forest collaboratives directory or the Ecosystem Workforce Program collaboratives map; but since they did not fit these criteria, they were not included here.
- Three groups included in this study are currently not active under the name of their forest collaborative, and are either disbanded or focusing on other activities through another venue.
- Six groups in the study did not provide revisions or confirmation of their financial data. Available data from grant reports is used. Funding and in-kind match numbers may be different than reported here given this gap.
- To protect collaboratives' financial information, specific financial details are not linked to their names. Their general location in the state (east, west, or southern) and their rough age (pre- or post-2010) is provided for some analyses. The date of 2010 is commonly used to distinguish between groups that are older than ten years from the date of this study.
- The data about perceptions of funding and capacity needs was obtained through Qualtrics. Only the current facilitators/coordinators of collaboratives were engaged. Each question received approximately 15 responses. The results therefore are most appropriately considered as qualitative perceptions held by a key informant population that is familiar with financial management of forest collaboratives in Oregon. They should not be treated as quantitative or statistical evidence of the preferences of the larger body of individuals participating in collaboratives.

Findings

Funding sources

The 23 studied forest collaboratives in Oregon utilized a total of 16 different sources of direct funding totaling approximately \$4.1 million from 2013–2018 (see Table 2, below). Oregon's Federal Forest Restoration Program (FFRP) provided the most funding at just under \$1.5 million. FFRP funding composed 36 percent of the total funds to collaboratives, and it has supported 20 of the 23 studied groups. The second-largest funder by dollar amount was the US Forest Service through several different sources. The third was Resource Advisory Committees (RAC) administering Title II Secure Rural Schools funds. The Forest Service Region Six Community Capacity and Land Steward-

ship (CCLS) program administered by the National Forest Foundation has supported 13 of the studied collaboratives and is the fourth-largest source of funding by dollars provided. Other sources include four private foundations and a small number of other sources used by one collaborative each. Each of these funding sources is administered differently and may support different aspects of forest collaboratives' work (see Appendix A, page 17 for more information on each source).

Given the importance of US Forest Service land to the mission of forest collaboratives, we also examined the five types of Forest Service funding provided: appropriated dollars, National Fire Plan, Collaborative Forest Landscape Restoration Pro-

Table 2 Sources of direct funding for forest collaboratives, 2013–2018, by descending order of number of groups funded

Name of entity	Number of individual groups funded (*23 in study)	Total funding provided
Federal Forest Restoration Program—Collaborative Capacity Grants	20	\$1,487,706
Community Capacity and Land Stewardship program	13	\$496,739
US Forest Service—Appropriated dollars	12	\$957,343
Secure Rural Schools Resource Advisory Committee (RAC) Title II funds	8	\$635,592
US Forest Service-- Stewardship contracting retained receipts	5	\$105,238
Oregon Community Foundation	3	\$157,099
Meyer Memorial Trust	3	\$62,440
Bella Vista Foundation	2	\$169,244
US Forest Service —Collaborative Forest Landscape Restoration Program	2	\$164,760
The Ford Family Foundation	2	\$16,500
County government	1	\$60,000
Bureau of Land Management	1	\$48,082
US Endowment for Forestry and Communities	1	\$11,398
Oregon Forest Resources Institute	1	\$10,000
US Forest Service—Pacific Northwest Research Station	1	\$7,200
Oregon Solutions/Portland State University	1	\$4,533
Total funding, 2013-2018		4,116,675

gram, stewardship contacting retained receipts, and the Pacific Northwest Research Station (see Figure 1, below). Although the Forest Service also funds the CCLS Program, this is administered by the National Forest Foundation and partners, and is a distinct program so it is analyzed separately and not included in this total. Twelve individual groups received support from the Forest Service in at least one of these five forms, but the funds were not evenly distributed across groups. Five of these groups were on the same national forest and received almost 50 percent of this total funding.

We also examined reliance of groups or sets of groups on the FFRP by calculating the percent share of total funds that this program provided

to them in 2013–2018 (see Appendix B, Table B.1, page 20). Eighteen groups or sets of groups from all three regions in the state have used the FFRP for 50 percent or more of their funding. Three of these groups have used only FFRP funding in the study time period and were 100 percent dependent on the FFRP and matching resources to operate their collaborative. Three individual groups had not received any FFRP funding; of those, one had applied and was unsuccessful, and two had not applied.

The distribution of FFRP grant funds has varied by region (see Table 3, below). The majority of FFRP funds by dollar amount (61 percent) went to east side collaboratives. Only 11 percent went

Figure 1 Sources of direct funding for forest collaboratives from the US Forest Service, 2013–2018

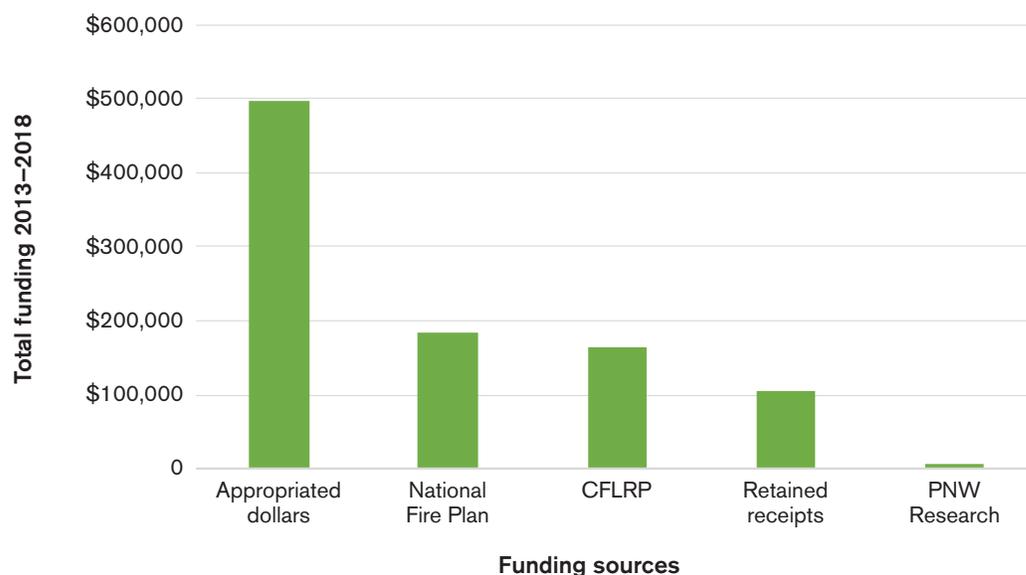


Table 3 Proportion of direct funding provided by the FFRP to forest collaboratives, total for period 2013–2018

Characteristics	Total FFRP funds, 2013–2018	Percent of all FFRP funds, 2013–2018
West side groups	\$410,231	28%
East side groups	\$911,212	61%
Southern Oregon groups	\$166,263	11%
Groups originating in or before 2010	\$776,803	52%
Groups originating after 2010	\$710,903	48%

to southern Oregon groups; however, there are also fewer identified collaborative groups in this area. The FFRP was only applicable to eastern and southern Oregon for its first biennium (2013–2015), so west side groups would not have been eligible at this time; and a few west side groups were not yet created before 2015. Distribution of funds between older and younger groups was fairly even, with approximately half of all funds going to groups originating in or before 2010, and half to those originating since 2010. This study does not explicitly examine why more funding may have accrued to groups dependent on age or location.

When asked, “*What grant or other funding source has been the single most helpful to keeping your group running?*,” 15 respondents provided open-ended responses. Funding sources described were the FFRP (seven responses), RAC Title II funds (five responses), NFF CCLS grants (three responses), the US Forest Service in general (three responses), the Ford Family Foundation (one response), and county government (one response). Additional comments further expressed the importance of federal funds from the Forest Service and RAC Title II:

“[National forest] appropriated funds have been extremely helpful, and largely account for the success of [our groups].”

“We rely on two cost share agreements that the [Forest Service] has with local organizations to provide additional staffing support. This augments our staff capacity. Regarding funding sources, we relied heavily on Title II. We are concerned now that it is no longer available.”

Other comments indicated that combinations of funds were essential. One noted that FFRP and NFF CCLS grants together provided “critical core funding.” Another described how:

“RAC Title II has been the most critical; but Bella Vista, NFF and [FFRP] have been critical complements—i.e., we couldn’t have accomplished the full array of projects/work we’ve undertaken short this suite of funding sources.”

Funding by collaborative

Examining funding by collaborative group shows that total funding acquired per group for the time period 2013–2018 varies significantly (see Figures 2 and 3, page 9, and Table 4, page 10; see also Appendix B, Table B.2, page 21). Some groups have acquired far more funding than others. Totals ranged from \$18,040 to \$944,122, with an average total of \$188,694 for the five years of operation. One individual group and set of groups each had funds exceeding a total of \$400,000 for that five-year period. Sixteen of the studied groups or sets of groups have operated from 2013–2018 with less than \$200,000, and half of those had a total of less than \$90,000. Eight groups operated on a total of less than \$50,000 for the entire period of 2013–2018.

Dividing totals for each group by five for the five-year period is not entirely an accurate way to depict annual operating budgets, as funding availability and needs vary by year. However, it offers an additional perspective on the disparity in the resources between collaborative groups. The top individual group had nearly \$190,000 in average annual funds, while seven individual groups had less than \$10,000. The annual average amount of funding across all collaboratives—or the average amount that a collaborative had in a year—was \$37,253.

We analyzed total funding by collaborative group characteristics of location and age (see Table 5, page 10). Over half of all funding by dollar amount in the period 2013–2018 went to collaboratives on the east side, and 70 percent of all funding went to groups originating in 2010 or prior years. As noted, this may in part reflect how the FFRP was only applicable to eastern and southern Oregon for its first biennium (2013–2015), so west side groups would not have been eligible at this time. It may also reflect differences in the age and number of groups in each region. However, this study does not explicitly assess why more funding may have accrued to groups dependent on age or location.

Figure 2 Total amounts of funding for 2013–2018 by collaborative group or set of groups

Note: Each bar indicates one group or set of groups

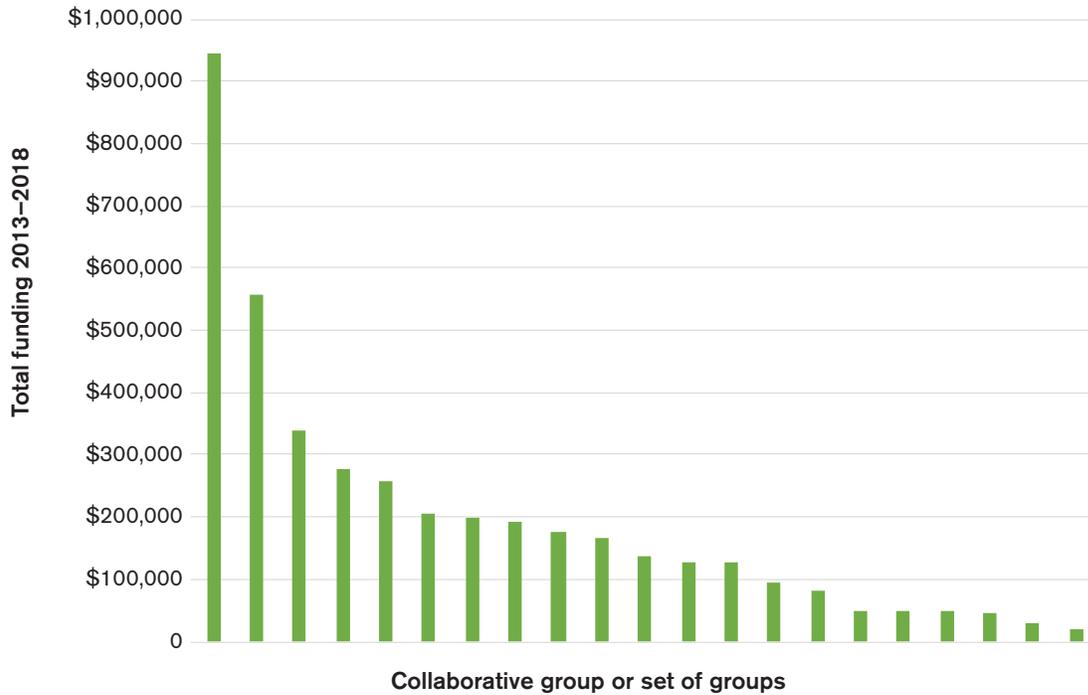


Figure 3 Proportional share of total funding for 2013–2018 by collaborative group or set of groups

Note: each segment indicates one group or set of groups.

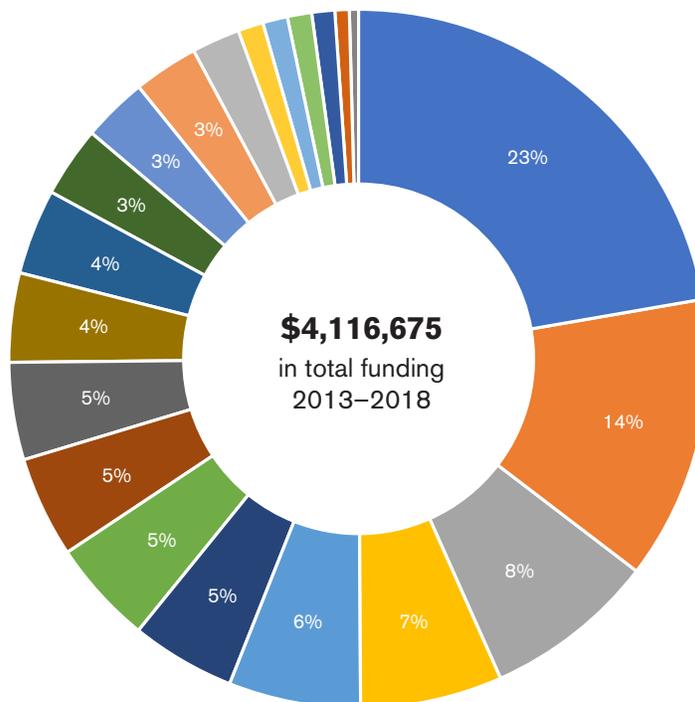


Table 4 Classification of total amounts of funding for forest collaboratives, totaled for 2013–2018 (left hand columns). Classification of annual average funding (right hand columns)

Total funding for 2013–2018	Number of groups or sets of groups in this range	Average total for 2013–2018	Average annual funding for one year	Number of groups or sets of groups in this range	Average of annual average funding for one year
>\$400,000	6	\$750,224	\$200,000–\$100,000	6	\$150,045
\$400,000–\$200,000	4	\$269,762	\$99,999–\$50,000	3	\$58,296
\$199,999–\$90,000	8	\$152,357	\$49,999–\$20,000	8	\$33,224
<\$89,999	8	\$44,117	\$19,999–\$10,000	7	\$17,567
			<\$9,999	2	\$7,765
Average for all groups, 2013-2018		\$188,694	Average for all groups, annually		\$37,253

Table 5 Total funding for forest collaboratives by location and age, 2013–2018

Characteristics	Total funding, 2013–2018	Percent of all funding, 2013–2018
West side groups	\$1,202,316	29%
East side groups	\$2,316,861	56%
Southern Oregon groups	\$597,499	15%
Groups originating in or before 2010	\$2,877,993	70%
Groups originating after 2010	\$1,238,683	30%

Use of funding

Respondents were asked to provide an estimated proportion of how their direct funds were spent supporting their collaborative (see Table 6, page 11). The most common reported use of funds and highest proportion of funds were used for facilitation or coordination. All respondents indicated that they use funds for facilitation or coordination; seven used 75 percent or more of their funds for it, but four used less than 50 percent.

The second most common activity was communications and outreach (eight respondents). Six respondents used funds for technical assistance or science support, monitoring, and strategic planning/organizational development; but these expenses generally represented less than 30 percent of collaboratives'

total spending. Just one respondent reported spending more than half of their resources (80 percent) for monitoring.

Respondents were also asked to rate the difficulty of obtaining direct funds to support each of these activities (see Table 7, page 11). Most reported that obtaining funds for facilitation/coordination and technical assistance or science support was somewhat difficult, rather than very difficult. Funds for communications/outreach and strategic planning/organizational development were also often rated somewhat difficult rather than very difficult to obtain. This likely reflects top-used funding sources including the FFRP, Forest Service funds, NFF CCLS grants, and RAC Title II funds that can be used for these types of costs.

When asked “Have you experienced periods where you did not have any grant or other dedicated funds to support your collaborative?”, eight respondents said yes, and seven said no. Descriptions of what occurred during periods without funding included:

- No funding for earliest stage of development for one year; just an interested group that met and then sought funding.
- Facilitation was provided by a partner.
- Volunteer board of directors paid out of pocket.
- Met fewer times in transition between paid facilitators.
- The fiscal sponsor handled the distribution list and meeting announcements. Forest Service handled notetaking.
- We lost organizational capacity and had a turn-over in our facilitator/coordinator.

Table 6 Responses to question: “From 2013 to present, what is the rough proportion of how you have spent your funds for managing your collaborative?”

Note: respondents provided an estimated percentage

Respondent	Facilitation or coordination	Technical assistance or science support	Monitoring	Communications and outreach	Strategic planning or organizational development	Overhead for fiscal sponsor
1	80%	5%	5%	5%	5%	
2	35%	30%	10%	15%	10%	
3	40%	20%		20%	20%	
4	80%		20%			
5	80%			10%	10%	
6	85%				15%	
7	75%	25%				
8	70%		10%	20%		
9	90%					10%
10	5%	10%	80%	2.5%	2.5%	
11	39%	8%	8%	45%		
12	90%					10%
13	53%		38%	9%		

Table 7 Responses to question: “How difficult has it been to obtain dedicated grant funding for each of these activities?”

Note: numbers are number of respondents

Activity	Very difficult	Somewhat difficult	Not at all difficult	NA or unsure
Facilitation or coordination of the group	3	7	3	2
Technical assistance or science support	3	7	1	4
Monitoring	4	3	2	6
Communications and outreach	3	8	0	4
Strategic planning or organizational development	2	8	2	3

In-kind match sources

In-kind match refers to non-financial contributions to a collaborative group's functioning. It is common for grantors to request written evidence of in-kind matching resources as evidence of the diversity and commitment of participants. Evaluating sources of in-kind match also demonstrates the other resources contributed to collaboratives in addition to direct funding. These contributions typically are staff time from a partner entity, reported in dollars to help quantify their time and commitment. There can be limitations on what types of match partners can provide, depending on their status and regulations that govern them. It is important to note that in-kind match may not be reported consistently across all groups. Amounts reported here likely represent a minimum amount of in-kind match that each group received, but some may have not been reported.

During 2013–2018, the 23 studied collaboratives leveraged a total of at least approximately \$3 million of in-kind match (see Table 8, page 13; see also Appendix C, page 22). Public and non-profit sector entities appeared to provide most of this. The Forest Service (national forest system units such as national forests and ranger districts working with local collaboratives) reported nearly \$1.3 million of in-kind match contributed to 18 individual groups. Collaborative group participants provided nearly \$800,000 to 12 individual groups. It is important to note that details were not available on specifically who these participants were when they were reported as a single category, or if the collaborative coordinator contacted did not supply specific participant names for in-kind. Therefore, some organizations that contribute in-kind to collaboratives are not listed. Fiscal sponsor organizations that offer financial and administrative support to collaboratives also provided over \$276,000 in in-kind match for 14 groups or sets of groups.

We also examined in-kind match by collaborative group (see Appendix C, Table C.1, page 23). As with total funding, amounts of match also varied widely by group. The number of sources per group in to-

tal from the period 2013–2018 ranged from 12 to zero, with a median of five sources. Two individual groups had 12 sources; one of these groups was on the west side and one on the east side. Nine groups or sets of groups had three or fewer sources, and six of these were on the west side. For total amounts of in-kind match leveraged by group, total amounts per group or set of groups for the study period of 2013–2018 ranged from a high of \$725,688 to a low of \$0, with an average of \$142,070. Five individual groups had acquired \$200,000 or more in in-kind match over the entire study period. All of these were on the east side.

Perspectives on funding and capacity needs

We asked respondents to provide feedback on their desires for future funding for forest collaboratives (see Table 9, page 13). Most indicated that design features of grants— flexibility in allowable use of grant funds and longer grant periods—would be very useful. Alignment between the FFRP and NFF grant cycles and directed peer learning with other grantees were also seen as very or somewhat useful. None of the items were viewed by many respondents as not useful.

Respondents also offered open-ended feedback on their needs and perspectives. Common themes included the ongoing need for coordination funding, flexibility, and longer-term funding to prevent turnover and loss of capacity. Detailed responses, which have been lightly edited and paraphrased, describe further:

- Thanks for exploring this issue. Longer-term, consistent, and more flexible funding would be a huge benefit to forest collaborative groups. Current short, small grants result in significant time being committed by the facilitator to securing funding for the position, and reporting against those grants. It's a huge distraction to strategic planning - and long-term thinking. It would be good to have an independent audit/assessment of the various structures for facilitators and the costs of each - so we could get a

Table 8 Sources of in-kind match for forest collaboratives, 2013–2018, by descending order of number of groups supported by each source.

Note: there are likely more groups that have been supported by in-kind match from some types of collaborative participants such as industry or environmental groups, but reporting of lump “collaborative participants” did not allow identification of a specific sector

Reported in-kind match sources	Number of individual groups receiving in-kind match <i>*23 in study</i>	Total amount in-kind match provided
US Forest Service-National Forest System units	18	\$1,299,312
Fiscal sponsor(s)	13	\$ 276,701
Collaborative participants	12	\$ 797,961
Watershed councils	7	\$37,699
Oregon State University	6	\$77,544
County governments	6	\$41,637
The Nature Conservancy	5	\$124,675
Sustainable Northwest	5	\$41,660
City governments	3	\$28,252
Environmental organizations	4	\$6,450
Soil and Water Conservation Districts	3	\$16,196
Private industry and contractors	2	\$6,500
Partner/staff travel and time	2	\$31,820
Facilitators	2	\$27,040
Pacific Northwest Research Station, US Forest Service	2	\$15,300
Youth corps organizations	2	\$11,000
Other universities	2	\$10,350
Oregon Department of Fish and Wildlife	2	\$6,400
17 other sources supporting only one collaborative each	9	\$125,874
Total		\$2,983,471

Table 9 Responses to question: “How useful would the following be in future forest collaborative grant offerings?”

Note: numbers are number of respondents

	Very useful	Somewhat useful	Not at all useful	NA/unsure
Alignment between OWEB FFRP and NFF to stagger grant cycles	7	6	0	2
Longer grant periods	11	2	0	2
Flexibility in allowable use of funds	13	2	0	0
Specific offerings more targeted to certain activities or functions	4	6	2	3
Directed peer learning with other grantees	3	11	0	1
Detailed criteria for grant evaluation	6	6	1	1

better sense of the “market” - and any insights into how to achieve greater efficiency on behalf of the collaboratives.

- From conversations I have had with forest collaboratives and other related groups around the state, it appears grantors are more willing to provide funds to start a group than they are to fund long-term sustaining of the group.
- Thank you for this survey. I think it is critically important to provide capacity support for an organization like ours without undue burdensome requirements based on the merit of our accomplishments. OWEB refuses to give us capacity support. NFF has too little to distribute.
- A summary from this survey document with relevant contacts/deadlines would be handy.
- We have successfully established a cost-share agreement with the Forest Service for annual support. It is helpful, but I think it is time for the FS to step up with more funding. I know the FS helps to fund NFF, and [the CCLS] program has been very helpful to our group, but it would also be helpful if the Forests had discretionary funds to help directly support collaborative partners.
- It would be helpful to have a better understanding of funding streams and how to have cooperative agreements and contracts with USFS. It would also be nice to have capacity funding not tied to projects.
- Since there is significant turnover in collaborative member participation including USFS staff, individuals in paid facilitator roles often provide internal and external continuity. Productivity and partnership development depends upon collaboratives having access to knowledgeable staff that have built successful relationships in their service areas. Part-time contracted facilitators may not have access to benefits and depend on uncertain and uneven funding for their positions, contributing to turnover. Regular core financial support for collaboratives would contribute to productivity and staffing retention as demonstrated in SWCDs and watershed councils.
- It would be useful if there were more opportunities to apply for capacity funds for collaborative related work. We are currently understaffed. If we had a dedicated employee to work on monitoring and collaborative work, our impact would be dramatically increased.
- It is always challenging to find funding to adequately support facilitation and coordination of collaborative groups. There is a push for outcomes and, frequently, a failure to recognize that those outcomes can only be achieved with staff support to organize and coordinate people, information, and actions. The new push by foundations to focus on Diversity, Inclusion, and Equity leaves forest collaborative groups in a lurch given that our approach to DEI is less about ethnicity and socioeconomic and more about diverse perspectives. There is a need for funders who have these DEI requirements to meet with forest collaboratives and other natural resource groups to discuss how we can meet their objectives while also meeting ours. This seems like an opportunity to explore.
- There are limited sources of funding to support facilitation/coordination of forest collaboratives. [The FFRP] has become a critical partner in supporting forest collaboratives in the state. Forest collaboratives remain an essential component of addressing forest health, wildfire, and watershed restoration in Oregon.
- The Washington legislature passed a bill to provide \$25,000 annually to WA forest collaboratives for core organizational support. While there appears to be greater than anticipated spending category restrictions the overall purpose is similar to OWEB's watershed council support grants. It would be interesting to find out how that \$25,000 annual amount was determined.
- I appreciate the roles that property tax levies and council support funding play in helping [watershed councils and SWCDs] focus on their missions rather than worrying about keeping their lights on. I wrote a proposal to help [our group] and other forest collaboratives identify and develop diverse / sustainable resource de-

velopment strategies that lead to financial foundations that support collaborative activities in urban and rural locations. Despite the replication and research potential funding sources have declined to provide funding to date.

- I'd hesitate to draw any general lessons or suggestions from answers to this question about funding needs. Maybe because I think the same collaborative at different times or stages in its existence will answer the same question differently. We have enjoyed consistently robust funding through a variety of sources that concurrently supported our collaborative capacity—staff time and travel and the like—as well as contract work with specialists and researchers to develop zones of agreement complemented by a monitoring program funded with CFL-RP dollars: i.e. we've probably received more money which in turn has facilitated a greater

variety of types of work. I guess my point is that there are some lessons to be gleaned from this that go well beyond just the amount of money a group receives, that should help funders approach this effort more strategically and effectively.

- There have been some grant applications that were not successful: 2 ODF applications, a Rocky Mountain Elk Foundation grant application, and Ford Family foundation. Thanks for doing this work, it is important and much appreciated. One of the things my steering committee brings up annually is that they wish I didn't have to chase funding each year. It's definitely an issue with succession planning and continuity for the organization. If/ when I ever move on it will be hard to find someone when the job offer comes with a contingency that you have to earn the funding.





Discussion and considerations

This study examined the quantities, sources, and uses of grant funding and in-kind match to support forest collaborative groups active on national forest lands in Oregon over a five-year period (2013–2018). The data provided are descriptive of this financial picture, and do not explicitly explain how or why exhibited trends may be evident. However, the findings do suggest some considerations for discussion, and future research and practice.

Our primary finding was that the amount and diversity of funding and match sources varied significantly by collaborative group or set of groups. Depending on the requirements of funding sources, some groups may be more competitive. More examination would be needed to ascertain reasons why, such as age, experience, alignment with funder goals, momentum, or other factors. This also poses a question of appropriate expectations of groups proportional to the time they have existed, and the amount and diversity of funding that they have been able to marshal. In addition, even those groups with larger amounts of funding were operating on less than \$1 million in total for a five-year period. This may not be considered substantial in comparison to the budgets of other similarly-focused organizations, but it is not clear if all collaboratives' needs are met by this current scope and scale of funding, and if gains in collaborative outcomes would be possible with increased and diversified investment.

Given these findings, some possible directions for collaborative leaders, partners, and funders may include:

- Developing or expanding funding opportunities that are flexible or tailored to different collaborative characteristics, such as the phases of their lifespan or their ecological context.
- Providing meaningful and well-structured training, peer learning, and funder networking opportunities for collaboratives to diversify their fundraising sources. For example, groups that have been successful at raising funds from local, non-competitive partners may have suggestions for others who have not. Requiring collaboratives to more transparently share lessons learned in grant reports and disseminating these to a broader network may also help spread important knowledge.
- Identifying strategic, coordinated approaches to grant offerings between major sources like the FFRP and CCLS in order to allow groups to use both these sources more effectively and efficiently.
- Creating opportunities for multiple collaboratives to jointly seek funding or support that encourage their cooperation, not competition.

Appendix A: Description of funding sources for forest collaboratives

In alphabetical order:

Bella Vista Foundation

<https://www.bellavistafoundation.org/program-areas-2/ecosystem-restoration/>

The Bella Vista Foundation's ecosystem restoration program area offers grants to organizations in specific geographic areas in Oregon: the upper Deschutes and upper John Day basins. The collaboratives that have been funded by this entity work in those areas and were supported by a strong nonprofit fiscal sponsor or were a nonprofit of their own. They were all able to prepare strong proposals.

Community Capacity and Land Stewardship program

<https://www.nationalforests.org/grant-programs/ccls>

The Community Capacity and Land Stewardship Program (CCLS) provides funding to increase the capacity of organizations implementing large scale restoration projects that benefit national forests and grasslands. It is funded by the US Forest Service Pacific Northwest Region and Alaska Region, administered by the National Forest Foundation, and coordinated with multiple additional regional leadership partners. The NFF holds one competitive CCLS round for each of the eligible Forest Service regions each year. Organizations may have only one CCLS award open at a time.

County government

The one Oregon collaborative that received funding from county government did so through the county's support for their fiscal sponsor organization, a local nonprofit that provides intermediary service in the county. The decision of a county government to contribute resources to a forest collaborative would rely on the relationships between the forest collaborative and the county and for the county to view the collaborative as a worthwhile investment.

Federal Forest Restoration Program

<https://www.oregon.gov/oweb/grants/Pages/forest-collaboratives.aspx>

The Oregon Department of Forestry's Planning and Partnerships program houses the Federal Forest Restoration Program (FFRP), which supports forest collaboratives and works in partnership to increase the pace, scale, and quality of forest restoration on federal forests. The Oregon Watershed Enhancement Board (OWEB) administers FFRP-funded grants to collaboratives. They are called "Collaborative Capacity Grants" and they are intended to increase restoration efforts on federal forests statewide by enhancing and strengthening the effectiveness of local collaboratives. Grants are awarded through a competitive process in which collaborative groups respond to specific objectives and goals developed collaboratively by OWEB and ODF via a letter of intent and a competitive application.

Meyer Memorial Trust

<https://mmt.org/apply/grant-types>

Meyer Memorial Trust's grantmaking focuses on efforts that align with their mission: to work with and invest in organizations, communities, ideas and efforts that contribute to a flourishing and equitable Oregon. Equity is a foundational component of their investment. A variety of grant types may be applicable to forest collaboratives. The collaboratives that have received Meyer Memorial Trust support were all supported by a strong nonprofit fiscal sponsor or were a nonprofit of their own, and able to prepare strong proposals.

Oregon Community Foundation

<https://www.oregoncf.org/grants-scholarships/grants>

OCF works with individuals, families, businesses, and organizations to create and administer over 2,800 charitable funds. Grant purposes, amounts, and processes vary significantly as a result. Collaboratives that have received support from OCF have done so through the Community Grant Program.

Oregon Forest Resources Institute

<https://www.oregonforests.org/>

In 1991, the Oregon Legislature created the Oregon Forest Resources Institute (OFRI) to enhance collaboration among forest scientists, public agencies, community organizations, conservation groups, and forest landowners; and to provide information and education about forest management. OFRI has supported the public outreach efforts of one forest collaborative with an urban community adjacent to national forestland, and it has not otherwise directly funded forest collaboratives.

Secure Rural Schools Resource Advisory Committee (RAC) Title II funds

<https://www.fs.usda.gov/main/pts/specialprojects/racs>

Secure Rural Schools RACs were established under the "Secure Rural School and Community Self-Determination Act of 2000" (Public Law 106-393) and reauthorized under the "Secure Rural Schools Act and Community Self-Determination Act" (Public Law 115-141). Title II of the Act allows the establishment of resource advisory committees for part of a national forest or for one or more national forests to provide recommendations to the Forest Service on the development and implementation of special projects on federal lands. Collaboratives seeking this support must apply through a competitive process with their local RAC to be considered for funding.

The Ford Family Foundation

<https://www.tfff.org/how-we-work/grants>

The Ford Family Foundation is a private, non-profit foundation in Roseburg. One component of its work is grantmaking to public charities predominantly benefiting communities in rural Oregon and Siskiyou County, CA. They respond to grant requests initiated by a non-profit organization through an online application, or occasionally use a Request for Proposal process to target grants for programs and projects that best support the Foundation's goals. The two collaboratives that have received this funding obtained it for outreach and technical assistance purposes. They built relationships with program staff and developed strong proposals.

US Endowment for Forestry and Communities

<http://www.usendowment.org/>

The U.S. Endowment for Forestry & Communities, Inc. is a non-profit corporation established in 2006, at the request of the governments of the United States and Canada in accordance with the terms of the Softwood Lumber Agreement (SLA) between the two countries. Two Oregon collaboratives that received funding from this source did so through the participation of their fiscal sponsor in the Endowment's "Dry Forest Investment Zone." The Forest Investment Zones initiative was launched in 2009 as a five-year initiative to test the concept that regional collaboration would increase local, forest-based economic success in distressed, forested communities.

US Forest Service, appropriated dollars from local National Forest System Units

National Forest System units (national forests or ranger districts) working directly with their local collaboratives may choose to allocate some of their Congressionally-appropriated budget to a collaborative. The decision to do so is made by local line officers (forest supervisors, district supervisors) in partnership with their collaboratives, and may require Regional Office approval.

Collaborative Forest Landscape Restoration Program

<https://www.fs.fed.us/restoration/CFLRP/>

The CFLRP is a competitive program for collaborative landscape-scale restoration of priority areas that Congress established with Title IV of the Omnibus Public Land Management Act of 2009. Proposals may extend for up to ten years. It may be used to pay for up to 50 percent of the cost of carrying out and monitoring ecological restoration treatments on national forest lands, and costs for planning are not allowed. Three national forests in Oregon currently have designated CFLRP landscapes, and of those, two are using some of these resources for their two forest collaboratives.

National Fire Plan

<https://www.forestsandrangelands.gov/resources/overview/>

The National Fire Plan was developed in August 2000 in response to a severe wildland fire season, and is intended to support effective wildfire response and mitigation of community impacts. A variety of resources have been made available for communities to plan and respond to wildfire, such as community wildfire protection planning (CWPP) funds. One collaborative reported using this source.

Pacific Northwest Research Station

<https://www.fs.fed.us/outernet/pnw/index.shtml>

The Pacific Northwest Research Station is one of several research stations supported by the Forest Service's research branch. It has 11 locations in Oregon and Washington, and over 300 employees. The PNW Station typically provides collaboratives with science support through in-kind partnership with its scientists, but not direct funding. One collaborative reported using this source.

Stewardship contracting retained receipts

https://www.fs.fed.us/restoration/Stewardship_Contracting/overview.shtml

Section 604 (16 USC 6591c) of Public Law 108-148 as amended by Section 8205 of Public Law 113-79, the Agricultural Act of 2014 grants the Forest Service and the Bureau of Land Management permanent authority to enter into stewardship contracts or agreements to achieve land management goals for National Forests or public lands that meet local and rural community needs. A national forest unit must have Regional Office designation to use stewardship authority in their landscape. Excess receipts from timber sales may be applied to restoration projects or other authorized uses such as collaborative monitoring. The decision to do so is made by the local line officers in partnership with the local forest collaboratives, and may require Regional Office approval.



Appendix B: Additional data about funding sources

Table B1 Proportion of funding from FFRP collaborative capacity grants by collaborative, 2013–2018

Collaborative group or set of groups	FFRP funds	Total funds	% FFRP
West side, pre-2010	\$49,759	\$49,759	100%
East side, pre-2010	\$28,088	\$28,088	100%
West side, post-2010	\$44,956	\$44,956	100%
West side, post-2010	\$43,703	\$48,703	90%
West side, post-2010	\$35,117	\$47,617	74%
East side, post-2010	\$82,125	\$127,300	65%
Southern Oregon, pre-2010	\$122,096	\$198,211	62%
East side, post-2010	\$149,252	\$258,743	58%
East side, post-2010	\$114,027	\$204,605	56%
West side, post-2010	\$102,570	\$174,748	59%
West side, combination pre-and post 2010	\$50,000	\$94,500	53%
West side, combination pre-and post 2010	\$84,126	\$556,325	15%
East side, pre-2010	\$168,991	\$337,361	50%
Southern Oregon, post-2010	\$36,167	\$81,167	45%
East side, post-2010	\$52,986	\$138,304	38%
East side, pre-2010	\$81,124	\$278,338	29%
East side, pre-2010	\$234,619	\$944,122	25%
Southern Oregon, pre-2010	\$8,000	\$127,175	6%
Southern Oregon, pre-2010	—	\$190,946	0%
West side, pre-2010	—	\$167,668	0%
West side, post-2010	—	\$18,040	0%

Table B2 Amounts and number of sources of direct funding for forest collaboratives, 2013–2018, by descending order of total dollars per group

Collaborative group or set of groups	# of sources of funding	Total received for 2013–2018	Annual average for one year
East side, pre-2010	7	\$944,122	\$188,824
West side, combination pre-and post 2010	2	\$556,325	\$111,265
East side, pre-2010	5	\$337,361	\$67,472
East side, pre-2010	5	\$278,338	\$55,668
East side, post-2010	3	\$258,743	\$51,749
East side, post-2010	7	\$204,605	\$40,921
Southern Oregon, pre-2010	4	\$198,211	\$39,642
Southern Oregon, pre-2010	2	\$190,946	\$38,189
West side, post-2010	3	\$174,748	\$34,950
West side, pre-2010	4	\$167,668	\$33,534
East side, post-2010	5	\$138,304	\$27,661
East side, post-2010	2	\$127,300	\$25,460
Southern Oregon, pre-2010	4	\$127,175	\$25,435
West side, combination pre-and post 2010	3	\$94,500	\$18,900
Southern Oregon, post-2010	3	\$81,167	\$16,233
West side, pre-2010	1	\$49,759	\$9,952
West side, post-2010	2	\$48,703	\$9,741
West side, post-2010	2	\$47,617	\$9,523
West side, post-2010	1	\$44,956	\$8,991
Southern Oregon, pre-2010	1	\$34,602	\$6,920
East side, pre-2010	1	\$28,088	\$5,618
West side, post-2010	1	\$18,040	\$3,608

Appendix C: Additional information about in-kind match sources

List of all recorded in-kind match sources used, 2013–2018. Inclusion of an entity on this list indicates that they provided recorded in-kind match at least once during this time period and does not necessarily indicate current endorsement or participation in collaborative groups.

In alphabetical order:

Associated Oregon Loggers
BARK
Boise Cascade
Bureau of Land Management
Cascade Pacific Resource Conservation and Development
Cascade Timber Consulting
Cascadia Wildlands
Central Oregon Forest Stewardship Foundation
Central Oregon Intergovernmental Council
City of Oakridge
City of Sweet Home
Collaborative participants
Community Action Program East Central Oregon
Confederated Tribes of Warm Springs
Crook County
Defenders of Wildlife
Deschutes County
Deschutes Fire Learning Network
Donations/reimbursements/interest income/miscellaneous nonprofit income
Eastern Oregon University
Eugene Water and Electric Board
Facilitators
Harney County Court
Harney County Opportunity Team
Harney County School District
High Desert Partnership
Highland Oak Farm LLC
Hood River Soil and Water Conservation District
Inbound LLC
Jim Riggs Community Center
Lake County Resources Initiative
Lane County
Lane Regional Air Protection Agency
Linn County
Malheur Lumber Company
McKenzie River Trust
McKenzie Watershed Council
Middle Fork Willamette Watershed Council
North Fork John Day Watershed Council
Northwest Youth Conservation Corps
Oakridge School District #76
Oregon Community Foundation
Oregon Department of Fish and Wildlife
Oregon Department of Forestry
Oregon State University--College of Forestry
Oregon Wild
Oregon Youth Conservation Corps
Pacific Northwest Research Station, US Forest Service
Partner/staff time and travel
Portland State University
Rock Creek Irrigation District
Roseburg Forestry
Round Prairie Irrigation District
Seneca Sawmill
South Santiam Watershed Council
Sustainable Northwest
Sweet Home Economic Development Group
Teco Testing
The Nature Conservancy
Umpqua Natural Leadership Stem Hub
University of Oregon--Ecosystem Workforce Program
Upper Willamette Soil and Water Conservation District
US Forest Service
Wallowa Resources
Wasco Area Watershed Councils
Wasco County Soil and Water Conservation District
Western Environmental Law Center
Whitewater Forests
Wild Rivers Coast Alliance

Table C1 Amounts and number of sources of in-kind match for forest collaboratives, 2013–2018, by descending order of total dollars per group

Collaborative group or set of groups	# of in-kind sources	Total in-kind funds for 2013–2018
East side, pre-2010	7	\$725,688
East side, pre-2010	4	\$332,873
East side, post-2010	9	\$246,472
East side, pre-2010	7	\$235,606
East side, post-2010	7	\$216,892
Southern Oregon, pre-2010	3	\$163,696
Southern Oregon, pre-2010	2	\$152,808
West side, combination pre-and post 2010, multiple groups	3	\$143,963
West side, post-2010	12	\$141,975
East side, post-2010, multiple groups since 2017	6	\$116,750
East side, post-2010	4	\$92,436
Southern Oregon, post-2010	5	\$90,490
West side, pre-2010	2	\$64,114
East side, pre-2010	12	\$60,048
West side, post-2010	8	\$56,115
West side, post-2010	8	\$42,794
West side, post-2010	6	\$30,608
West side, pre-2010	3	\$29,093
West side, post-2010	2	\$22,550
West side, combination pre-and post 2010, multiple groups since 2018	1	\$18,500
Southern Oregon, pre-2010	0	\$0

Endnotes

- 1 <https://ewp.uoregon.edu/collaborativemaps>;
<https://oregonexplorer.info/content/collaborative-directory>



