

DATE: February 12, 2008

TO: Christine L. Thomas, Chair
Jonathan P. Ela, Vice-Chair

FROM: Matthew J. Frank

SUBJECT: Background memo requesting adoption Board Order FR-09-07, related to NR 45.075, pertaining to management of forest emergencies by the chief state forester.

Summary of FR-09-07

Rule FR-09-07 specifies those emergencies on forested land under the jurisdiction of the department over which the chief state forester shall have management authority. This rule describes causes of unforeseen damage or threat of damage to trees that could lead the chief state forester to declare an emergency. Included in the list of damaging agents that could lead to the declaration of an emergency are those required by the legislature: invasive species, pest infestation, disease, and damage to timber from fire, snow, hail, ice or wind. The rule states that when declaring and responding to an emergency, the chief state forester shall consider the purpose of and management plan for the affected property in his or her decisions. This rule, however, would allow the chief state forester to take actions not described in the management plan for a property if that were the most appropriate response to the emergency. Finally, this rule describes the processes by which the declaration of the state of emergency shall be made effective, canceled or modified.

At the request of tribes, an extended public hearing process was done with three months for comments. There were no comments received from the public, tribes or other governmental units.

Why FR-09-07 is proposed

Through the 2005 Act 166, the legislature directs the department to promulgate rules to implement its provisions pertaining to the chief state forester's authority to specify emergencies on forested lands under the jurisdiction of the department. The Act provides that the rules shall be initially adopted through the emergency rule process followed by promulgation of the permanent rule. The Act also provides the emergency rule shall not lapse prior to promulgation of the permanent rule and requires no finding of emergency.

The objective of FR-09-07 is to allow rapid response to emergencies that could arise on department lands to prevent additional damage that could occur as a result of delay. We do not expect that this rule will be called on often as there are procedures for dealing with damaging agents and many of them are foreseen in management plans for properties. Even if damage should occur whereby a deviation from the master plan would be necessary for appropriate response, there is a procedure for obtaining a variance or amendment through the Natural Resources Board. A variance would require at least a 30 day public comment period and typically takes two to three months to complete. An amendment takes longer, typically 4 months and in situations where controversial action is proposed, it may take far longer. Delays of a year have occurred before action could take place. There are situations where an immediate response would be necessary to avoid further damage to forested state property and it is in these cases that this rule would be called on to allow action by the chief state forester. An example would be a wind event causing blow-down of pine in a state campground in early summer. A swift response would be needed to ensure public safety, salvage timber values, and avoid build-up of bark beetles on the downed trees and their spread into nearby standing trees. This rule would allow the department to take appropriate and

timely action on department lands in such a case.

Summary and comparison with existing or proposed federal regulations

Federal Forest Supervisors may close or restrict the use of described areas, roads or trails within their area of jurisdiction on National Forests (36 CFR Ch.11, subpart B, 261.50). There is, though, no emergency requirement for this federal closure as compared to the emergency described in FR-09-07.

Who will be affected by the rule and how.

The situation that leads to the declaration of an emergency will in itself affect those of the public using the affected property. We also expect that the actions taken to manage the emergency will have impacts on users or those involved in the actions. Whether these impacts are positive or negative will be determined by the nature of the emergency and management activities. For example, a blow-down of trees in a campground could lead campers to make more or less use of other public or private recreational opportunities nearby. As part of the management response, it is reasonable to expect that the chief state forester and property managers with whom he or she will be working will do what is feasible to minimize negative impacts of the emergency and management response on users of the property both during the action and into the future.

Statutory Authority

This rule is being proposed in response to a requirement of the legislature in Section 23.114.

Fiscal Estimate — 2007 Session

<input checked="" type="checkbox"/> Original <input type="checkbox"/> Updated <input type="checkbox"/> Corrected <input type="checkbox"/> Supplemental	LRB Number Bill Number	Amendment Number if Applicable Administrative Rule Number FR - 09-07
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Subject
 Declaring natural emergencies on forested department lands

Fiscal Effect

State: No State Fiscal Effect
 Indeterminate

Check columns below only if bill makes a direct appropriation or affects a sum sufficient appropriation.

- | | |
|--|---|
| <input type="checkbox"/> Increase Existing Appropriation | <input type="checkbox"/> Increase Existing Revenues |
| <input type="checkbox"/> Decrease Existing Appropriation | <input type="checkbox"/> Decrease Existing Revenues |
| <input type="checkbox"/> Create New Appropriation | |

Increase Costs — May be possible to absorb within agency's budget.

Yes No

Decrease Costs

Local: No Local Government Costs
 Indeterminate

1. Increase Costs
 Permissive Mandatory
2. Decrease Costs
 Permissive Mandatory

3. Increase Revenues
 Permissive Mandatory
4. Decrease Revenues
 Permissive Mandatory

5. Types of Local Governmental Units Affected:

- Towns Villages Cities
 Counties Others _____
 School Districts WTCS Districts

Fund Sources Affected

- GPR FED PRO PRS SEG SEG-S

Affected Chapter 20 Appropriations

Assumptions Used in Arriving at Fiscal Estimate

This rule specifies causes of unforeseen damage or threat of damage to trees on department lands that the chief state forester could declare emergencies and take management responsibility. Included in the list of damaging causes are damage to timber from fire, snow, hail, ice or wind, invasive species, pest infestation or disease among others. This rule would allow a more rapid management response than would currently be possible in some circumstances. The chief state forester would consider the purpose and management plan for the affected property in his or her decision to declare an emergency and how it would be managed.

The fiscal impacts of this rule are indeterminate because the events are unpredictable. The emergencies specified in this rule themselves involve loss to the state and their management will limit or return some of this loss. Property managers were asked when this rule might have been used in the past and they replied that it would have been used only once or twice in the past 10 years, the Brule River State Forest hail damage in 2000 being a notable example. Management of damage to timber from weather usually involves a salvage harvest and these typically bring in revenue which can off set other costs of management. Pesticide treatment of invasive species or pest infestation would involve a cost but these costs have in the past been absorbed by the program supporting the property or by department funds such as the Forest Productivity Fund. Federal cost sharing may also be available for eradication or slow the spread efforts to contain invasive species. It is estimated that no new staff will be required to implement this rule.

There are no estimated fiscal effects on county, city, village, town, school district, technical college district or sewerage districts from this rule since they only affect management of department lands. We do not anticipate significant direct costs to the private sector from this rule

Long-Range Fiscal Implications

Long-range fiscal implications of this rule are uncertain due to the unpredictability of forest emergencies, their management costs or revenue. With experience, writers of property management plans will include more rare events in their plans, reducing the need for use of the rule to manage such events.

Prepared By:	Telephone No.	Agency
Joe Polasek	266-2794	Department of Natural Resources
Authorized Signature	Telephone No.	Date (mm/dd/ccyy)
	266-2794	

Fiscal Estimate — 2007 Session

**Page 2 Assumptions Narrative
Continued**

LRB Number	Amendment Number if Applicable
Bill Number	Administrative Rule Number

Assumptions Used in Arriving at Fiscal Estimate – Continued

Fiscal Estimate Worksheet — 2007 Session
 Detailed Estimate of Annual Fiscal Effect

Original Updated
 Corrected Supplemental

LRB Number	Amendment Number if Applicable
Bill Number	Administrative Rule Number FR-09-07

Subject
 Declaring natural emergencies on forested department lands

One-time Costs or Revenue Impacts for State and/or Local Government (do not include in annualized fiscal effect):

Annualized Costs:		Annualized Fiscal Impact on State Funds from:	
		Increased Costs	Decreased Costs
A. State Costs by Category			
State Operations — Salaries and Fringes		\$	\$ -
(FTE Position Changes)		(FTE)	(- FTE)
State Operations — Other Costs			-
Local Assistance			-
Aids to Individuals or Organizations			-
Total State Costs by Category		\$	\$ -
B. State Costs by Source of Funds		Increased Costs	Decreased Costs
GPR		\$	\$ -
FED			-
PRO/PRS			-
SEG/SEG-S			-
State Revenues	Complete this only when proposal will increase or decrease state revenues (e.g., tax increase, decrease in license fee, etc.)	Increased Revenue	Decreased Revenue
GPR Taxes		\$	\$ -
GPR Earned			-
FED			-
PRO/PRS			-
SEG/SEG-S			-
Total State Revenues		\$	\$ -

Net Annualized Fiscal Impact

	<u>State</u>	<u>Local</u>
Net Change in Costs	\$ _____	\$ _____
Net Change in Revenues	\$ _____	\$ _____

Prepared By: Joe Polasek	Telephone No. 266-2794	Agency Department of Natural Resources
Authorized Signature	Telephone No. 266-2794	Date (mm/dd/ccyy)

ORDER OF THE STATE OF WISCONSIN NATURAL RESOURCES BOARD
CREATING RULES

The Wisconsin Natural Resources Board proposes an order to create NR 45.075 pertaining to declaring natural emergencies on forested lands owned by the state and under the jurisdiction of the department.

FR-09-07

Analysis Prepared by the Department of Natural Resources

1. **Statutes interpreted:** Section 23.114, Stats.
2. **Statutory authority:** Sections 23.114, Stats.
3. **Explanation of agency authority to promulgate the proposed rule under statutory authority:** Section 23.114 (b) Stats., states that the department shall promulgate rules specifying those emergencies over which the chief state forester shall have management responsibility on state forest land under the jurisdiction of the department. The statute requires that emergencies specified in the rules shall include invasive species or pest infestation, disease, and damage to timber from fire, snow, hail, ice or wind
4. **Related statute or rule:** Section NR 30.06, Wis. Adm. Code, which pertains to emergency use restrictions relating to forest fire control, gives the department secretary authority to declare a forest fire emergency and order use restrictions on all lands managed by the department or to close or modify hunting, trapping or fishing regulations. This rule also states that the secretary shall act only after consideration of department personnel in the area affected and includes a process by which the orders shall become effective by public notice.
5. **Plain language analysis:** Proposed s. NR 45.075 specifies those emergencies on forested land under the jurisdiction of the department over which the chief state forester shall have management authority. This rule describes causes of unforeseen damage or threat of damage to trees that could lead the chief state forester to declare an emergency and assume management authority. Included in the list of damaging agents that could lead to the declaration of an emergency are those required by the legislature: invasive species, pest infestation, disease, and damage to timber from fire, snow, hail, ice, or wind. The rule states that when declaring and responding to an emergency, the chief state forester shall consider the purpose of and management plan for the affected property in his or her decisions. This rule, however, would allow the chief state forester to take actions not described in the management plan for a property if that were the most appropriate response to the emergency. Finally, this rule describes the processes by which the declaration of the state of emergency shall be made effective, canceled or modified.
6. **Summary of, and comparison with, existing or proposed federal regulation:** Federal Forest Supervisors may close or restrict the use of described areas, roads or trails within their area of jurisdiction on National Forests (36 CFR Ch.11, subpart B, 261.50). There is, though, no requirement that the situation causing the closure be an emergency as there is in the Department's rule.
7. **Comparison with rules in adjacent states:** There are no similar rules in adjacent states.
8. **Summary of factual data and analytical methodologies:** Unforeseen damage to state forest land is a rare situation that may require a rapid response if further damage is to be prevented. State property managers have tried to predict possible emergencies and appropriate actions in their property management plans to allow for a timely response. Not all situations can be predicted, however, and even if they are, when the event occurs it may become obvious that the plan for handling it may no longer be appropriate. In such a situation under existing processes, it may take up to a month to bring the request for an exception to the management plan to the Natural Resources Board for approval. In addition to relatively common disturbances such as fire or wind damage, we now are dealing with increasing problems with invasive species of forest lands. There may be situations in the near future where a response within a week will be critical to preventing the spread of a newly found invasive species colony that could threaten both the forests on department lands and private property. This rule will allow the chief state forester to

declare an emergency in response to damage or threatened damage to forested department land and to manage that time sensitive emergency free of delays associated with normal processes for actions on department lands. The list of detrimental forest disturbances where an emergency could be declared is limited and the chief state forester must decide whether an emergency will be declared. Not all situations where these disturbances have occurred will be declared an emergency. On some properties the management plan may provide adequate guidance. The chief state forester must also consider the purpose of the property in deciding on the action to take to manage the emergency to avoid compromising the primary purpose of the property and possibly the federal financial support for that property or others. This rule does not exempt the actions of the chief state forester in response to an emergency from public review or Environment Assessment if required by s. NR 150.03, Wis. Adm. Code. The length of public review is not set, however, and an Environmental Assessment would only be needed as required by rule, such as if a pesticide were applied over more than 160 acres. This would be an unusual situation even when responding to a colony of an invasive species.

In preparing this analysis, property managers were asked when this rule might have been used in the past on their property. They responded that this rule could have been used in the past only rarely, in response to catastrophic wind or hail damage once or twice in the past 10 years, a notable example being the Brule River State Forest hail damage in 2000. Property managers did recognize that this rule could be very helpful in the future event of a find of emerald ash borer, Asian long-horned beetle or other invasive that has a particularly high potential for damaging forests.

The cost of managing emergencies declared under this rule would vary depending on the situation. In cases where a salvage harvest was appropriate, such as with damage from weather events, management would result in revenue to the state. Removal of host trees as a part of eradication of an invasive pest could also provide revenue, though the amount collected would depend on limitations on use of the timber. Pesticide treatments would result in a cost, though federal cost sharing may be available for treatments depending on the species being controlled or eradicated.

9. Analysis and supporting documents used to determine effect on small business or in preparation of economic impact report: This rule is designed to allow management of forest emergencies that need to be addressed more quickly than current processes allow. In those situations, the rule should prevent additional damage or losses that would otherwise occur as a result of a delay in action. It should thus provide a benefit to the state as a whole in reducing losses from forest emergencies. Each emergency may have different effects on small businesses, however, some small businesses may benefit from management actions while others may be hurt. In either case, the effect should be short-term as the management decision will be made with consideration of the purpose of the property and therefore recovering the property to normal operation.

10. Effect on small business: Both the situation that leads to the declaration of an emergency and the actions taken to manage the emergency may have impacts on businesses dependent on the normal activities on the property or those involved in the management actions. Whether these impacts are positive or negative will be determined by the nature of the emergency and management activities. For example, a blow-down of trees in a campground could lead campers to make more or less use of other public or private recreational opportunities nearby.

11. Agency contact person: Dr. Andrea Diss-Torrance, 608-264-9247, Andrea.DissTorrance@wi.gov

12. Written comments: The deadline for written comments March 30, 2007. Comments should be submitted to Dr. Andrea Diss-Torrance, Division of Forestry, P.O. Box 7921, Madison, WI 53707. Comments may also be electronically submitted at the following Internet site: <http://adminrules.wisconsin.gov>.

SECTION 1. NR 45.075 is created to read:

NR 45.075 Natural emergencies. (1) The chief state forester may declare and shall manage emergencies that threaten forested lands owned by the state and under the jurisdiction of the department. When declaring and responding to an emergency, the chief state forester shall consider the purpose of and management plan for the affected property in his or her decisions. Emergencies include unforeseen damage or threat of damage to trees from various causes including:

- (a) Fire.
- (b) Invasive species including but not limited to insects, plants, animals and disease-causing organisms.
- (c) Pest infestation.
- (d) Disease.
- (e) Vertebrates.
- (f) Extreme weather including but not limited to:
 1. Wind and tornados.
 2. Snow, hail, ice.
 3. Flooding.
 4. Drought.
 5. Lightning.
 6. Freeze or heat injury.
- (g) Deliberate or accidental damage by human activity.

(2) The declaration of a forest health emergency by the chief state forester, including findings of fact supporting it, shall become effective upon the publication in the official state newspaper. As soon thereafter as is feasible and reasonable, the department shall publish the order in one newspaper in the area affected which is likely to give notice to residents in that area, file copies of the emergency declaration within one week of its effective date with clerks of all counties affected by the declaration and take other steps as it deems necessary to convey effective notice to persons who are likely to have an interest in the declaration. The same procedure shall be followed to cancel or modify the declaration or any part thereof.

Note: This rule does not apply to a state of emergency declared by the governor under s. 166.03, Stats., and does not supersede the authority of the department of agriculture, trade and consumer protection under ch. 94, Stats.

(3) Definitions. The following definitions apply to terms used in this section:

(a) "Disease" includes any disturbance of a plant that interferes with its normal structure or function.

(b) "Pest" includes any living stage of insects, mites, nematodes, slugs, snails or other invertebrate animals injurious to plants, plant products, animals and humans; any bacteria, fungi, other parasitic plants or reproductive parts thereof, viruses, mycoplasma, protozoans or infectious substances which cause disease in or damage to plants or plant products; any host upon which a plant pest is dependent for the completion of all or a portion of its life cycle.

SECTION 2. EFFECTIVE DATE. This rule shall take effect on the first day of the month following publication in the Wisconsin Administrative Register.

SECTION 3. BOARD ADOPTION. This rule was approved and adopted by the State of Wisconsin Natural Resources Board on _____.

Dated at Madison, Wisconsin _____.

STATE OF WISCONSIN
DEPARTMENT OF NATURAL RESOURCES

By _____
Matthew J. Frank, Secretary

(SEAL)