

Multiple Agency Fiscal Note Summary

Bill Number: 1498 E S HB AMS AWN S1939.2	Title: Aviation assurance funding
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Estimated Cash Receipts

NONE

Agency Name	2023-25		2025-27		2027-29	
	GF- State	Total	GF- State	Total	GF- State	Total
Local Gov. Courts						
Loc School dist-SPI						
Local Gov. Other	Non-zero but indeterminate cost and/or savings. Please see discussion.					
Local Gov. Total						

Estimated Operating Expenditures

Agency Name	2023-25				2025-27				2027-29			
	FTEs	GF-State	NGF-Outlook	Total	FTEs	GF-State	NGF-Outlook	Total	FTEs	GF-State	NGF-Outlook	Total
Washington State Patrol	Non-zero but indeterminate cost and/or savings. Please see discussion.											
Military Department	.0	0	0	0	.0	0	0	0	.0	0	0	0
State Conservation Commission	.0	0	0	0	.0	0	0	0	.0	0	0	0
Department of Natural Resources	2.6	834,400	834,400	834,400	2.6	661,600	661,600	661,600	2.6	661,600	661,600	661,600
Total \$	2.6	834,400	834,400	834,400	2.6	661,600	661,600	661,600	2.6	661,600	661,600	661,600

Agency Name	2023-25			2025-27			2027-29		
	FTEs	GF-State	Total	FTEs	GF-State	Total	FTEs	GF-State	Total
Local Gov. Courts									
Loc School dist-SPI									
Local Gov. Other	Non-zero but indeterminate cost and/or savings. Please see discussion.								
Local Gov. Total									

Estimated Capital Budget Expenditures

Agency Name	2023-25			2025-27			2027-29		
	FTEs	Bonds	Total	FTEs	Bonds	Total	FTEs	Bonds	Total
Washington State Patrol	.0	0	0	.0	0	0	.0	0	0
Military Department	.0	0	0	.0	0	0	.0	0	0
State Conservation Commission	.0	0	0	.0	0	0	.0	0	0
Department of Natural Resources	.0	0	0	.0	0	0	.0	0	0
Total \$	0.0	0	0	0.0	0	0	0.0	0	0

Agency Name	2023-25			2025-27			2027-29		
	FTEs	GF-State	Total	FTEs	GF-State	Total	FTEs	GF-State	Total
Local Gov. Courts									
Loc School dist-SPI									
Local Gov. Other	Non-zero but indeterminate cost and/or savings. Please see discussion.								
Local Gov. Total									

Estimated Capital Budget Breakout

NONE

Prepared by: Lisa Borkowski, OFM	Phone: (360) 742-2239	Date Published: Final 4/ 4/2023
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Individual State Agency Fiscal Note

Bill Number: 1498 E S HB AM; AWNPN S1939.2	Title: Aviation assurance funding	Agency: 225-Washington State Patrol
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Jeff Olsen	Phone: 360-786-7428	Date: 03/28/2023
Agency Preparation: Yvonne Ellison	Phone: 360-596-4042	Date: 03/30/2023
Agency Approval: Mario Buono	Phone: (360) 596-4046	Date: 03/30/2023
OFM Review: Tiffany West	Phone: (360) 890-2653	Date: 03/31/2023

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

The proposed legislation will have an indeterminate fiscal impact to the Washington State Patrol (WSP).

New Section 3 of the amended engrossed substitute version of the proposed legislation requires the Department of Natural Resources (DNR), subject to the availability of funding appropriated for this purpose, to use suppression funding to assist local fire departments with aerial fire response activities during the initial attack phase of fighting a wildland fire, and for local fire departments to make their requests to the appropriate coordination center.

New Section 3(e) of the amended engrossed substitute version of the proposed legislation requires the coordinating agency to notify the director of fire protection, or designee, of the request for aviation assets to ensure operational knowledge of a potential future request for fire service mobilization.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

NONE

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

The Chief of the WSP is responsible for authorizing mobilizations under the Washington State Fire Service Mobilization Plan, requiring reimbursement for related costs to state agencies and local jurisdictions. The proposed legislation would allow for the early intervention of fire suppression aircraft in fighting wildland fires. This could result in a reduction of wildland fires that require a statewide mobilization response, but it is not clear what level of agency response will be necessary for the requirement in New Section 3(e) that we be notified of requests for pre-mobilization aviation assets. At a minimum we expect that WSP staff will need to log the notification, which will potentially impact workflow during duty hours, and overtime for staff who are on-call for mobilization notification and response.

Wildland fire risk is complex and varies from season to season. It is not possible to know the number of notifications of pre-mobilization requests for aviation assets we will receive, or the number and severity of mobilization responses that could be avoided as a result of early intervention with fire suppression aircraft in any given fire season, but these activities are funded separately and will not offset. Any increased costs related to notifications will impact the WSP Fire Prevention Division's General Fund budget, and any savings related to averted mobilizations will impact the WSP's Disaster Response Account appropriation.

The following examples are provided to illustrate potential costs, but for the reasons previously stated, are not firm estimates of expected costs.

Potential additional General Fund-State costs related to required notifications of requests for aviation assets are based on the assumption that we will receive 30 notifications of request for aviation assets with 15 occurring during business hours and 15 occurring after business hours. We have assumed 3 hours of work per notification based on the assumption that, in addition to logging the notification, staff would assess the fire status at the initial request, and then obtain periodic updates through one typical fuel cycle of helicopter support, which is about 2.5 hours. After that, the fire status would be reassessed for the effectiveness of the aircraft and whether the incident is likely to need additional resources, to include either nothing

additional, one more round of aircraft, or a formal mobilization request. This assumption results in 45 hours each of regular time and overtime, and we assume this work will be done by either a Deputy State Fire Marshal or a Chief Deputy State Fire Marshal, resulting in about \$8,600 in general fund salary, benefits, and related support costs.

Potential Disaster Response Account costs related to mobilization that could be avoided are based on the cost for a wildfire mobilization response ranging from three strike teams for three days (\$164,597) to five strike teams for three days (\$199,141). Costs of non-fire service resources, such as tactical aircraft, heavy equipment, and hand crews vary widely by incident and are not included in these estimates.

3 strike teams/3 days

Equipment	\$31,997
Personnel	\$121,301
Support	\$11,299
Total	\$164,597

5 strike teams/3 days

Equipment	\$52,484
Personnel	\$128,578
Support	\$18,079
Total	\$199,141

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Non-zero but indeterminate cost and/or savings. Please see discussion.

III. B - Expenditures by Object Or Purpose

Non-zero but indeterminate cost and/or savings. Please see discussion.

III. C - Operating FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part I and Part IIIA.*

NONE

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Bill Number: 1498 E S HB AM; AWNPN S1939.2	Title: Aviation assurance funding	Agency: 245-Military Department
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

NONE

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Jeff Olsen	Phone: 360-786-7428	Date: 03/28/2023
Agency Preparation: Serina Roberts	Phone: 2535127388	Date: 03/31/2023
Agency Approval: Timothy Rajcevich	Phone: 2535127596	Date: 03/31/2023
OFM Review: Cheri Keller	Phone: (360) 584-2207	Date: 03/31/2023

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

This bill presents no fiscal impact to the Military Department.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

NONE

III. B - Expenditures by Object Or Purpose

NONE

III. C - Operating FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part I and Part IIIA.*

NONE

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Bill Number: 1498 E S HB AM; AWNPN S1939.2	Title: Aviation assurance funding	Agency: 471-State Conservation Commission
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

NONE

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Jeff Olsen	Phone: 360-786-7428	Date: 03/28/2023
Agency Preparation: Karla Heinitz	Phone: 360-878-4666	Date: 03/29/2023
Agency Approval: Ron Shultz	Phone: 360-790-5994	Date: 03/29/2023
OFM Review: Matthew Hunter	Phone: (360) 529-7078	Date: 03/29/2023

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

The Substitute House bill 1498 removed the State Conservation Commission from the original bill for aviation assurance funding in wildland fires and from creating an aviation assurance fund office.

The Engrossed Substitute bill adds Sec. 5 to the bill with an expiration date of July 1, 2027. The bill adds new sections to chapter 76.04 RCW; creates new sections; and provides an expiration date.

EFFECT: Removes references to tribal fire departments and directs the department of natural resources (DNR) to implement provisions of the bill for local fire departments. Requires a local fire department to provide documentation to DNR that they have received training regarding the use of aviation assets in initial attack and criteria to use for determining when to call for aviation assets. Directs a coordinating agency to notify the director of fire protection or designee when requesting aviation assets. Modifies the membership on the work group of wildfire aviation experts and directs the work group to evaluate and provide findings regarding the costs and benefits of a state certification program for aircraft and pilots used in wildfire suppression. Provides an expiration date of July 1, 2027.

No fiscal impact to the State Conservation Commission.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

NONE

III. B - Expenditures by Object Or Purpose

NONE

III. C - Operating FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part I and Part IIIA.*

NONE

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

Individual State Agency Fiscal Note

Bill Number: 1498 E S HB AM; AWNPN S1939.2	Title: Aviation assurance funding	Agency: 490-Department of Natural Resources
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Part I: Estimates

No Fiscal Impact

Estimated Cash Receipts to:

NONE

Estimated Operating Expenditures from:

	FY 2024	FY 2025	2023-25	2025-27	2027-29
FTE Staff Years	2.6	2.6	2.6	2.6	2.6
Account					
General Fund-State 001-1	503,600	330,800	834,400	661,600	661,600
Total \$	503,600	330,800	834,400	661,600	661,600

Estimated Capital Budget Impact:

NONE

The cash receipts and expenditure estimates on this page represent the most likely fiscal impact. Factors impacting the precision of these estimates, and alternate ranges (if appropriate), are explained in Part II.

Check applicable boxes and follow corresponding instructions:

- If fiscal impact is greater than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete entire fiscal note form Parts I-V.
- If fiscal impact is less than \$50,000 per fiscal year in the current biennium or in subsequent biennia, complete this page only (Part I).
- Capital budget impact, complete Part IV.
- Requires new rule making, complete Part V.

Legislative Contact: Jeff Olsen	Phone: 360-786-7428	Date: 03/28/2023
Agency Preparation: Zoe Catron	Phone: 360-902-1121	Date: 03/31/2023
Agency Approval: Nicole Dixon	Phone: 360-902-1155	Date: 03/31/2023
OFM Review: Lisa Borkowski	Phone: (360) 742-2239	Date: 04/04/2023

Part II: Narrative Explanation

II. A - Brief Description Of What The Measure Does That Has Fiscal Impact

Significant provisions of the bill and any related workload or policy assumptions that have revenue or expenditure impact on the responding agency by section number.

Differences between SHB 1498 and ESHB 1498 (striker):

References to tribal fire departments are removed throughout the bill.

Bill Impacts:

In Sec. 3 (1), DNR no longer 'may' provide aviation firefighting resources, DNR 'must' provide such resources, subject to the availability of funds allocated for that purpose.

In Section 3 (2) (b), local fire departments are required to provide documentation to DNR that personnel have received training in the use of aviation resources in initial attack.

In Sec. 3 (2) (e), upon receiving a request for aviation assets, the coordinating agency must notify the director of fire protection to ensure operational knowledge of a potential future request to invoke the fire service mobilization plan under RCW 43.43.960.

New Sec. (4) (1) adds additional detail to the membership of the group responsible for coordinating on a state certification program, and changes their responsibility from developing such a program to assessing the risks and benefits of doing so. The reporting obligation is the same as in prior versions, 12/1/2025.

The legislature has added an expiration date of 7/1/2027.

There are no changes to fiscal impact between SHB 1498 and ESHB 1498.

II. B - Cash receipts Impact

Cash receipts impact of the legislation on the responding agency with the cash receipts provisions identified by section number and when appropriate, the detail of the revenue sources. Description of the factual basis of the assumptions and the method by which the cash receipts impact is derived. Explanation of how workload assumptions translate into estimates. Distinguished between one time and ongoing functions.

II. C - Expenditures

Agency expenditures necessary to implement this legislation (or savings resulting from this legislation), with the provisions of the legislation that result in the expenditures (or savings) identified by section number. Description of the factual basis of the assumptions and the method by which the expenditure impact is derived. Explanation of how workload assumptions translate into cost estimates. Distinguished between one time and ongoing functions.

To implement Section 2 DNR will need the following resources:

Wildland Fire Program Coordinator 2 - 1.0 FTE in FY 24 and ongoing - This position will work to identify Fire Service Aviation needs; identify and coordinate procurement of needed assets; track data on fire responses and effectiveness directed by the bill; conduct follow-ups with the State Fire Defense Committee on current and future program improvements; conduct training for fire service personnel on effective aircraft usage; field response coordination during fire season and coordinate with dispatch centers hosting aviation assets.

Safety Officer 3 - 1.0 FTE in FY 24 and ongoing - This position will ensure the overall safety of fire service aviation by: conducting base inspections; observing field use of aircraft; designing safety training programs for the fire service; tracking mishaps or aircraft deficiencies; ensuring reporting is completed on any unsafe conditions or accidents; investigation any accidents or significant safety deficiencies and coordinating with the lead DNR Aviation Safety Officer.

FY 2024 includes one-time computer & vehicle purchases in Capital Outlays.

Section 3 requires DNR to utilize suppression funding (001-05*). Suppression funding is reported to the legislature monthly, and any increases would be included in future supplemental decision packages. Costs associated with this section are indeterminate and would depend on wildland fire activity and agreements with local fire districts.

It is assumed that requirements of Section (4), to convene a workgroup to develop a state certification program for pilots and aircraft used in suppression, and Section 2 and 4, to prepare a report, will be completed using existing capacity.

Goods and services and travel are calculated on actual program averages per person.

Administrative costs are calculated at 31% of staff salary and benefits and staff-related goods and services and travel. For fiscal note purposes, this cost is represented as a Fiscal Analyst 2 position (0.6 FTE).

Part III: Expenditure Detail

III. A - Operating Budget Expenditures

Account	Account Title	Type	FY 2024	FY 2025	2023-25	2025-27	2027-29
001-1	General Fund	State	503,600	330,800	834,400	661,600	661,600
Total \$			503,600	330,800	834,400	661,600	661,600

III. B - Expenditures by Object Or Purpose

	FY 2024	FY 2025	2023-25	2025-27	2027-29
FTE Staff Years	2.6	2.6	2.6	2.6	2.6
A-Salaries and Wages	156,200	156,200	312,400	312,400	312,400
B-Employee Benefits	56,900	56,900	113,800	113,800	113,800
C-Professional Service Contracts					
E-Goods and Other Services	30,400	30,400	60,800	60,800	60,800
G-Travel	12,600	12,600	25,200	25,200	25,200
J-Capital Outlays	172,800		172,800		
M-Inter Agency/Fund Transfers					
N-Grants, Benefits & Client Services					
P-Debt Service					
S-Interagency Reimbursements					
T-Intra-Agency Reimbursements	74,700	74,700	149,400	149,400	149,400
9-					
Total \$	503,600	330,800	834,400	661,600	661,600

III. C - Operating FTE Detail: *List FTEs by classification and corresponding annual compensation. Totals need to agree with total FTEs in Part I and Part IIIA*

Job Classification	Salary	FY 2024	FY 2025	2023-25	2025-27	2027-29
Fiscal Analyst 2	55,872	0.6	0.6	0.6	0.6	0.6
Safety Officer 3	73,260	1.0	1.0	1.0	1.0	1.0
Wildland Fire Program Coordinator 2	82,896	1.0	1.0	1.0	1.0	1.0
Total FTEs		2.6	2.6	2.6	2.6	2.6

III. D - Expenditures By Program (optional)

NONE

Part IV: Capital Budget Impact

IV. A - Capital Budget Expenditures

NONE

IV. B - Expenditures by Object Or Purpose

NONE

IV. C - Capital Budget Breakout

Acquisition and construction costs not reflected elsewhere on the fiscal note and description of potential financing methods.

NONE

IV. D - Capital FTE Detail: *FTEs listed by classification and corresponding annual compensation. Totals agree with total FTEs in Part IVB.*

NONE

Part V: New Rule Making Required

Provisions of the bill that require the agency to adopt new administrative rules or repeal/revise existing rules.

LOCAL GOVERNMENT FISCAL NOTE

Department of Commerce

Bill Number: 1498 E S HB AM; AWNPN S1939.2	Title: Aviation assurance funding
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Part I: Jurisdiction-Location, type or status of political subdivision defines range of fiscal impacts.

Legislation Impacts:

- Cities:
- Counties:
- Special Districts: Fire protection districts would be able to enter into prequalification or preemptive service agreements for reimbursement for expenses incurred to private aerial firefighting contractors during wildfire season.
- Specific jurisdictions only: Fire protection districts that have representatives selected for the work group may have travel costs for meetings and staff time for work group activities.
- Variance occurs due to:

Part II: Estimates

- No fiscal impacts.
- Expenditures represent one-time costs:
- Legislation provides local option: Entering into prequalification or preemptive service agreements with the Department of Natural Resources (DNR) are a local option.
- Key variables cannot be estimated with certainty at this time: Amount of funding for the DNR for the specific purposes of this act have not been established; number of contracts for aerial firefighting capacity would vary year-to-year.

Estimated revenue impacts to:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Estimated expenditure impacts to:

Non-zero but indeterminate cost and/or savings. Please see discussion.

Part III: Preparation and Approval

Fiscal Note Analyst: Allan Johnson	Phone: 360-725-5033	Date: 03/30/2023
Leg. Committee Contact: Jeff Olsen	Phone: 360-786-7428	Date: 03/28/2023
Agency Approval: Alice Zillah	Phone: 360-725-5035	Date: 03/30/2023
OFM Review: Lisa Borkowski	Phone: (360) 742-2239	Date: 04/04/2023

Part IV: Analysis

A. SUMMARY OF BILL

Description of the bill with an emphasis on how it impacts local government.

This analysis compares ESHB 1498 with SHB 1498.

CHANGES FROM THE PRIOR BILL:

- Removes references to tribal fire departments and directs DNR to implement provisions of the bill for local fire departments.
- Requires a local fire department to provide documentation to DNR that they have received training regarding the use of aviation assets in initial attack and criteria to use for determining when to call for aviation assets.
- Directs a coordinating agency to notify the State Fire Marshall or designee when requesting aviation assets.
- Modifies the membership on the work group of wildfire aviation experts and directs the work group to evaluate and provide findings regarding the costs and benefits of a state certification program for aircraft and pilots used in wildfire suppression.
- Provides an expiration date of July 1, 2027.

SUMMARY OF CURRENT BILL:

DNR must prepare and submit an appendix on aviation usage by local fire departments for initial attack as a part of its annual wildfire report to the standing committees of the Legislature with jurisdiction over wildland firefighting.

DNR must submit the report by December 1st of each year. The report must address, at a minimum, the following topics:

- the dollar value of funding used by local fire departments for initial attack aviation during the year;
- the specific local fire departments that used this funding during the year;
- the wildland fires on which suppression funding was used to provide local fire departments initial attack aviation resources during the year, including names, locations, and sizes of fires, and amount of funding used on each of the fires; and
- a review of lessons learned related to aviation use by local fire departments for initial attack based on the preceding fire season, along with recommendations for future improvements to the wildland fire response process based on the lessons learned.

DNR must consult with the State Fire Defense Committee, fire service representatives, and the State Fire Marshall's Office annually to review aviation program performance and determine aviation needs for the following fire year.

Subject to the availability of funding, DNR must use suppression funding to assist local fire departments with aerial fire response capabilities during the critical initial attack phase of fighting a wildland fire.

DNR must use suppression funding to assist local fire departments with initial attacks that meet the following requirements:

- the local fire department must have entered into a response agreement with DNR;
- the local fire department must provide documentation to DNR that personnel have received training regarding the use of aviation assets in initial attack and criteria to use for determining when to call for aviation assets;
- the aviation assets used in initial attack must come from a list of private contractors approved by DNR on exclusive use or call-when-needed agreements based upon the annual review of aviation response and aviation needs;
- local fire departments must make direct requests to the appropriate coordination center, including the Central Washington Interagency Coordination Center, the Northeast Washington Interagency Coordination Center, the Blue Mountain Interagency Coordination Center, or DNR Coordination Center, to ensure the safe coordination of all aircraft; and
- upon receiving a request for aviation assets, the coordinating agency must notify the State Fire Marshall to ensure operational knowledge of a potential future request to invoke the fire service mobilization plan.

DNR must convene a work group composed of wildfire aviation subject matter experts, wildfire aviation contractors, fire

service representatives, wildland fire management staff, and other partners to evaluate and provide findings regarding the costs and benefits of a state certification program for aircraft and pilots used in wildfire suppression.

DNR must include the findings of the work group in a report to be submitted to the Wildfire Advisory Committee and appropriate committees of the Legislature by December 1, 2025.

B. SUMMARY OF EXPENDITURE IMPACTS

Expenditure impacts of the legislation on local governments with the expenditure provisions identified by section number and when appropriate, the detail of expenditures. Delineated between city, county and special district impacts.

CHANGES FROM THE PRIOR BILL VERSION:

-- Requires a local fire department to provide documentation to DNR that they have received training regarding the use of aviation assets in initial attack and criteria to use for determining when to call for aviation assets.

-- Modifies the membership on the work group of wildfire aviation experts and directs the work group to evaluate and provide findings regarding the costs and benefits of a state certification program for aircraft and pilots used in wildfire suppression.

SUMMARY OF EXPENDITURE IMPACTS FOR CURRENT BILL VERSION:

This legislation would have indeterminate expenditure impacts for local governments that have representatives selected to the Department of Natural Resources (DNR) work group and for documentation of training.

POTENTIAL COSTS FOR DOCUMENTATION OF TRAINING

Jurisdictions would incur indeterminate costs to document training regarding the use of aviation assets in initial attack and determining when to call for aviation assets.

POTENTIAL COSTS RELATED TO THE PARTICIPATION IN THE DNR WORK GROUP:

Indeterminate –It is anticipated that meetings or activities to support the DNR work group would have minimal costs. However, if meetings were to be in person at a later date, an illustrative example is provided below.

Local fire district representatives may have the costs to participate in work group activities and assist the DNR. If meetings were held virtually, the costs would be minimal. The number and frequency of meetings or other support activities is not known. Costs would be higher for in person participation.

Illustrative example of meeting costs:

The jurisdiction of the work group members cannot be known in advance, however the following illustrative example describes potential meeting costs that could apply to impacted jurisdictions for quarterly meetings located at the DNR headquarters in Olympia.

--Four meetings held at the DNR headquarters in Olympia.

- One representative is from Port Angeles Fire Protection District No. 2.
- Two representatives are from Walla Walla County Fire Protection District No. 4 in Walla Walla and Okanogan County Fire Protection District No. 8 in Okanogan
- Per diem rate applied to representatives costs for travel and lodging.
- Costs are calculated with the Local Government Fiscal Note Program Travel Calculator.

City representatives would have costs per meeting of \$437 and a total cost of \$1,748

County representatives would have costs per meeting of \$1,806 and a total cost of \$7,224

Each meeting for representatives in this illustrative example would cost \$2,243 and have a total annual cost of \$8,972.

There may be costs related to performing work group activities for local department representatives that are selected for participation. Work for local fire departments may be approximately 21 to 28 hours per year, per representative, for support activities related to the work group as outlined below. Costs for staff time would vary depending on which jurisdiction has members selected to the work group, and cannot be known in advance.

For illustrative purposes, if the work group would meet initially on a monthly basis for 3 to 4 hours each meeting (4 monthly meetings x 3 hours = 12 hours; 4 monthly meetings x 4 hours = 16), the work group would then meet quarterly for the same amount of time per meeting (3 quarterly meetings x 3 hours = 9 hours; 3 quarterly meetings x 4 hours = 12 hours). The range of time assume for the purposes of this analysis would be 21 to 28 hours of staff time.

Work group activities could include: stakeholder engagement to reviewing the initial attack needs of local fire suppression entities around the state, establishing criteria to guide the award of aviation assurance funding, reviewing applications for aviation assurance funding and making funding available consistent with the criteria established by the DNR, entering into prequalification agreements at the beginning of each fire season with local fire departments that have been awarded funding for that fire season, reviewing recent wildland fire responses and developing recommendations for improvements to the state's initial wildland fire attack capabilities, which would be included in the DNR annual wildfire report.

Additional indeterminate costs would be associated with evaluating and providing findings regarding the costs and benefits of a state certification program.

C. SUMMARY OF REVENUE IMPACTS

Revenue impacts of the legislation on local governments, with the revenue provisions identified by section number, and when appropriate, the detail of revenue sources. Delineated between city, county and special district impacts.

CHANGES FROM THE PRIOR BILL VERSION:

Changes do not alter the finding of indeterminate impacts.

SUMMARY OF REVENUE IMPACTS FOR CURRENT BILL VERSION:

This legislation would have indeterminate revenue impacts for local governments that use contracted aerial firefighting services for the initial attack phase of a firefighting strategy. The amount of revenue that may be recovered for contracted services would depend on amounts appropriated for the purposes of this act.

Illustrative Example of Contract Aerial Firefighting Costs:

The Department of Natural Resources (DNR) reported that there were a total of 336 incidents responded to with contract fixed-wing aircraft during the 2020 fire season. These aircraft dropped 1,793,124 gallons of water (or equivalent) and had combined flight time of approximately 1,058 hours. The Local Government Fiscal Note Program estimates that the weighted average costs of all drops across different contracted fixed-wing aircraft types was \$1.69/gal, equating to an estimated cost of \$3,048,311.

DNR reported that there were a total of 41 incidents responded to with contract helicopters during the 2020 fire season. These aircraft dropped 1,417,330 gallons of water (or equivalent) and had combined flight time of approximately 272 hours. The Local Government Fiscal Note Program estimates that the weighted average costs of all drops across different contracted helicopter aircraft types was \$0.80/gal, equating to an estimated cost of \$1,133,864.

Contract Fixed-wing Scooper Aircraft Type Drop Costs:

EU Fireboss: 1,726,920 gallons from 2,793 tanks. Average 618/gal/tank. Cost per drop \$1,045 at \$1.69/gal
CWN Fireboss: 66,050 gallons from 116 tanks. Average 569/gal/tank. Cost per drop \$945 at \$1.66/gal

Contract Type I Helicopter Aircraft Type Drop Costs:

Type I KMAX: 1,342,800 gallons from 2,034 buckets. Average of 660/gal/bucket. Cost per drop \$455 at \$0.69/gal
Type I NW UH-60: 60,020 gallons from 98 buckets. Average of 612/gal/bucket. Cost per drop \$1,659 at \$2.71/gal

Overview of Private Contract Aerial Firefighting Capacity Costs:

The U.S. Forest Service Aerial Firefighting Use and Effectiveness (AFUE) Study defines and initial attack as aerial firefighters applying water, water enhancers, or long-term retardant with the initial responding resources only when the fire was smaller than 100 acres in timber or 300 acres in grass/shrub.

There are many variables that affect the number of gallons per day that an aircraft can drop on a fire during the initial attack phase. These variables include the aircraft's speed, range, distance to reload and refuel, drop capacity, and time required to reload and refuel. These aircraft have different costs depending on their capacity to hold water and fire retardant. The following are different types of aircraft that are owned by private companies which contract with states and firefighting agencies:

Very Large Aircraft Tankers (VLATS) are DC-10's or Boeing 747's that can carry more than 11,000 gallons of retardant. The cost for each drop is \$65,000 plus about \$22,000 an hour in flight time.

Large Air Tankers (LATS) which can carry about 3,000 gallons of retardant. These planes run about \$9,000 to \$12,000 per drop plus flight time.

Single Engine Aircraft Tankers (SEATS) carry about 600-800 gallons of retardant at a time. Costs for retardant ranges from \$2/gal (U.S. Forest Service) to \$6/gal (MyNews4) at average of \$4/gal for costs surveyed $(\$6/\text{gal} + \$2/\text{gal}) / 2 = \$4/\text{gal}$. 600 to 800 gallons of retardant would approximate to \$2,400 to a \$3,200 per drop plus flight time costs. The AUFEE study found that although SEATs had a similar breakdown of drop objectives with LATs and VLATs, they were used more frequently for initial attack and entail widely different logistical considerations concerning response time, cruising speed, drop volume, etc.

Scoopers can carry more than 1,600 gallons of water, which they collect from waterbodies near, or on route to, active wildfires. Given their ability to reload from water bodies, scoopers exhibit similar use characteristics for initial attack firefighting as helicopters. For 2020, DNR reported that all Scoopers-type contract fixed-wing aircraft responded to 336 total incidents carrying at least 1,793,124 gallons of water or equivalent, and have a weighted average cost per gallon of \$1.69.

EU Fireboss (1,726,920 gallons x \$1.69) = \$2,918,495 / 1,793,124 gallons = \$1.627/gal

CWN Fireboss (66,050 gallons x \$1.66) = \$109,643 / 1,793,124 gallons = \$0.061/gal

CL-215 Scoopers (154 gallons x \$4.47) = \$688.38 / 1,793,124 gallons = \$0.0003/gal

Weighted average costs: \$1.627/gal + \$0.061/gal + \$0.0003/gal = \$1.69/gal

Helicopters are defined by their capacity and aerial firefighting capability in one of three types, Type 1 being capable of lifting more than 1,600 gallons. For Helicopter Types I through III, the average service rates per hour was \$2,353 across 80 different types under contract by the U.S. Forest Service for contracts awarded from 2018 to 2021. For 2020, DNR reported that contract helicopters responded to 41 total incidents carrying at least 1,417,330 gallons of water or equivalent, and have a weighted average cost of approximately \$0.80 per gallon.

Type I KMAX (1,342,800 gallons x \$0.69) = \$926,532 / 1,417,330 = \$0.653/gal

Type I NW UH-60 (60,020 gallons x \$2.71) = \$162,654 / 1,417,330 = \$0.114/gal

Type II NW Helos (8,750 gallons x \$4.03) = \$35,263 / 1,417,330 = \$0.024/gal

Type III Hillcrest (5,760 gallons x \$2.22) = \$12787.2 / 1,417,330 = \$0.009/gal

Weighted average costs: \$0.653/gal + \$0.114/gal + \$0.024/gal + \$0.009/gal = \$0.80/gal

SOURCES:

Department of Natural Resources, Wildfire Season Annual Report (2020)

High County News, "Is Aerial Firefighting Worth it?" (Aug. 2015)

Local Government Fiscal Note Program, FN HB 1869 (2022)

Local Government Fiscal Note Program, FN HB 2086 (2022)

MyNews4, "Ask Joe: How much do those firefighting planes cost to operate?" (July 2020)

RAND Corporation, Air Attack against Wildfires (2012)

Wildfire Today, "A 9-year USFS aerial firefighting study left many questions unanswered" (April 2021)

US Department of Agriculture, Forest Services, "The Aerial Firefighting Use and Effectiveness (AFUE) Study" (March 2020)

US Department of Agriculture, Forest Services, Flight-Rate Charts Effective February 16, 2021 for Contracts Awarded 2018-2021