

Chapter 11

Incident Management

The FWS Fire Management Handbook incorporates, by reference, all guidance in the [Interagency Standards for Fire and Fire Aviation Operations Handbook](#) (Redbook, NFES #2724) Chapter 11 in addition to the following FWS specific clarifications:

Daily Fire Report.

During the “National Fire Season” as identified by the National Interagency Fire Center at Boise, ID (NIFC), each unit within the Refuge System will report wildland fire occurrence daily. Each Region will establish procedures to gather the needed information and develop the necessary contacts at the coordination centers. This may require submissions to the Regional Fire Management Coordinator (RFMC) or the respective Geographic Coordination Center. Report the status of large fires separately on form ICS-209 with copies furnished to the RFMC’s. Include weekend fire activity on Monday’s report unless there is significant fire activity.

Individual Fire Report.

File an Individual Fire Report through the Fire Management Information System (FMIS) for the following types of fires within 15 days after you declare a fire out.

- All wildland fires on our lands.
- Wildland fires threatening our lands on which we take action.
- Fires on which we took action for another agency.
- All prescribed fires that remain within prescription on our lands. When a fire exceeds prescription criteria, treat it as an unwanted wildfire, and we will file a separate report covering those acres by the unwanted wildland fire.
- All false alarms responded to by field office staff.

We require reports regardless of who takes the appropriate management response action, e.g, force account, cooperator, or contractor. When we take action on a cooperative fire, the agency having jurisdiction over the land on which the wildfire occurs will file a complete report and we will prepare a limited version to record and bill for assistance when necessary.

Final Wildland Fire Record

The final wildland fire project record may include the following:

- FMIS data entry
- Narrative
- Wildland Fire Situation Analysis(s)
- Incident Action Plan(s)
- Daily weather forecasts and spot weather forecasts
- Cumulative fire map showing acreage increase by day
- Total cost summary
- Monitoring data (Wildland Fire Observation Records)
- Critique of fire projections on Incident Action Plan

Air Quality and Smoke Management

Clean air is a primary natural resource value in all Fish and Wildlife Service units. Fire management activities which result in the discharge of air pollutants (e.g., particulates, carbon monoxide, and other pollutants from fires) are subject to, and must comply with, all applicable Federal, state, interstate, and local air pollution control requirements, as specified by Section 118 of the Clean Air Act, as amended (42 USC 7418). These requirements are the same substantive, procedural, and administrative requirements (See [561 FW 2](#)) that apply to a private person or other non-governmental entity. The protection of these resources must be given full consideration in fire management planning and operations.

Coordination with a state or states air regulatory office is required during the development of resource and fire management plans in order to determine procedures for compliance with state air quality regulations. The FWS Air Quality Branch (AQB) should be contacted on the proper procedures for obtaining coordination with the state or states in which the refuge is located, or when notified by the state that an air pollution violation has occurred.

At the time the draft Fire Management Plan is sent to the regional office for review, the regional office will determine if the smoke management portions of the plan will be sent to the AQB for review and comment. A copy of the comments from the AQB will be returned to the region and will be forwarded to the refuge with the regional comments. When the draft Fire Management Plan is in the region for review, the Regional Fire Management Coordinator will ensure that the air quality coordinator reviews the smoke management portion of the plan and the comments from AQB before they are returned to the refuge. A copy of the air quality section(s) of the approved Fire Management Plan will be sent to the AQB.

The [Smoke Management Guide for Prescribed and Wildland Fire 2001 Edition](#) (NFES 1279, www.nwcg.gov/pms/pubs/SMG/SMG-72.pdf) is the FWS primary technical reference and should be referenced when developing and implementing wildland fire management plans. Other useful geographical and activity specific publications are:

- [Southern Forestry Smoke Management Guidebook](#). Mobley et.al., USDA Forest Service GTR SE-10, December, 1976. A very detailed and comprehensive book but written specifically for the Southern States. It is an excellent reference for principles of smoke management. The abbreviated principles listed below are from this publication.
- [Principles of Smoke Dispersion from Prescribed Fires in Northern Rocky Mountain Forests](#). W.R. Beaufait and O.P. Cramer, USDA Forest Service, Division of Fire Control, Northern Region, Missoula, Montana, August 5, 1969 (revised January 15, 1972). This publication covers the subject well but is confined to the Northern Rocky Mountains.
- [Slash Smoke Management Guidelines](#). Office of the State Forester, Salem, Oregon, September 11, 1969. An excellent publication, though limited to slash burning and to the State of Oregon.

Post Wildfire Activities

Service policy augments Department of the Interior emergency stabilization and burned area rehabilitation policy and program guidance are found in [Departmental Manual 620 DM 3](#) and the [Interagency Burned Area Response](#) and [Burned Area Rehabilitation](#) Guidebooks.

Roles, Responsibilities and Accountability - Plan preparation, review, approval, and implementation require immediate action and span multiple program responsibilities and disciplines as summarized below:

- Plan preparation - Refuge Manager
- Plan review
 - Compatibility and compliance review - Refuge Manager
 - Fiscal and policy review – Regional Fire Management Coordinator / National Burned Area Emergency Rehabilitation Coordinator
- Plan approval
 - < \$500,000 - Regional Director
 - \$500,000 - Chief, Branch of Fire Management
- Plan implementation - Refuge Manager
 - Plan implementation oversight - Refuge Supervisor
- Program budget tracking and accountability - Chief, Branch of Fire Management
 - All National Fire Plan Operations and Reporting System (NFPORS) planning and accomplishment data entry – National Burned Area Emergency Response Coordinator

Planning - Emergency stabilization and rehabilitation treatments will be described in separate plans. The Burned Area Emergency Response (emergency stabilization) Plan will specify only emergency activities and treatments carried out within one year of wildfire containment. Plans must be completed within 7 calendar days after total wildfire containment and approved within 6 business days of receipt by the approving office (extensions can be granted by the approving office). The Burned Area Rehabilitation Plan will specify non-emergency activities and treatments which are compatible with approved unit management plans and can be accomplished within 3 years of wildfire containment. A plan amendment, approved by the original plan approval authority unless the total cost of the plan exceeds that authority, is required to document and support any additional funding requests and can be made at any time. Burned Area Emergency Response (emergency stabilization) and Burned Area Rehabilitation Plan templates are provided.

- [Burned Area Emergency Response \(emergency stabilization\) Plan template and examples](#)
- [Burned Area Rehabilitation Plan template and examples](#)

Plan Review and Approval - Project leaders submit electronic copies of completed plans to the Regional Fire Management Coordinator (RFMC) and National Burned Area Emergency Response Coordinator (NBAERC) for concurrent and coordinated technical, fiscal and policy review. The RFMC presents the plan and RFMC/NBAERC approval recommendations to the Regional Director for approval. Following Regional Director approval, the NBAERC presents plans with estimated costs > \$500,000 to the Chief, Fire Management Branch for final approval.

Funding - Emergency Stabilization (subactivity 9142) and Burned Area Rehabilitation (subactivity 9262) funding guidance should be referenced when developing and implementing a Burned Area Emergency Response (emergency stabilization) and/or Burned Area Rehabilitation Plan. The FireCode fire number will be used to establish the cost structure for all 9142 and 9262 projects. The appropriate cost structure will be activated

only after plan approval. Consideration of additional Emergency Stabilization or Burned Area Rehabilitation funding beyond the first year requires monitoring results documented in the Annual Accomplishment Report (see Reporting Requirements below).

- **Subactivity 9142** - Emergency Stabilization funding is provided for no more than one year following total containment of the wildfire. However, emergency stabilization funding can be used for up to three years following total containment of the wildfire for treatment effectiveness monitoring and to repair or replace emergency stabilization structures or treatments where failure to do so would imperil watershed functionality or result in serious loss of downstream values. However, emergency stabilization funding cannot be used to continue seeding, plantings, and invasive plant treatments beyond one year. Continued treatment funding beyond the first year requires an approved plan amendment including monitoring documentation justifying the additional funding request and data entry into the NFPORS R&R module. Emergency stabilization plans and expenditures will conform to standards in the [Interagency Burned Area Emergency Response Guidebook](#).
- **Subactivity 9262** – Funding for burned area rehabilitation treatments is provided in one-year increments for no more than three years following containment of a wildland fire. Obligating funds in one fiscal year for use in another should only be done when there is not sufficient time to initiate and complete the contracting necessary to begin treatment work identified in an approved plan. All burned area rehabilitation projects or treatments are funded on a priority basis as established by the NBAER Coordinators in consultation with the Office of Wildland Fire Coordination. If necessary, the priority selection for treatments on prior-year fires will occur shortly after the start of each fiscal year. Funding will be distributed upon passage of the Interior Appropriation bill. Burned area rehabilitation plans will conform to standards in the [Interagency Burned Area Emergency Response Guidebook](#).

Budget Allocation - The Branch of Fire Management will budget and allocate available Emergency Stabilization (subactivity 9142) or Burned Area Rehabilitation (subactivity 9262) funds based on information in the approved plan by:

- Establishing a FireCode compatible cost structure for the approved plan (either 9142 or 9262).
- Initiating the budget allocation process based on fiscal year funding needs identified in the approved plan.
- Notifying (via e-mail) the organization and regional fire management and budget offices of the established cost structure and funding allocated.

Reporting Requirements - A Burned Area Emergency Response (emergency stabilization) and/or Burned Area Rehabilitation Plan Annual Accomplishment Report is required to receive continued funding in years two and three. The reports are archived in the field unit's project files and electronic copies are sent to be RFMC and the Branch of Fire Management in Boise, Idaho, no later than September 15th each fiscal year. The Annual Accomplishment Report will contain a project summary narrative and document the actual initiation and completion date, actual accomplishments, implementation actions and costs, and treatment effectiveness monitoring results for each approved treatment and activity identified in the Burned Area Emergency Response (emergency stabilization) and/or Burned Area Rehabilitation Plan.

The Burned Area Emergency Response (emergency stabilization) and/or Rehabilitation Plan Final Accomplishment Report will report overall actions taken in sufficient detail to document all accomplishments, implementation costs and monitoring results. The reports are archived in the field unit's project files and electronic copies are sent to be RFMC and the Branch of Fire Management in Boise, Idaho, no later than 3 years and 60 days following wildfire containment. Final Accomplishment Reports are posted on the Service's [Emergency Stabilization and Burned Area Rehabilitation web site](#).

Accomplishment reporting procedures are found on the [FWS Emergency Stabilization and Burned Area Rehabilitation Web Site](#).