

## **Chapter 09**

### **Fire Management Planning**

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 09 in addition to the following FWS specific clarifications:

#### **Policy.**

U.S. Fish and Wildlife Service fire management planning is an integrated and complex activity incorporating interagency fire management obligations and coordination at local, regional and national levels, the mission of the Service and the National Wildlife Refuge System, local Refuge operations, and resource management. It occurs within the overall National Wildlife Refuge System and National Fish Hatchery planning process and is much more efficient and effective if the requisite complement of land/resource management plans (Comprehensive Conservation Plans) have been completed and approved.

Regional Offices are responsible for coordinating unit, interagency and geographic area fire management planning, within the Region. In addition, the Regional Offices are responsible for establishing a formal review and approval process of the plans which involves identifying who will provide biological, technical, policy, and fiscal reviews of the plans and also provide guidance to the reviewers on the parameters of the review process.

#### **National Environmental Policy Act Compliance**

As required by the National Environmental Policy Act (NEPA), the Fish and Wildlife Service has procedures for assessing environmental effects of specific Service actions. For actions not categorically excluded, an Environmental Assessment (EA), and if necessary, an Environmental Impact Statement (EIS) is prepared before making any land use decision, including fire management actions. See the Service NEPA guidance in 30 AM 2-3, 550 FW 1-3, and Departmental procedures in 516 DM 1-6; or consult with the Regional Environmental (NEPA) Coordinator for details on the NEPA process. The NEPA checklist (Exhibit 1) is required to determine the specific NEPA document necessary for the unit fire management plan development. The completed NEPA Checklist is to be included with the documentation for any project or Plan conducted by the Service.

Categorical exclusions are classes of actions that do not individually or cumulatively have a significant effect on the human environment. Departmental Categorical Exclusions are listed in 516 DM 2, Appendix 1. If exceptions to categorical exclusions apply, under 516 DM 2, Appendix 2, other Department or Service categorical exclusions cannot be used.

Service-specific categorical exclusions are listed in 516 DM 8. Actions included in Service categorical exclusions that may apply to FWS wildland fire activities include:

- Personnel training, environmental interpretation, public safety efforts, and other educational activities, which do not involve new construction or major additions to existing facilities.

- Minor changes in existing master plans, comprehensive conservation plans, or operations, when no or minor effects are anticipated. Examples could include minor changes in the type and location of compatible public use activities and land management practices.
- The issuance of new or revised site, unit, or activity-specific management plans for public use, land use, or other management activities when only minor changes are planned. Examples include an amended public use plan or fire management plan.
- Fire management activities, including prevention and restoration measures, when conducted in accordance with Departmental and Service procedures.
- The use of prescribed burning for habitat improvement purposes, when conducted in accordance with local and State ordinances and laws.

### **National Historic Preservation Act Compliance**

Service National Historic Preservation Act (NHPA) policy is found in Service Manual, Chapters 614 FW 1-5 and the Secretary of the Interior's Standards and Guidelines on Historic Preservation.

### **Other Legal Mandates**

Other compliance requirements include Section 7 of the Endangered Species Act (as amended in 1973), Section 810 of the 1980 Alaska National Interest Land Conservation Act, and Section 118 of the Clean Air Act (as amended in 1990). Additional federal, state and local compliance requirements may also exist.

### **Fire Management Plan (FMP)**

Every area with burnable vegetation must have an approved FMP, unless exempted by the Regional Director. An approved FMP enables a FWS unit to consider a wide range of appropriate management responses to wildland fires and to conduct prescribed fires. Federal fire policy requires that an FMP must make firefighter and public safety the first priority in all fire management program plans and activities. It also specifies that appropriate management responses to unplanned wildland fires be consistent with values to protect, cost effectiveness, and land, natural, and cultural resource management plans. It also states that public health issues – specifically potential smoke impacts, must be addressed. FMPs must address a range of potential wildland fire occurrences and may include a wide range of appropriate management responses.

FMPs must be coordinated, reviewed, and approved by responsible project leaders/agency administrators to ensure consistency with approved land management plans. In addition, initial FMPs, and revisions at five-year intervals, must be reviewed by the Regional Fire Management Coordinator and Regional Refuge staff for comment and concurrence, with approval by the Regional Director.

FMPs are intended to be dynamic and reflect current situations and policies; therefore, they must be reviewed once a year and sections updated if need be. Refuges will revise FMPs every five years (or less - when significant changes on FWS or adjacent lands occur). Extensions not to exceed six months for meeting the 5-year revision timeframe may be granted

by Regional Directors. Without a current FMP, prescribed fires cannot be conducted and response to unplanned wildfire ignitions can only consider suppression strategies.

**Guidance for the Interagency Fire Management Plan Template**

All new FWS FMPs and FMPs needing revisions according to the 5-year revision timeframe will use the 2007 Interagency Fire Management Plan template found in Exhibit 2. Exhibit 3 (“FWS Guidance for the Interagency Fire Management Plan Template”) contains chapter specific guidance for converting existing FWS Fire Management Plans to the 2007 Interagency Fire Management Plan Template format.

Exhibit 1: NEPA Compliance Checklist, Form 3-2185

NEPA COMPLIANCE CHECKLIST

State: Federal Financial Assistance Grant/Agreement/Amendment Number: Grant/Project Name:

This proposal is: is not completely covered by categorical exclusion in 516 DM 2, Appendix ; and/or 516 DM 6, Appendix (check ( / ) one) (Review proposed activities. An appropriate categorical exclusion must be identified before completing the remainder of the checklist. If a categorical exclusion cannot be identified, or the proposal cannot meet the qualifying criteria in the categorical exclusion, or an extraordinary circumstance applies (see below), an EA must be prepared.)

Extraordinary Circumstances:

Will This Proposal (check ( / ) yes or no for each item below):

Yes No

- 1. Have significant adverse effects on public health or safety.
2. Have significant adverse effects on such natural resources and unique geographic characteristics as historic or cultural resources; park, recreation or refuge lands; wilderness areas; wild or scenic rivers; national natural landmarks; sole or principal drinking water aquifers; prime farmlands; wetlands (Executive Order 11990); floodplains (Executive Order 11988); national monuments; migratory birds (Executive Order 13186); and other ecologically significant or critical areas under Federal ownership or jurisdiction.
3. Have highly controversial environmental effects or involve unresolved conflicts concerning alternative uses of available resources [NEPA Section 102(2)(E)].
4. Have highly uncertain and potentially significant environmental effects or involve unique or unknown environmental risks.
5. Have a precedent for future action or represent a decision in principle about future actions with potentially significant environmental effects.
6. Have a direct relationship to other actions with individually insignificant but cumulatively significant environmental effects.
7. Have significant adverse effects on properties listed or eligible for listing on the National Register of Historic Places as determined by either the bureau or office, the State Historic Preservation Officer, the Tribal Historic Preservation Officer, the Advisory Council on Historic Preservation, or a consulting party under 36 CFR 800.
8. Have significant adverse effects on species listed, or proposed to be listed, on the List of Endangered or Threatened Species, or have significant adverse effects on designated Critical Habitat for these species.
9. Have the possibility of violating a Federal law, or a State, local, or tribal law or requirement imposed for the protection of the environment.
10. Have the possibility for a disproportionately high and adverse effect on low income or minority populations (Executive Order 12898).
11. Have the possibility to limit access to and ceremonial use of Indian sacred sites on Federal lands by Indian religious practitioners or significantly affect the physical integrity of such sacred sites (Executive Order 13007).
12. Have the possibility to significantly contribute to the introduction, continued existence, or spread of noxious weeds or non-native invasive species known to occur in the area or actions that may promote the introduction, growth, or expansion of the range of such species (Federal Noxious Weed Control Act and Executive Order 13112).

(If any of the above extraordinary circumstances receive a "Yes" check ( / ), an EA must be prepared.)

Yes No This grant/project includes additional information supporting the Checklist.

Concurrences/Approvals:

Project Leader: Date:

State Authority Concurrence: Date:

(with financial assistance signature authority, if applicable)

Within the spirit and intent of the Council of Environmental Quality's regulations for implementing the National Environmental Policy Act (NEPA) and other statutes, orders, and policies that protect fish and wildlife resources, I have established the following administrative record and have determined that the grant/agreement/amendment:

- is a categorical exclusion as provided by 516 DM 6, Appendix 1 and/or 516 DM 2, Appendix 1. No further NEPA documentation will therefore be made.
is not completely covered by the categorical exclusion as provided by 516 DM 6, Appendix 1 and/or 516 DM 2, Appendix 1. An EA must be prepared.

Service signature approval:

RO or WO Environmental Coordinator: Date:

Staff Specialist, Division of Federal Assistance: Date:

(or authorized Service representative with financial assistance signature authority)

**Exhibit 2: Interagency Fire Management Plan Template -Updated September 19, 2007**

Federal wildland fire policy requires that every area with burnable vegetation must have a fire management plan (FMP). Fires in areas without approved FMPs must be suppressed. Each plan will be based on the area's approved land management plan; in the absence of such a plan, the FMP may stand alone. Wildland fire management planning activities and program components (e.g., fuels management, initial response, etc.) for each agency will be coordinated across administrative boundaries.

**Purpose of an FMP** - The fire management planning process and requirements may differ among agencies. However, for all agencies (Forest Service, BIA, BLM, FWS, NPS), a common purpose of a fire management plan is to provide decision support to aid managers in making informed decisions on the appropriate management response (AMR). The FMP includes a concise summary of information organized by fire management unit (FMU) or units.

In addition, for the DOI agencies, the FMP contains strategic and operational elements that describe how to manage applicable fire program components such as; response to unplanned ignitions, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation programs. The Forest Service will have related information in separate fire management reference documents.

Each FMP will evolve over time as new information becomes available, conditions change on the ground and changes are made to land/resource management plans.

**Purpose of the Interagency Fire Management Template**- The purpose of the interagency fire management plan template is to provide a framework to facilitate cooperation across administrative boundaries. This template provides the minimum standard for FMP structure and content. The FMP has differing audiences and detail depending upon program complexities, agency need and direction. This template is designed for agency flexibility. Each agency may expand on this common template to meet agency specific needs, and that agency's approved template will dictate the final requirements for a unit's FMP.

*All agencies are required to use Chapters 1, 2, and 3 with the major headings below (in bold). DOI agencies are required to use Chapters 4 and 5, and may opt to add additional chapters or sections if deemed necessary.*

## **1. Introduction**

*The intent of this Chapter is to introduce the reader to the area covered by the FMP.*

State the reasons for developing the FMP. Provide a general description of location of the area covered by the FMP with vicinity map and agencies involved. Briefly describe land ownership, significant resources, mission or direction for the area and different management designations (e.g. wilderness, timber harvest areas, research natural areas, cultural/religious areas, habitat management areas) for agencies participating in the planning effort.

## **2. Policy, Land Management Planning and Partnerships**

The intent of this Chapter is to establish the linkage between higher level planning documents, legislation and policies and the actions described in the document.

### 2.1 Fire Policy

Identify sources of guidance and direction that relate to actions described in the FMP.

These include:

- national interagency and departmental policy (e.g. National Fire Plan, Departmental manuals)
- agency specific policies (e.g. Handbooks, Manuals, Direction, strategic plans)
- unit specific policies may be included if they exist (e.g. tribal direction, unit specific CFRs)
- compliance and authorities may be included (e.g. NEPA, NHPA, ESA and any programmatic agreements involved).

### 2.2 Land/Resource Management Planning (LMP)

Identify documents that relate to the area covered by the FMP including interagency efforts.

Examples include:

- land management plans,
- habitat management plans,
- resource management plans,
- forest management plans,
- comprehensive conservation plans,
- regional management plans such as the Northwest Forest Plan.

### 2.3 Partnerships

Identify any internal and external fire management partnerships or planning teams that helped you develop this FMP. This information documents the level of cooperation occurring.

Examples include:

- interagency planning teams (e.g. local groups that share boundaries, FPA partners)
- non-federal agencies/departments
- tribal government
- internal interdisciplinary planning teams

## **3. Fire Management Unit Characteristics**

The intent of this Chapter is to articulate specific objectives, practices and considerations common to all FMUs and unique to individual FMUs.

The primary purpose of developing FMUs in fire management planning is to assist in organizing information in complex landscapes. The process of creating FMUs divides the landscape into smaller geographic areas to more easily describe physical/biological/social characteristics and frame associated planning guidance based on these characteristics (see

NWCG glossary for the definition of FMU). If possible, FMUs should be developed through interagency efforts and interactions to facilitate common fire management across boundaries.

As a plan is being written, each area will determine the amount of detail located within the area-wide considerations section below (3.1) versus the separate detailed FMUs section (3.2). For example, if an area is of low complexity or small size, then the area-wide description may contain most of the information and little is needed for each FMU. Conversely, large complex landscapes may have few common characteristics and may have most information contained in the FMU specific section.

The following sections provide guidance on what to include in this Chapter.

### 3.1 Area-wide Management Considerations

The intent of this section is to document overall wildland fire management program guidance and characteristics common to all FMUs.

- Describe fire management related goals, objectives, standards, guidelines, and/or desired future conditions as found in the appropriate LMP(s) that apply across all FMUs. Include fire management related goals that may come from non-fire program areas within the LMP or other planning documents.

Examples of these goals, objectives, standards, guidelines, and desired conditions are:

- firefighter and public safety,
  - using fire to restore ecosystem health,
  - use of appropriate management response (AMR),
  - cost containment,
  - desired plant community composition and structure,
  - constraints common to all FMUs (e.g. restrictions on retardant use, preventing spread of invasive species through washing of vehicles)
- Identify area-wide guidance, such as regional initiatives that contain additional fire management goals or objectives (e.g. sage grouse strategies)
  - Describe any common characteristics (e.g. topography, fuels, prevailing winds) that may occur across all FMUs.

### 3.2 Fire Management Unit - Specific Descriptions

The intent of this section is to describe the characteristics of the FMU. The organization of this section is at the discretion of the agency

FMU characteristics must be described. Examples are:

- physical and biological description of FMU (e.g. topographic features, fuel types, special conditions that may result in extreme fire behavior, access, FRCC, high value concerns, special areas),
- jurisdictional boundaries (e.g. adjacent or intermingled federal, private, tribal, state, county ownership),
- communities and other values at risk within and adjacent to FMU,

- fire behavior and weather descriptions (e.g. ERC tables, past fire behavior and perimeter histories, control problems).

FMU management guidance must be described. Examples are:

- FMU specific objectives (e.g. appropriate management response objectives, fire intensity levels, fire frequency concerns),
- FMU specific desired conditions (e.g. desired vegetation conditions),
- description of approved wildland fire management strategies (e.g. AMR, fuels treatments: prescribed fire or mechanical/other treatments allowed, wildland fire use),
- FMU specific guidelines, constraints, or mitigation considerations (e.g. MIST, minimum suppression in special areas, retardant or chemical limitations, etc.),
- Burned area emergency stabilization and rehabilitation considerations if applicable (e.g. seeding requirements or treatments in special areas).

FMU safety considerations must be described. Examples are:

- gas lines,
- power lines,
- mine shafts,
- aviation hazards,
- restricted access due to hazards,
- poisonous plants and venomous animals.

Also, operational information may be detailed or added as an appendix, such as:

- permanent repeater locations, recommendations of successful temporary sites,
- radio frequencies,
- radio ‘dead spots’,
- communication plan,
- evacuation plan,
- water dip sites,
- helispots,
- remote automated weather stations (RAWS).
- potential fire camp locations for Type 3 to Type 1 organizations

#### **4. Wildland Fire Operational Guidance**

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document the procedures used in the area covered by the FMP to implement the wildland fire management program. The following sections 4.1, 4.2, 4.3, 4.4 should be addressed either in this section, or a reference should be cited as to where this type of information can be found.

##### 4.1 Appropriate Management Response

Describe or reference program procedures that should be in place for planning and responding to fires. Procedures to be included are dependent on local and interagency agency needs.

Examples include:

- preparedness (including training, qualifications, readiness, detection and aviation),
- cooperative or mutual aid fire management agreements,
- cost apportionment agreements
- protection agreements,
- cross-boundary fire agreements,
- size up, initial response and extended response procedures,
- WFIP and WFSA procedures,
- dispatching/obtaining resources (e.g. interagency dispatch centers, interagency teams, MAC groups),
- prioritizing allocation of resources,
- large fire cost management ,
- processes for complying with regulatory requirements (e.g. smoke, SHPO, ESA)
- public interaction (e.g. information plans, CWPPs) ,
- reporting requirements (forms such as 209s, 1202s),
- records management,
- suppression damage repair.

#### 4.2 Fuels Management

Describe or reference planning and implementation processes for fuels treatments by mechanical, chemical, biological or prescribed fire methods. Procedures to be included are dependent on local needs.

Examples include:

- processes to identify and prioritize fuels treatments (e.g. consultations with communities, use of community wildfire protection plans - CWPPs), interdisciplinary teams, risk assessments and mitigation plans),
- potential size and scope of vegetation treatments to meet both fire and land management goals,
- procedures for implementing prescribed fire (e.g. requirements for development of burn plan, responsibilities for preparing and approving Rx fires, requirements for safety, qualifications, interagency prescribed fire guidance),
- process for complying with regulatory requirements (e.g. NEPA, smoke, SHPO, ESA) ,
- treatment effects monitoring description,
- reporting requirements (NFPORS) and agency specific systems,
- fuels committees or local coordinating or special interest groups,
- funding processes,

#### 4.3 Emergency Stabilization and Burned Area Rehabilitation

Describe or reference emergency stabilization (ES) and post-fire burned area rehabilitation (BAR) planning and implementation. Use the Departmental Manual (620 DM 3) and agency-specific direction for guidance.

Examples include:

- process and thresholds for determining ES and BAR teams,
- regional coordinator contact information,
- local resource specialist positions that may assist the teams,
- considerations that should be addressed (e.g. values to be protected such as T&E species, cultural concerns, wilderness),
- potential treatments that should be considered (e.g. programmatic plans),
- anticipated post-fire recovery issues,
- allowable actions or local restrictions,
- standardized monitoring protocols,
- requirements for planning,
- funding processes,
- reporting requirements (accomplishment reports and NFORS).

#### 4.4 Prevention, Mitigation and Education

Describe or reference wildland fire prevention, education, and mitigation strategies. Procedures to be included are dependent on local agency needs.

Examples include:

- human caused ignition patterns and problems,
- fire investigation policies and procedures,
- closures/restricted access process,
- burn permit systems,
- law enforcement operating procedures and agreements,
- community involvement,
- Firewise,
- annual meetings with public, other agencies and local fire districts,
- education programs,
- community grant programs and assistance,
- CWPPs,
- memorandum of understanding (MOU),
- funding processes,
- reporting requirements.

### **5. Monitoring and Evaluation**

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document processes for determining whether the FMP is being implemented as planned and fire-related goals and objectives are being achieved. Information obtained from monitoring and evaluations is used to update the FMP and land management plans.

Describe monitoring processes that will be used to measure achievement of FMP objectives. Procedures to be included are dependent on local agency needs.

Processes may include:

- fire and non-fire treatment effects monitoring including broader scale long-term monitoring based on fire and land management objectives,
- collaboration with other disciplines for monitoring broader resource management objectives,
- information on annual performance (e.g. annual targets),
- annual process to review and/or update the FMP, including triggers for major revisions.
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**Glossary**

Use NWCG on-line glossary for common terms. Include full definition and references for agency or unit specific terminology.

**Appendices – Optional**

**Exhibit 3: FWS Guidance for the Interagency Fire Management Plan Template**

All new and revised FWS fire management plans will use the September 2007 Interagency Fire Management Plan Template. The following information will be helpful in adapting existing FWS FMPs to the new template.

The tables following below contain the following information:

- The five required major sections of the interagency template, the intent of each section, and their required elements in the template language.
- Guidance, examples, and recommendations for each required element in the template. This includes references to FWS policy chapters, some of which are in revision to correspond to the language used in this guidance.
- Suggested examples of language to use in FWS guidance sections (*in italic font*).
- And in some cases, suggestions for additional elements or information. Please note the recommendation of a new appendix relating to interface growth and cost containment.

Those involved in fire planning activities should note the following:

- The focus of the new template is goals, objectives, strategies, and constraints for operations. Stations revising older plans may find the new plans are shorter, since some information can be referenced in other policy/supplemental policy documents and handbooks.
- FWS offices are not required to revise current FMPs into this new template until full FMP revisions are required to meet the Service 5 year revision policy.
- Annual updates to existing plans do not require plans to be converted to the new template unless the plan no longer meets the 5-year currency standard.
- Items likely to need annual updates are best found in appendices (step-up plans, agreements and memorandums of understanding, personnel/qualification lists, readiness activities, etc).

**1.0 Introduction**

The intent of this chapter is to introduce the reader to the area covered by the FMP.

Required Elements	1.a.	State the reasons for developing the FMP.
	1.b.	Provide a general description of location of the area covered by the FMP with vicinity map and agencies involved.
	1.c.	Briefly describe land ownership, significant resources, mission or

	<p>direction for the area and different management designations (e.g. wilderness, timber harvest areas, research natural areas, cultural/religious areas, habitat management areas) for agencies participating in the planning effort.</p>
<p>FWS Guidance</p>	<p>1.1. Reasons for Developing the FMP. Example language:  <i>This plan is written to meet Department and Service requirements that every area with burnable vegetation must have an approved Fire Management (FMP). It complies with a Service requirement that Refuges review and/or revise FMPs at a minimum of five-year intervals or when significant changes are proposed, such as might occur if significant land use changes are made adjacent to FWS lands. (621 FW 2.3C-4)</i></p> <p><i>The goal of wildland fire management is to plan and make decisions that help accomplish the mission of the National Wildlife Refuge System. That mission is to administer a national network of lands and waters for the conservation, management, and, where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans. (095 FW 3.2)</i></p> <p><i>This FMP identifies and integrates all wildland fire management and related activities in the context of an approved Comprehensive Conservation Plan (CCP). It defines a program to manage wildland fires and to assure that program goals and components are coordinated.</i></p> <p>1.2. Include the following information:</p> <ul style="list-style-type: none"> <li>• Location (a vicinity map and a map of the FMP area),</li> <li>• Total acres,</li> <li>• Land ownership of surrounding lands and/or in-holdings,</li> <li>• acres within acquisition boundaries in non-FWS ownership,</li> <li>• Agencies involved,</li> <li>• FWS units included in the FMP.</li> <li>• The mission or direction for the lands in the FMP,</li> <li>• Special land management designations (e.g., wilderness, research natural area),</li> <li>• Significant values to protect (e.g., timber, cultural/religious areas, habitat management areas, T &amp; E species, FWS structures, watersheds, air sheds)</li> </ul> <p>1.3. An overview of significant values to protect (e.g., timber, cultural/religious areas, habitat management areas, T&amp;E species, FWS structures, watersheds, air sheds)</p>

*Example Table 1: Management Units in the Fire Management Complex*

<i>FWS Management Units within the FMP</i>	<i>Total Acres (Burnable Acres)</i>
<i>National Wildlife Refuge 1</i>	<i>21,498 (18,455)</i>
<i>National Wildlife Refuge 2</i>	<i>2,585 (2,000)</i>
<i>Waterfowl Production Areas</i>	<i>44,032 (25,000)</i>
<i>Wetland Easements</i>	<i>196,462</i>
<i>Federal Fish Hatchery</i>	<i>600 (200)</i>
<i>FmHA Conservation Easements</i>	<i>6,368</i>

**2.0 Policy, Land Management Planning and Partnerships**

The intent of this chapter is to establish the linkage between higher level planning documents, legislation and policies and the actions described in the document.

**2.1 Fire Policy**

Required Elements	2.1 Identify sources of guidance and direction that relate to actions described in the FMP.
FWS Guidance	<p>2.1. Fire Management Plan compliance with fire policy Summarize how the FMP meets the following policies:</p> <p>2.1.a <b>Federal Wildland Fire Policy</b> Example: <i>This FMP meets the Federal Wildland Fire Management Policy by implementing following these guiding principles:</i></p> <ul style="list-style-type: none"> <li>• <i>Firefighter and public safety is the first priority in every fire management activity.</i></li> <li>• <i>The role of wildland fire as an essential ecological process and natural change agent has been incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.</i></li> <li>• <i>Fire management plans, programs, and activities support land and resource management plans and their implementation.</i></li> <li>• <i>Sound risk management is a foundation for all fire management activities. Risks and uncertainties relating to fire management activities must be understood, analyzed, communicated, and managed as they relate to the cost of either doing or not doing an activity.</i></li> </ul>

- *Fire management programs and activities are economically viable, based upon values to be protected, costs, and land and resource management objectives,*
- *Fire management plans and activities are based upon the best available science.*
- *Fire management plans and activities incorporate public health and environmental quality considerations.*
- *Federal, State, tribal, local, interagency, and international coordination and cooperation are essential.*
- *Standardization of policies and procedures among federal agencies is an ongoing objective.*

**2.1.b. National Fire Plan**

*Example: This FMP meets the policy and direction in the National Fire Plan because it emphasizes the following primary goals of the 10 Year Comprehensive Strategy and Cohesive Strategy for Protecting People and Sustaining Natural Resources:*

- *Improving fire prevention and suppression,*
- *Reducing hazardous fuels,*
- *Restoring fire-adapted ecosystems, and*
- *Promoting community assistance.*

**2.1.c. Department of Interior (DOI) Fire Policy**

*Example: This FMP meets DOI policy found in 620 DM 1 (620 DM2 for Alaska) by making full use of wildland fire as a natural process and as a tool in the planning process.*

**2.1.d. U.S. Fish and Wildlife Service Fire Policy**

*Examples: By addressing the range of potential wildland fires and considering a full spectrum of tactical options (from monitoring to intensive management actions) for appropriate management response (AMR) in order to meet Fire Management Unit (FMU) objectives, this FMP meets Service wildland fire policy, and is consistent with the Service Fire Management Handbook and the Interagency Standards for Fire and Fire Aviation Operations, which are supplemental policy.*

*This plan affirms these key elements of FWS fire policy (621 FW 1):*

- *Firefighter and public safety is the first priority of the wildland fire management program and all associated activities,*
- *Only trained and qualified leaders and agency administrators will be responsible for, and conduct, wildland fire management duties and operations,*
- *Trained and certified employees will participate in the wildland fire management program as the situation requires, and non-certified employees will provide needed support as necessary,*
- *Fire management planning, preparedness, wildfire and prescribed fire operations, other hazardous fuels operations, monitoring, and*

	<p><i>research will be conducted on an interagency basis with involvement by all partners to the extent practicable,</i></p> <ul style="list-style-type: none"> <li>• <i>The responsible agency administrator has coordinated, reviewed, and approved this FMP to ensure consistency with approved land management plans, values to be protected, and natural and cultural resource management plans, and that it addresses public health issues related to smoke and air quality,</i></li> <li>• <i>Fire, as an ecological process, has been integrated into resource management plans and activities on a landscape scale, across agency boundaries, based upon the best available science,</i></li> <li>• <i>Wildland fire is used to meet identified resource management objectives and benefits when appropriate,</i></li> <li>• <i>Prescribed fire and other treatment types will be employed whenever they are the appropriate tool to reduce hazardous fuels and the associated risk of wildfire to human life, property, and cultural and natural resources and to manage our lands for habitats as mandated by statute, treaty, and other authorities.</i></li> <li>• <i>Appropriate management response will consider firefighter and public safety, cost effectiveness, values to protect, and natural and cultural resource objectives,</i></li> <li>• <i>Staff members will work with local cooperators and the public to prevent unauthorized ignition of wildfires on our lands.</i></li> </ul> <p>2.1.e. List any FWS unit-specific policies related to fire management (e.g. unit-specific CFRs); describe how your FMP meets this direction.</p>
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**2.2 Land / Resource Management Planning**

Required Elements	2.2	Identify documents that relate to the area covered by the FMP including interagency efforts.
FWS Guidance	2.2	Land/Resource Management Planning documents.
	2.2.a	List FWS and other agency land management documents (CCPs, habitat management plans, regional management plans, etc.) that establish the goals, objectives, standards, guidelines, desired future conditions, and constraints detailed in Chapter 3.
	2.2.b.	<p><b>Compliance Documents</b></p> <p>Although not required, FWS recommends listing compliance documents relating to, at minimum, the National Environmental Policy Act (NEPA), the Endangered Species Act of 1973 (ESA), the National Historic Preservation Act of 1966 (NHPA), and the Archeological Resources Protection Act of 1979. (And any others pertinent to the FMP area.) Provide short statements of how compliance was accomplished.</p> <p>NEPA Compliance – The Service has procedures for assessing environmental effects of specific Service actions. Consult with the Regional NEPA</p>

	<p>Coordinator for details on Service policy and processes.</p> <p>Example statements:  <i>NEPA compliance was accomplished by completion of an Environmental Assessment (EA) for the fire management program in May 2002. After a public comment period, on October 14, 2002 the Refuge Project Leader signed a Finding of No Significant Impact (FONSI), which is in official files at Refuge Headquarters. The project leader has determined that the activities envisioned in this FMP update are similar in scope and effect as those covered by the EA and therefore a new EA is not needed.</i></p> <p><i>In conjunction with the 2002 EA, the refuge requested a Biological Assessment from Ecological Services in March 2002. In May of that year, ES concurred with the refuge that actions authorized by the FMP would not have adverse affects.</i></p> <p><i>All FMP actions/decisions comply with Section 106 of NHPA per the terms of the working agreement between the refuge and the State Historic Preservation Offices.</i></p>

**2.3 Fire Management Partnerships**

Required Elements	2.3	Identify any internal and external fire management partnerships or planning teams that help you develop this FMP.
FWS Guidance	2.3.a.	Internal partners or interdisciplinary teams that assisted in developing FMP.
	2.2.b.	List external partnerships that assisted in developing the FMP; i.e., FPA partners, tribal governments, state and local governments, local fire departments, collaborative community efforts, etc.

**3.0 Fire Management Unit Characteristics**

The intent of this chapter is to articulate specific objectives, practices, and considerations common to all FMUs and unique to individual FMUs.

**3.1 Area Wide Management Considerations**

Required Elements	3.1. a.	Describe fire management related goals, objectives, standards, guidelines and/or desired future conditions found in appropriate land or resource management plans that apply across all FMUs. Include fire management related goals that may come from non-fire program areas within the land use plan or other planning documents. <u>(If only one FMU, consider elements and guidance in both 3.1 and 3.2)</u>
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	<p>3.1. b. Identify additional fire management goals or objectives found in area-wide guidance, such as regional initiatives.</p> <p>3.1.c. Describe any common characteristics (e.g. topography, fuels, prevailing winds) that occur across all FMUs</p>
<p>FWS Guidance</p>	<p>3.1.a. Fire management related goals, objectives, standards, guidelines, desired future conditions and constraints common to all FMUs from land management plans.</p> <p>List the goals, objectives, etc. Goals could be in a CCP or in older/other land use plans (Review FWS planning process in 602 FW 1 -4, and 602 FW 1 exhibit 1)</p> <p>Example goals, objectives, constraints -- from CCPs (3.1.a) or step-down plans (3.1.b):</p> <ul style="list-style-type: none"> <li>• <i>Manage fire suppression to minimize risks to firefighter and public safety,</i></li> <li>• <i>Allow fire its natural role in wilderness areas and in fire-dependent ecosystems,</i></li> <li>• <i>Reduce and maintain hazardous fuels in WUI areas at non-hazardous levels to provide for public and firefighter health and safety,</i></li> <li>• <i>Reduce and maintain hazardous fuels in non-WUI areas non-hazardous levels to provide for firefighter health and safety and to protect habitats critical to endangered species, migratory birds, and ecosystem integrity,</i></li> <li>• <i>Where appropriate, use prescribed fire programs to mimic pre-settlement fire intervals and intensities to restore ecosystem integrity and endangered species habitat,</i></li> <li>• <i>Use other treatment types to reduce hazardous fuels where prescribed fire is not appropriate,</i></li> <li>• <i>Aerial retardants and foams will not be used within 300 feet of any waterway,</i></li> <li>• <i>No wildland fire camp with more than 40 people is allowed in wilderness areas,</i></li> <li>• <i>Ground disturbed by suppression activities will be rehabilitated,</i></li> <li>• <i>Heavy equipment use will be closely monitored in designated areas to minimize impacts on cultural resources, and</i></li> <li>• <i>Prevent the further spread of invasive plants</i></li> </ul> <p>3.1. b. List fire management related goals, objectives, standards, guidelines, desired future conditions and constraints found in documents</p> <p>List goals, etc. and source. Examples of source documents include:</p> <ul style="list-style-type: none"> <li>• NEPA/other compliance associated with the FMP, CCR, or other plans,</li> <li>• Treaties or agreements with tribes, local governments, or other</li> </ul>

	<p>entities,</p> <ul style="list-style-type: none"> <li>• State or tribal air quality plans or SIPs; i.e., smoke sensitive areas,</li> <li>• Species or habitat conservation plans,</li> <li>• Regional initiatives.</li> <li>• Service Manual</li> </ul> <p>Example: <i>Structural fire suppression is the responsibility of local governments. We may assist with exterior structural protection activities under formal Fire Protection Agreements that specify mutual responsibilities, including funding. (Red Book 01-3)</i></p> <p>Example: <i>These operational standards in the Service manual (095 FW 3):</i></p> <ul style="list-style-type: none"> <li>• <i>An initial action and an appropriate management response is required for every wildfire on or threatening our lands.</i></li> <li>• <i>The range of appropriate management responses to wildfires may include direct or indirect attack of high and/or low intensities, or surveillance and monitoring to ensure fire spread will be limited to a designated area.</i></li> <li>• <i>When specifically addressed in approved FMPs, we can use naturally ignited wildland fires to accomplish resource management objectives.</i></li> <li>• <i>Surveillance is an appropriate management response to a wildfire if so designated in an approved FMP or selected through an appropriate analysis (WFSA) process.</i></li> <li>• <i>If a wildland fire changes so it will not meet objectives listed in operational plans (WFIP/ prescribed fire plan), it must be declared a wildfire, receive an appropriate management response, and have a new strategy selected through a new analysis process (WFSA).</i></li> <li>• <i>Wildfires in wilderness or other special reserved areas will receive an appropriate management response that includes consideration of wilderness values and completion of a minimum tool analysis in support of the AMR.</i></li> </ul> <p>(Note: <u>A reason wilderness might be considered for its own FMU.</u>)</p> <p>3.1.c. Common characteristics of all FMUs</p> <ul style="list-style-type: none"> <li>• Climate regime,</li> <li>• Soils, vegetation, wildlife, cultural resources, public use/recreation,</li> <li>• fuels models, fuel conditions, and associated fire behavior characteristics,</li> <li>• Past fire effects,</li> <li>• Public and firefighter safety concerns or issues.</li> </ul>
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**3.2 Fire Management Unit – Specific Descriptions**

Required Elements	3.2.a.	FMU characteristics must be described.
	3.2.b.	FMU management guidance must be described.

<p>FWS Guidance</p>	<p>3.2.c. FMU safety considerations must be described.</p> <p>A Fire Management Unit (FMU) is a land management area definable by objectives, management constraints, topographic features, access, values to protect, political boundaries, fuel types, major fire regime groups, etc. that set it apart from the characteristics of an adjacent FMU. The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives.</p> <p>Consider using a table: <i>Example Table 2: Fire Management Units</i></p> <table border="1" data-bbox="231 381 998 469"> <thead> <tr> <th><i>FMU Name</i></th> <th><i>AMR Strategy</i></th> <th><i>Acres (Burnable)</i></th> <th><i>Fire Regime</i></th> </tr> </thead> <tbody> <tr> <td><i>A</i></td> <td><i>Protection</i></td> <td><i>50,300 (42,300)</i></td> <td></td> </tr> <tr> <td><i>B</i></td> <td><i>Wildland Fire Use</i></td> <td><i>140,111 (125,000)</i></td> <td></td> </tr> </tbody> </table> <p>3.2.a. The description of each FMU should include: (consider using maps or tables in this section).</p> <ul style="list-style-type: none"> <li>• FMU name, location and vicinity map,</li> <li>• Acres by ownership, and adjacent ownership and jurisdiction,</li> <li>• Unique physical characteristics affecting fire management (topography, soils, access, fire effects, etc.), ( or lumped in 3.1.c)</li> <li>• Vegetation types/fuel models and burnable acres, (or lumped in 3.1.c)</li> <li>• Ten year average number of wildfires and acres burned, (or lumped in 3.1.c)</li> <li>• Ten year (or five year) average fuel treatment acres by WUI and non-WUI fuels, and by treatment type - prescribed fire and non-fire,</li> <li>• Number and acres of Burned Area Rehabilitation projects, (if any),</li> <li>• LANDFIRE vegetation descriptions/information (if useful),</li> </ul> <p>3.2.b Values to protect:.</p> <ul style="list-style-type: none"> <li>• T&amp;E or special status species,</li> <li>• Air quality (Class I airsheds, non-attainment areas, and sensitive receptors),</li> <li>• Cultural resources,</li> <li>• WUI location and information such as Communities at Risk (CARs), Communities of Interest (COIs) information, CWPPs or equivalent,</li> <li>• Natural resources (winter range, timber, watersheds)</li> <li>• Special designations (Wilderness, Wild &amp; Scenic River, HMAs),</li> <li>• Hunting and recreation, subsistence use (Alaska),</li> <li>• Mining, oil and gas wells and right-of-ways,</li> <li>• Acres within acquisition boundaries in other ownership,</li> <li>• Structures lacking defensible space, water supply issues,</li> <li>• Agency owned structures and structures/communities off-FWS land where FWS has wildfire protection responsibility.</li> </ul>	<i>FMU Name</i>	<i>AMR Strategy</i>	<i>Acres (Burnable)</i>	<i>Fire Regime</i>	<i>A</i>	<i>Protection</i>	<i>50,300 (42,300)</i>		<i>B</i>	<i>Wildland Fire Use</i>	<i>140,111 (125,000)</i>	
	<i>FMU Name</i>	<i>AMR Strategy</i>	<i>Acres (Burnable)</i>	<i>Fire Regime</i>									
<i>A</i>	<i>Protection</i>	<i>50,300 (42,300)</i>											
<i>B</i>	<i>Wildland Fire Use</i>	<i>140,111 (125,000)</i>											

	<p>3.2.c. FMU-specific fire management goals, objectives, standards, guidelines, desired future conditions and constraints, for example:</p> <ul style="list-style-type: none"> <li>• Fire regime and fire intensity levels,</li> <li>• Desired vegetation communities,</li> <li>• Types of fuels treatments,</li> <li>• Any acreage limits by vegetation communities, desired FRCC changes, etc.</li> </ul> <p>3.2.d. FMU-specific Appropriate Management Response (AMR) response strategies.</p> <ul style="list-style-type: none"> <li>• Retardant or chemical use restrictions (limitations).</li> <li>• Equipment limitations</li> <li>• Preferred strategies and tactics</li> </ul> <p>3.2.e. Safety considerations specific to the FMU. Consider, for example:</p> <ul style="list-style-type: none"> <li>• Public access to fire areas</li> <li>• Smoke impacts on highway safety</li> <li>• Gas and power lines,</li> <li>• Mine shafts,</li> <li>• Unexploded ordnance (UXO),</li> <li>• Communications issues,</li> <li>• Hazards from poisonous plants, venomous animals, predatory animals,</li> <li>• Illegal dump sites, illegal drug operations</li> </ul>

**4.0 Wildland Fire Operational Guidance**

The intent of this chapter is to document the procedures used in the area covered by the FMP to implement the Wildland Fire Management Program.

**4.1. Appropriate Management Response**

Required Element	4.1 Describe or reference program procedures that should be in place for planning and responding to fires. Procedures to be included are dependent on local, agency and interagency needs.
FWS Guidance	<p>4.1. Summarize the general wildfire program direction for the FMP area. Include how to apply AMR, how to make decisions on initial actions, extended attack and large fire suppression. Incorporate sections of <u>Interagency Standards for Fire and Fire Aviation Operations.</u>, chapters 10 – 18, by reference.</p> <p>4.1.a. Overview of AMR direction and constraints</p> <ul style="list-style-type: none"> <li>• Examples of the range of typical fire complexity and size.</li> <li>• Range of appropriate management response allowed – include statement regarding wildland fire use – is it allowed or not</li> </ul>

	<p>allowed?</p> <ul style="list-style-type: none"> <li>• Incident Commander authority to implement AMR.</li> <li>• Summarize and reference interagency or inter-governmental agreements (e.g., mutual aid agreements, fire protection agreements) included in appendices</li> </ul> <p>4.1.b. Preparedness</p> <ul style="list-style-type: none"> <li>• Seasonal readiness activities (consider table in appendix)</li> <li>• Fire weather station and fire danger rating operating plans (appendix),</li> <li>• Cache and supply levels,</li> <li>• Management direction and response for escalating burning conditions, fire activity, and resource commitment (local, regional, and national preparedness levels), and associated unit step-up/staffing plans, dispatch plans, etc.</li> </ul> <p><u>For step-up and readiness plans, a unit should use the index (ERC, BI, KBDI, Canadian index) that best represents a typical fire season.</u> If drought and other influences suggest actual conditions diverge from “typical,” consider building a table that includes different indices for different conditions; i.e., typical and extreme.</p> <p>4.1.c Detection capabilities</p> <p>4.1.d Initial response and initial attack operations</p> <ul style="list-style-type: none"> <li>• Dispatching</li> <li>• Size-up</li> <li>• Implementing AMP on initial attack</li> <li>• Communications</li> </ul> <p>4.1.e. Extended attack and large fire management</p> <ul style="list-style-type: none"> <li>• Unit-specific process for completing analysis tools (WFIP, WFSA, etc.) delegations of authority to ICs (detail responsibilities as needed).</li> </ul> <p>4.1.f. Wildland fire use operations (if applicable: otherwise, not needed)</p> <ul style="list-style-type: none"> <li>• historic and future wildland fire use activity or potential,</li> <li>• decision criteria (Go, No-GO checklist),</li> <li>• implementation procedures (reference Wildland Fire Use Implementation Procedures Reference Guide, May 2005),</li> <li>• general FMU-wide constraints,</li> </ul> <p>4.1.g Reports</p> <ul style="list-style-type: none"> <li>• Standards and responsibility for daily fire reports and individual fire reports,</li> </ul> <p>4.1.h. <i>Summarize the unit’s aviation use or aviation program plan, if any.</i></p> <ul style="list-style-type: none"> <li>• (appendix),</li> <li>• Cache and supply levels,</li> <li>• Detection capabilities,</li> </ul>
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- Standards and responsibility for daily fire reports and individual

Examples of suppression direction:

- When evaluating appropriate management response, we will consider risks to public and firefighter safety and to values to protect, and the cost of the various mitigation strategies and tactics.*
- Wildfires will be staffed or monitored during active burning periods until under control and as needed to maintain control until declared out.*

*All wildfires will be supervised by a qualified incident commander (IC) responsible to*

- Assess the fire situation and make a report to dispatch as soon as possible.*
- Use guidance in this FMP or a delegation of Authority to determine and implement an appropriate management response.*
- Determine organization, resource needs, strategy and tactics.*
- Brief incoming and assigned resources on the organization, strategy and tactics, weather and fire behavior, LCES, seasonal and historic ERCs, and radio frequencies.*
- Advise dispatch of resources needed for the AMR.*
- Manage the incident until relieved or the fire is suppressed.*

The FMP and a delegation of authority can provide a general strategy to an IC, who has discretion to select and implement appropriate tactics within the limits described for the FMU(s), including when and where to use minimum impact suppression tactics (MIST) unless otherwise specified. All resources, including mutual aid resources, will report to the IC (in person or by radio) and receive an assignment prior to tactical deployment.

Example language for reports (095 FW 3):

*We will file an Individual Fire Report (DI-1202) for the following types of fires within 10 days of a fire being declared out:*

- *All wildfires on FWS and FWS-protected lands.*
- *Wildfires threatening our lands on which we take action.*
- *All prescribed fires that remain within prescription on our lands.*
- *All escaped prescribed fires. When a fire exceeds prescription, treat must be declared a wildfire, and a separate new report filed to report acres burned by the wildfire from the time of declaration to the time of being declared out.*
- *All false alarms responded to by field office staff.*

*DI-1202s are required regardless of who takes action, e.g., FWS engine, cooperator, or contractor. When we take initial attack off our lands, the*

	<p><i>agency with jurisdiction where the fire occurs will file a report and we will file a limited report to document our response and to support potential billing to non-federal entities for trespass fires.</i></p> <p>Example for wildland fire use:  <i>Wildland fire use results from ignitions by lightning in areas identified on FMU maps where the strategy of wildland fire use is suitable. We will use an analysis aid (WFIP) to examine potential response strategies. ERCs for the appropriate fuel model will be used as constraints within the Go-no-go checklists. The specific criteria are included within sections 3.1 and 3.2 above.</i></p>
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**4.2 Hazardous Fuels Management**

*If within the FMP area, no prescribed fires are planned and there is no intent to report non-fire vegetation work as hazardous fuels treatments, and there is no expenditure of hazard fuels projects funds, this section is not needed, unless for low complexity debris burning.*

Required Elements	<p>4.2 Describe or reference planning and implementation processes for fuels treatment by mechanical, chemical, biological, or prescribed fire methods. Procedures to be included are dependent on local needs.</p>
FWS Guidance	<p>4.2.a. Describe the hazardous fuels and prescribed fire for habitat programs including compliance with agency policy.</p> <p>Incorporate by reference the <u>Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide, September 2006</u>), chapter 18 of the <u>FWS Fire Management Handbook</u> and <u>Interagency Standards for Fire and Fire Aviation Operations</u>.</p> <p>4.2.a.1 Overview of program objectives, strategies, and scope</p> <ul style="list-style-type: none"> <li>• Season of activity</li> <li>• Range of typical prescribed fire complexity and size</li> <li>• NEPA compliance if needed on a project by project basis</li> <li>• Summarize historic and expected prescribed fire and hazardous fuels activity in WUI/non-WUI. (Consider a map to identify WUI and non-WUI areas).</li> <li>• List annual or ten year targets/limits (if identified).</li> <li>• Correlation with FMUs (if applicable)</li> <li>• Incorporate and summarize other pertinent references (local fire history studies, fire and habitat studies, fire effects information and reports, etc.) (<b>IF not in 3.1.c</b>)</li> </ul> <p>4.2.a.2. Regional and National preparedness levels and their effect</p> <p>4.2.a.3. Project planning</p> <p>4.2.a.4 Project implementation</p>

4.2.a.5 Smoke Management

4.2.a.6. After Action Reviews

4.2.a.7. Reports

Example language:

*All prescribed fires must comply with NEPA requirements. An EA must be prepared for each Prescribed Fire Plan unless: (a) the field office's approved FMP or planning documents and the accompanying environmental document adequately discuss the action; or (b) a categorical exclusion covers the activity. (621 FW 2)*

*Cooperators, contractors, and casual hires (AD) may be used to implement prescribed fires. ADs must meet FWS standards. Cooperators, such as members of Volunteer Fire Departments, must have appropriate qualifications certified by their agency. Those who supervise FWS employees during prescribed fires must meet FWS standards.*

*An After Action Review (AAR) should be completed after all prescribed fire and hazardous fuels activities. This AAR will focus on performance standards to enable agency administrators and firefighters to discover for themselves what happened, why it happened, and how to sustain strengths and improve on weaknesses.*

*The Burn Boss will document the conditions under which the burn was conducted in order to evaluate how closely the prescribed fire conformed to planned fire behavior, what unanticipated difficulties were encountered during the action, and how well the prescribed fire accomplished the desired results.*

*A prescribed fire must be declared a wildfire by those identified in the burn plan when that person(s) determines that the contingency actions have failed or are likely to fail and cannot be mitigated by the end of the next burning period. An escaped prescribed fire must be declared a wildfire when the fire has spread outside the project boundary, or is likely to do so, and cannot be contained by the end of the next burning period. A prescribed fire can be converted to a wildfire for reasons other than an escape. An appropriate management response will be made to such incidents and a formal analysis (WFSA) undertaken when needed.*

*Prescribed fires may be ignited during National Preparedness Level 4 or 5 as specified in the National Interagency Mobilization Guide.*

*The public will be informed of prescribed fires through news releases, interpretive messages, and educational programs. Individual prescribed fires should not be conducted without informing those agencies and members of the*

	<p><i>public likely to be impacted</i></p> <p><i>We use a low complexity debris burn plan for debris disposal projects. The FMO will review the complexity of planned projects to ensure use of the plan is consistent with its intent. The plan (in appendix) will be reviewed annually and updated as needed.</i></p> <p>4.2.b. Describe the non-fire hazardous fuels program including planning and implementation.</p> <ul style="list-style-type: none"> <li>• Summarize historic and future non-fire fuels treatments by WUI/non-WUI.</li> <li>• Give examples of the range of typical project complexity and size.</li> <li>• List annual or ten year targets/limits, if established.</li> <li>• Incorporate by reference and summarize local agreements (formal/informal), and other pertinent references</li> </ul> <p>4.2.c. Describe processes used to identify hazardous fuels treatments.</p> <ul style="list-style-type: none"> <li>• Risk assessments (potential of spread off FWS-lands and consequences),</li> <li>• Treatment plans developed in collaboration with adjacent landowners/agencies,</li> <li>• Community Wildfire Protection Plans or equivalent, etc.</li> <li>• Collaboration meetings with State, country, Tribal and/or private partners</li> </ul>
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**4.3 Emergency Stabilization and Rehabilitation**

<p>Required Elements</p>	<p>4.3 Describe or reference emergency stabilization (ES) and post-fire burned area rehabilitation (BAR) planning and implementation. Use the Department Manual (620 DM 3) and agency specific-direction for guidance.</p>
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<p>FWS Guidance</p>	<p>4.3. This section only needs to address situations where natural recovery is not likely to be a viable option.</p> <ul style="list-style-type: none"> <li>• Summarize previous ES and BAR treatments, their effectiveness and costs.</li> <li>• Describe or reference the process to be used to develop ES and BAR plans.</li> <li>• Describe (specifically as possible) anticipated post-wildfire ES and BAR issues and their relationship to approved management plans, (e.g., fire damage to desert bighorn sheep guzzlers in the Coot Creek watershed -- desert bighorn sheep management requires artificial water sources in this watershed [HMP]),</li> <li>• Identify which Department Manual 620 DM 3.7.M (ES) or 620 DM 3.8.M (BAR) allowable actions will be used to address the anticipated issues (e.g., repair or replacement of fire damaged guzzlers [BAR]).</li> </ul> <p>Suggested language:  <i>Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure.</i></p> <p><i>Natural recovery is the preferred ES or BAR treatment.</i></p>
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**4.4 Prevention, Mitigation and Education**

<p>Required Elements</p>	<p>4.4.a. Describe or reference wildland fire prevention, education, and mitigation strategies. Procedures to be included depend on local agency needs.</p>
<p>FWS Guidance</p>	<p>4.4.a. Summarize and reference local prevention, mitigation, and education plan and activities (if applicable). Include community assistance activities (school programs, fairs, mailers, annual public meetings and cooperative activities, signing, wildfire coordinating councils, etc.), and grant programs.</p> <p>Consider the following language:</p> <ol style="list-style-type: none"> <li>(1) <i>The objective of fire prevention activities is to prevent human-caused wildfires.</i></li> <li>(2) <i>Our outreach goal is to enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and educations.</i></li> <li>(3) <i>The inadvertent or intentional ignition of wildland fuels by humans is illegal. We will investigate all human-caused wildfires at the earliest possible time. The investigation may range from a documented determination of cause by the initial attack crew to criminal investigation by a qualified arson investigator.</i></li> </ol>

**5.0 Monitoring and Evaluation**

The intent of this chapter is to document processes for determining whether the FMP is being implemented as planned and fire-related goals and objectives are being achieved.

Required Elements	5.0 Describe monitoring processes that will be used to measure achievement of FMP objectives. Procedures to be included are dependent on local agency needs.
FWS Guidance	<p>5.1 Fire Management Plan monitoring.                      Example language:  <i>FMPs will be reviewed annually and updated as needed, upon local agency administrator approval. Revisions of FMPs with Regional review and concurrence are required every five years and following completion of a new (or significantly revised) CCP or habitat management plan.</i></p> <p>5.2 Treatment effectiveness monitoring,</p> <ul style="list-style-type: none"> <li>• Describe processes used to monitor fire and non-fire treatment effects (methods such as FIREMON and others set up locally),</li> <li>• Include review of post-treatment AARs and fire effects evaluations.</li> </ul>

***FWS guidance for Glossary***

Reference NWCG glossary. In FMP glossary, only include words used locally/regionally.

***FWS guidance for Appendices***

Include plans and documents that need to be reviewed and/or updated annually, e.g.:

- Preparedness step-up/staffing plan,
- Fire danger operating plan,
- Agreements and MOUs,
- Staff responsibilities, personnel qualifications, directory/call-up list,
- Fire equipment/vehicle list,
- Radio frequencies,
- Burn plan for debris burning (if applicable),
- Maps related to the FMUs,
- Documents that provide significant input into the fire program or the FMP, such as CWPPs (or similar) or program reviews

We strongly suggest an **additional new appendix** to:

- Assess/update post-2000 fire history in terms of expected fire behavior and risk,
- Describe expansion of adjacent and nearby WUI and compare fire management priorities and protection policies with state, local, tribal neighbors – and public and private interests,
- Briefly state cost management expectations for fire management programs, and
- Ensure strong links between cost expectations and other FMP constraints in the analysis process (WFSa/WFIP).

**FMP Template Guidance – Extension 1**

This extension is included as a reference only. A list of authorities for wildland fire management is not a required element in the 2007 interagency FMP template or the FWS guidance for that template. One possible exception may be when FMPs are stand-alone documents, not a step-down plan from a CCP and with no associated NEPA document. Including the list of authorities as an appendix in this case should be considered.

The following statutes authorize us and provide the means for managing wildland fires on our lands or that threaten FWS lands and on adjacent lands:

- A. Protection Act of September 20, 1922 (42 Stat. 857; 16 U.S.C. 594) Authorizes the Secretary of the Interior to protect, from fire, lands under his/her jurisdiction and to cooperate with other Federal agencies, States, or owners of timber.
- B. Economy Act of June 30, 1932 (47 Stat. 417; 31 U.S.C. 1535). Authorizes Federal agencies to enter into contracts and agreements for services with each other.
- C. Reciprocal Fire Protection Act of May 27, 1955 as amended by the Wildfire Suppression Assistance Act of 1989 (69 Stat. 66, 67; 42 U.S.C. 1856a)(102 Stat. 1615). Authorizes reciprocal fire protection agreements with any fire organization for mutual aid with or without reimbursement and allows for emergency assistance in the vicinity of agency facilities in extinguishing fires when no agreement exists.
- D. National Wildlife Refuge System Administration Act of 1966, as amended by the National Wildlife Refuge System Improvement Act of 1997 and the Refuge Recreation Act of 1962.(80 Stat. 927)(16 U.S.C. 668dd-668ee)(16 U.S.C. 460k-460k4). Governs the administration and use of the National Wildlife Refuge System.
- E. Alaska Native Claims Settlement Act of December 18, 1971. (88 Stat. 668; 43 U.S.C. 1601). Alaska Natives' lands are to continue to receive forest fire protection from the United States at no cost until they become economically self-sufficient.
- F. Disaster Relief Act of May 22, 1974. (88 Stat. 143; 42 U.S.C. 5121). Authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.
- G. Federal Fire Prevention and Control Act of October 29, 1974 et seq. (88 Stat. 1535; 15 U.S.C. 2201) as amended. Authorizes reimbursement to State and local fire services for costs incurred in firefighting on Federal property.
- H. Federal Grants and Cooperative Act of 1977. (Pub. L. 95-244, as amended by Pub. L. 97-258, September 13, 1982. 96 Stat. 1003; 31 U.S.C. 6301-6308). Eliminates unnecessary administrative requirements on recipients of Government awards by characterizing the relationship between executive agencies and contractors, States and local governments and other recipients in acquiring property and services in providing U.S. Government assistance.

I. Alaska National Interest Lands Conservation Act of December 2, 1980. (94 Stat. 2371, 43 U.S.C. 1602-1784). Designates certain public lands in Alaska as units of the National Park, National Wildlife Refuge, Wild and Scenic Rivers, National Wilderness Preservation, and National Forest systems resulting in general expansion of all systems. Any contracts or agreements with the jurisdictions for fire management services listed above that were previously executed will remain valid.

J. Supplemental Appropriation Act of September 10, 1982. (96 Stat. 837). Authorizes Secretary of the Interior and Secretary of Agriculture to enter into contracts with State and local government entities, including local fire districts, for procurement of services in pre-suppression, detection, and suppression of fires on any unit within their jurisdiction.

K. Wildfire Suppression Assistance Act of 1989. (Pub. L. 100-428, as amended by Pub. L. 101-11, April 7, 1989). Authorizes reciprocal fire protection agreements with any fire organization for mutual aid with or without reimbursement and allows for emergency assistance in the vicinity of agency facilities in extinguishing fires when no agreement exists.

#### Other Policy References

1. Departmental Manual, 620 DM 1-3, Wildland Fire Management, General Policy and Procedures; Wildland Fire Management, General Policy and Procedures – Alaska; and Burned Area Emergency Stabilization and Rehabilitation.

2. United States Fish and Wildlife Service Manual sections 095 FW 3 Emergency Preparedness and Response -- Wildland Fire Management, 241 FW 7 Wildland Fire Safety, 232 FW 6 Training Standards for Wildland and Prescribed Fire Operations, 621 FW 1 Wildland Fire Policies and Responsibilities, 621 FW 2 Fire Management Planning, and 621 FW 3 Prescribed Fire.

3. United States Fish and Wildlife Service Fire Management Handbook

4. Interagency Standards for Fire and Fire Aviation Operations

5. Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide, September 2006

6. National Wildlife Refuge System Wildland Fire Management Strategic Plan (May 2006)

7. Wildland Fire Use Implementation Procedure Reference Guide, May 2005

8. A Collaborative Approach for Reducing Wildfire Risks to Communities and the Environment: 10-Year Strategy Implementation Plan (December 2006)

9. National Fire Plan (September 2001) and Healthy Forest Initiative (August 2002)

FMP Template Guidance Extension 2 – Examples

Examples of tables for appendices shown here are not required, but could be modified and used.

*Example Table 3: Annual Refuge Fire Management Readiness Activities*

<i>Activities – Complete before end of month</i>	<i>J</i>	<i>F</i>	<i>M</i>	<i>A</i>	<i>M</i>	<i>J</i>	<i>J</i>	<i>A</i>	<i>S</i>	<i>O</i>	<i>N</i>	<i>D</i>
<i>Update Interagency Fire Agreements/AOP's</i>	x											
<i>Winterize Fire Management Equipment</i>										x		
<i>Inventory Fire Engine and Cache</i>		x										
<i>Complete Training Analysis</i>										x		
<i>Annual Refresher Training</i>			x									
<i>Annual Fitness Testing</i>			x									
<i>Pre-Season Engine Preparation</i>			x									
<i>Weigh Engines to verify GVW Compliance</i>			x									
<i>Prescribed Fire Plan Preparation</i>			x									
<i>Review and Update Fire Management Plan</i>				x								
<i>Prepare Pre-season Risk Analysis</i>			x									
<i>Weather Station Maintenance and Calibration</i>										x		

*Example Table 4. Appropriate Management Response*

<i>Potential situation</i>	<i>Potential strategy</i>	<i>Potential tactics</i>
<i>Unplanned ignition on Refuge lands which does not threaten life, natural or cultural resources or property values.</i>	<i>If FMU objectives allow, evaluate fire for wildland fire use. If not, identify area where fire might be expected to remain with limited or partial perimeter control.</i>	<ol style="list-style-type: none"> <li><i>1. Monitor fire spread and intensity.</i></li> <li><i>2. Identify management action points and tactical actions at those points. Prepare to respond as needed.</i></li> <li><i>3. Public information.</i></li> <li><i>4. Patrol and surveillance.</i></li> </ol>

<p><i>Wildfire burning onto Service lands with no immediate threat to human life and no high value resources to protect.</i></p>	<p><i>Suppression strategy with effective cost management in line with values to protect.</i></p> <p><i>Protect values as needed by point protection or partial perimeter control.</i></p>	<ol style="list-style-type: none"> <li><i>1. Monitor fire spread and intensity.</i></li> <li><i>2. Use natural and constructed barriers to keep fire within a planned boundary. As needed, construct, burnout, and hold direct and indirect line.</i></li> <li><i>3. Assess need for mop-up inside fire edge.</i></li> <li><i>4. Patrol and surveillance.</i></li> </ol>
<ol style="list-style-type: none"> <li><i>1. Wildfire that threatens life, property or sensitive resources.</i></li> <li><i>2. Extreme fire behavior observed or expected.</i></li> </ol>	<p><i>Protect values threatened.</i></p> <p><i>Where safe, attack full fire perimeter aggressively to keep fire small.</i></p>	<ol style="list-style-type: none"> <li><i>1. Continually monitor advance of fire edge as possible.</i></li> <li><i>2. Deploy forces to protect values.</i></li> <li><i>3. Use air and ground attack where safe and effective.</i></li> <li><i>4. Plan for extended attack.</i></li> </ol>