



TASKING MEMORANDUM

May 3, 2012

Subject: Development of a Contingency Plan to Prepare for Continuation of Cohesive Strategy through Summer 2012 Fire Season

Background:

Over the past two years, there has been significant progress in the development of a National Cohesive Wildland Fire Management Strategy. Considerable effort has been made both regionally and nationally to get input across a broad group of stakeholders. Phases I and II are now complete, and a detailed schedule of activities and deliverables have been developed for Phase III and are well underway.

As we approach the primary summer fire season, the WFLC has tasked the WFEC with developing a contingency plan that will help insure that the Cohesive Strategy remains on schedule, regardless of what may happen nationally in the wildland fire arena.

Tasking:

The WFEC will develop a contingency plan that will address two issues:

- Continued availability of sufficient staffing and resources necessary to remain on schedule for the Phase III process at both the national and regional levels in the event that key stakeholder contributors are pulled off of the process by their respective agencies as a result of an active fire season.
- Development of a plan of action to implement, if needed, should there be national pressure to escalate the Phase III schedule due to a severe fire season.

Outcome / Deliverables:

- A list of pre-designated staff who will be assigned responsibility to perform the work necessary, or obtain resources necessary, to keep the cohesive strategy process on schedule, both at the regional and national levels.
- A set of very concise key messages that could be utilized in communication efforts with policy makers, Administration officials, and media should a severe fire season threaten the completion of the cohesive strategy as planned. These messages should address, at a minimum:
 - What the cohesive strategy is, and what it is not.
 - The level of collaboration that has occurred, the accomplishments to date, and the timeline for completion.

- The ramifications of pushing the schedule up, and how it would jeopardize the intent of the collaborative process, and ultimately, the implementation and acceptance of the national cohesive strategy.
- A pre-designated list of qualified spokespeople, representative of all of the stakeholder groups, who have been briefed and can effectively communicate the key messages developed as part of this contingency plan.

Timeline and Responsible Parties:

- A written plan will be developed by (who will be assigned) and distributed as a draft to WFEC members via e-mail by (date).
- WFEC members will have until (date) to provide written comments to (whomever is assigned).
- The plan will be placed on the (date) WFEC agenda for approval.
- The DFO will insure the plan is implemented accordingly, should it be necessary.

Approval:

This tasking is in effect on the date of approval (noted above) by the Designated Federal Official. This task shall sunset by October 1, 2012.

Wallow Fire
Fuel Treatment Effectiveness
On the Fort Apache Indian Reservation



Fireline personnel work the edge of a low-intensity surface fire south of Reservation Lake.

December • 2011

"Had treatments [on the Fort Apache Indian Reservation] not been done, there was no good geographic feature to tie into the Black River."

Dugger Hughes, Incident Commander,
Southwest Area Incident Management Team

Contents

I Wallow Fire Chronology on the Fort Apache Indian Reservation.....	3
II Values at Risk – What’s at Stake on the Reservations?.....	9
Commercial Timber.....	10
Wildlife Habitat.....	10
Mount Baldy and Sunrise Ski Area.....	11
III The Fires that Came Before – A Legacy of Fuels Treatments.....	12
Maverick Fuel Treatments Help Control Wallow Fire Spread.....	12
Fort Apache Prescribed Fire Prevents Reno Fire From Burning onto Reservation Lands.....	13
IV The Aftermath: Post-Fire Effects and Burned Area Emergency Rehabilitation.....	14
Vegetation and Forest Mortality.....	14
Commercial Timber.....	16
Wildlife Habitat.....	18
V Conclusion.....	19
VI Review Team Members.....	20

[Cover Photo by Manny Martinez, Southwest Area Incident Management Team.]

I Wallow Fire Chronology on the Fort Apache Indian Reservation

Pre-Fire Conditions in Arizona

The area around the 2011 Wallow Fire had experienced a very dry winter, spring and early summer. Two weather stations near the fire's point of origin had received very minimal moisture from January 1 to the fire start date, May 29.

The Alpine Remote Automated Weather Stations (RAWS) had recorded ¼ inch of precipitation for the time period. The Stray Horse RAWS had received 1.01 inches during the same timeframe.

With the “La Nina” weather pattern set up strong over the southern tier of the United States, moisture had been all but nonexistent. Prior to the Wallow Fire's ignition, strong winds associated with frontal passages were normal events.

Chronology

Sunday, May 29, 2011

At approximately 2 p.m., a new fire start is called in to dispatch by the Maverick Fire Lookout on the Fort Apache Indian Reservation. The start is located on the Apache-Sitgreaves National Forest, near the southeast corner of the 2009 Reno Fire scar. This new start—the Wallow Fire—is estimated at 200 acres. It is believed to be human-caused.

Monday, May 30

The Reno Fire Lookout on the Apache-Sitgreaves National Forest is evacuated due to fire



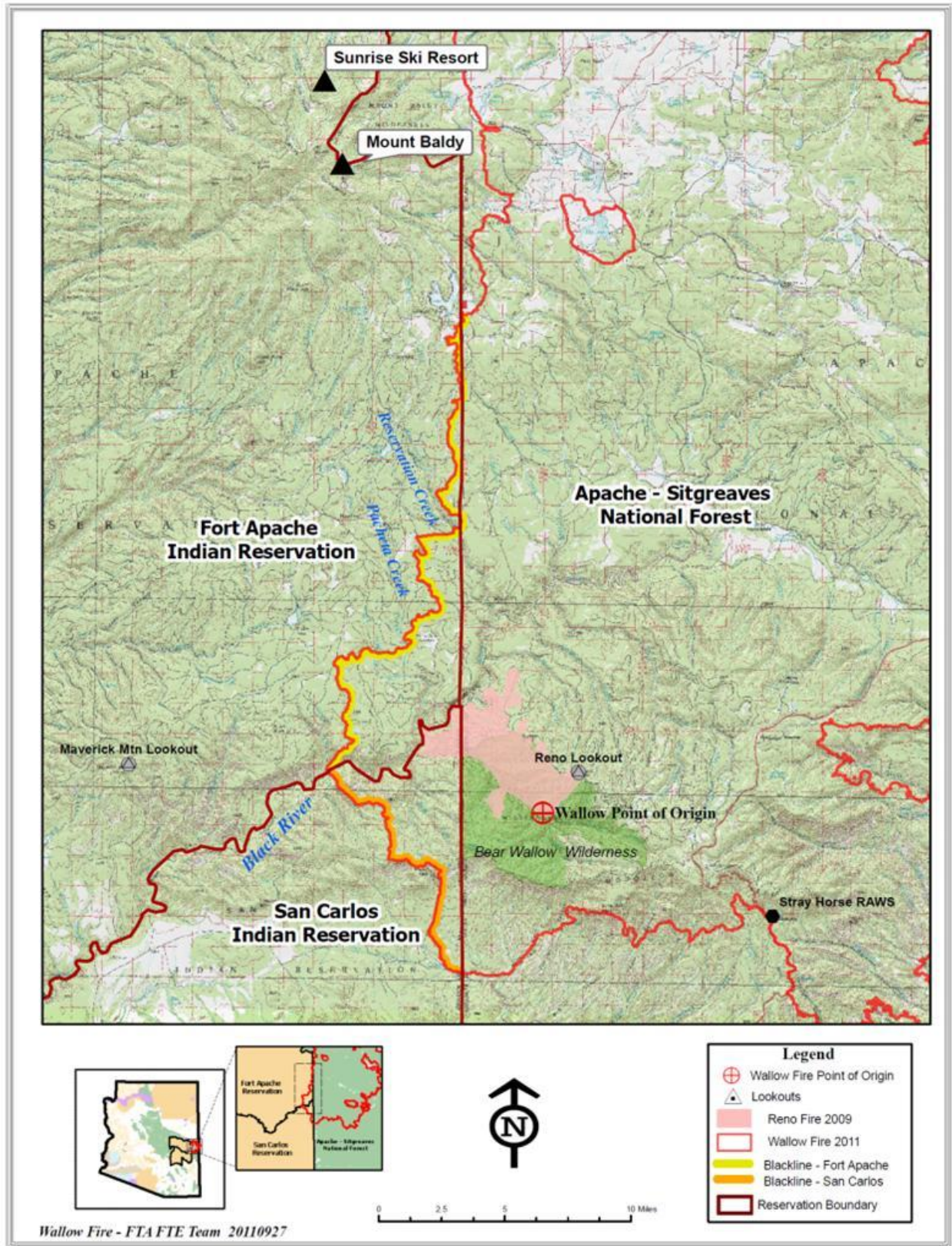
behavior. Spotting up to one mile is reported. A regional Type 2 Incident Management Team is assigned to the Wallow Fire, which is now estimated at 1,450 acres.

Wednesday through Friday, June 1-3

During these three days, the Wallow Fire exhibits extreme fire behavior with long range spotting and grows to 98,000 acres. A national Type 1 Incident Management Team is assigned.

Harold Quintero (left) and Robert Nix of the Fort Apache Agency Forest Development Crew burn out the line north of the Black River in an area that had been previously treated with prescribed fire.
Photo by Jere McLemore, Bureau of Indian Affairs.

Fuel Treatment Effectiveness on the Wallow Fire on the Fort Apache Indian Reservation





The Wallow Fire on May 31 as seen from the historic Pair O Dice Ranch on the Fort Apache Indian Reservation. Photo by Lucky Holden, Bureau of Indian Affairs.

Saturday, June 4

The Wallow Fire moves around the south side of the 2009 Reno Fire scar and enters the San Carlos Indian Reservation.

The Burnout Strategy

Monday, June 6

The Wallow Fire, now 233,552 acres, reaches the Fort Apache Indian Reservation boundary just north of the Reno Fire scar. The Incident Management Team is searching for an area to implement an indirect strategy to the south and west of the fire—an area that can be safely burned out ahead of the arrival of the wildfire. Two more Type 1 Incident Management Teams and an Area Command Team are ordered.

"These larger, landscape-scale treatments outside the WUI [Wildland Urban Interface] make a difference in being able to control the fire."

Dugger Hughes, Incident Commander
Southwest Area Incident Management Team

Tuesday, June 7

The Wallow Fire gains 77,770 acres in one day, generating significant heat as it runs up the canyons on the fire's west side. A task force of local resources (the Fort Apache Interagency Hotshot Crew, two Fort Apache Type 2 handcrews, two dozers and two engines) begins burnout operations between Pacheta and Reservation creeks. The burnout follows reservation roads and landscape-level prescribed fire treatment units.

"We looked at the fuels treatments we'd done over the years to see where they could tie-in to help stop the fire."

Harrison Francis,
Bureau of Indian Affairs Fuels Specialist,
Fort Apache Agency

A separate taskforce of resources on the San Carlos Indian Reservation, including the Geronimo and Tahoe hotshots crews, is tasked with building and burning out a fire line from the Apache-Sitgreaves National Forest boundary to the Black River, to tie into the Fort Apache line.

Predicted fire behavior in the afternoon: *Red Flag Warning. Flame lengths in excess of 200 feet are possible when torching and crowning occur; spotting distances may be more than one mile; the probability of an ember being able to ignite a new spot fire is 100 percent.*

Forty-five miles of line needs to be burned out—approximately 30 miles on the Fort Apache Indian Reservation and about 15 miles on the San Carlos section. The two lines will tie-in at the Black River Canyon, the boundary between the two reservations.

Wednesday, June 8

The crews and equipment are moving quickly with the burnout operation. With few heavy fuels on the ground, the drip torch bearers can keep up a fast pace with little worry of getting more fire on the ground than they can handle. At their backs are more treated lands that make accessing and extinguishing the few spot fires that get over the road relatively easy suppression work.

"The treatments removed most of the heavies [large downed logs]. If the heavies had still been there, we would've had to do the burnouts more slowly—it probably would've taken us over a week to get it done."

Brian Quintero, Assistant Superintendent,
Fort Apache Hotshots

Thursday, June 9

The Wallow Fire burns past the 2009 Reno Fire scar, gaining speed toward the fire crews as it encounters unburned fuels. The crew leaders burning out line near Reservation Creek describe hearing the Wallow Fire sounding like a freight train approaching. Burnout operations pick up speed—the time available to tie into the Pacheta Creek line and then down to the San Carlos line is running out. The crew leaders need to decide: *Keep going, and trust that the fuels treatments and their burnout operations are going to be effective in bringing the fire to the ground? Or, leave now, with the gap unclosed?*



Burnout operation on 40K Road near the Tonto Unit.
Photo by Jere McLemore, Bureau of Indian Affairs.

The Division Supervisor decides to stay and complete the line. His observations of the fuel treatments and the results of the burnout operation indicate to him that it's safe to keep the fire crews on the line.

Friday, June 10

Burning operation continues. Burning will be more difficult in the last section—a pending timber sale unit on the plateau in this section has not been prescribed burned since the 1990s.

Fuel loads are higher, and more underbrush and logs will be on the ground for the

burners to negotiate.

In addition, structure protection assessments and preparation for Sunrise Ski Resort begin. Without successful management intervention, the Wallow Fire is predicted to reach the ski area before the end of the next day.

Saturday, June 11

The task force on the division located on the San Carlos Reservation ties their burnout into the Black River by 5 p.m. The Fort Apache resources tie-in by the end of the shift, closing the gap. Now, will this line hold? There's another "Red Flag" critical fire weather day predicted for tomorrow—with wind gusts forecasted up to 35 mph, and relative humidity as low as 5 percent.

Sunday, June 12

The Wallow Fire crosses the Black River Canyon and races uphill. It reaches the untreated timber sale unit on the plateau and burns across this geographic feature to the burned-out fireline. The fire severity is higher on the plateau than other areas of the burnout operation, but the fireline holds—even through wind gusts in excess of 30 mph.

"There is no doubt in my mind, that if the fire had come up Reservation Creek and Pacheta Creek, it would have gone to the top of Mount Baldy... It would've increased the acreage and the cost of the Wallow Fire by about 25 percent."

Dugger Hughes, Incident Commander
Southwest Area Incident Management Team

Monday, June 13

As the completed burnout lines are widened in the more vulnerable areas of the fire's perimeter, the Wallow Fire gains minimum acreage on the reservations.

This will be the last day that the Wallow Fire grows in size on reservation lands.

"Those drainages act like 'fusee lines' to the top of [Mount] Baldy."

Robert LaCapa, Forest Manager,
Bureau of Indian Affairs,
Fort Apache Agency

For the Next Three Weeks

Now at 452,155 acres in total size, the Wallow Fire will continue to burn on lands located east of the reservations for another three weeks. The fire will gain 86,000 more acres as it heads farther north in Arizona and spreads into the state of New Mexico.

On Friday, July 8, it reaches its final size of 538,049 acres—at an estimated cost of \$109 million.

The Wallow Fire burned a total of 835 square miles in Arizona and 23 square miles in western New Mexico. The blaze destroys 32 residences, as well as 36 outbuildings. None were located on either of the reservations.



Under-burned ponderosa pine forest on the Fort Apache Indian Reservation.

Photo by Chris Holbeck's Burned Area Emergency Response (BAER) Team.

II Values at Risk – What's at Stake on the Reservations?

“Community” and “culture” define the tribal people’s intrinsic values—including those ideas, entities, and places that create traditions and cultural heritage.

According to Ramon Riley, cultural resource advisor to the White Mountain Apache Tribe, during the Wallow Fire, the values at risk included not only “life and property” but also holy areas, and areas of cultural significance. The tribes concerns also included ensuring that habitat for wildlife as well as native plants for medicine within the Mount Baldy Wilderness Area were not negatively impacted.

Such areas are not defined in terms of market value, but rather are intrinsic and essential to a culture and a way of living. On these Indian lands, such “resources” are equally valued as property and infrastructure. For in tribal communities, residents are not set apart or adjacent to the natural and cultural resources that comprise their reservation landscapes—they live among these resources. These resource values are a part of their legacy to be left to their children as part of their heritage—their economic and cultural survival depend on them.

Many values important to the tribes were threatened by the Wallow Fire. A few of these values will be explained here as examples of the complex relationships between the tribes, the values and resources on the reservations, and the impact of wildfires.

These resource values are a part of their legacy to be left to their children as part of their heritage—their economic and cultural survival depend on them.

Commercial Timber

The White Mountain Apache Tribe is highly dependent on its timber resource as a source of employment, income, and subsistence. The tribe's forest products sector continues to be the largest source of employment on the reservation.

Stumpage, which is 29 percent of the gross revenue from lumber sales, is an important contributor of revenue toward tribal programs. Individual income and profits from tribal enterprises are important contributors to the tribe's local economy.

In addition, the timber cutting permit system provides individual income by allowing tribal members to obtain miscellaneous forest products—such as posts, poles, Christmas trees, and firewood—either for personal use or for sale.

Thus, the majority of individuals living or working on the Fort Apache Indian Reservation are dependent on some facet of forest resources.

Wildlife Habitat

The Fort Apache Indian Reservation is abundant with wildlife. Approximately 70 species of mammals, more than 30 species of reptiles, and more than 200 species of birds are known to reside here.

Fire can have both positive and negative effects on wildlife habitat. It can be intentionally used to improve habitat and it can be a force of nature requiring suppression to protect wildlife habitat. Two of the greatest concerns for wildlife during the Wallow Fire were the big game hunting ranges and the habitat of Federally-listed Threatened and Endangered Species on the reservations.

Elk Habitat

The Fort Apache Indian Reservation is world-renowned as premier hunting grounds for record-class trophy elk. In addition to the substantial revenue generated by selling hunting permits, the hunts provide employment to tribal members as guides. This activity brings increased tourism revenue to the regional economy. Hunting is a crucial piece of the tribal landscape—both historically and economically—with many tribal members relying on the employment, recreational, and subsistence opportunities provided by the tribal hunting programs.

Threatened and Endangered Species

Three Federally-listed species occur on the reservation: the Mexican Spotted Owl, the Mexican grey wolf, and the Apache trout. The native range of the Apache trout is exclusively within the White Mountains of Arizona. Approximately 50 percent of this species' historic range is on the Fort Apache Indian Reservation. The Mexican Spotted Owl uses the reservations' steep, rocky canyons and uneven-aged forests as their preferred nesting and

foraging grounds. Therefore, the responsible management of timber forests and fire are critical to preserving their habitat. In the 1990s, Mexican grey wolves were reintroduced just east of the reservations. Today, they are often observed on the reservations.

Mount Baldy and Sunrise Ski Area

Mount Baldy (*Dzil Ligai* in the Apache language), rising to 11,420 feet, is the highest peak on the 1.6 million-acre Fort Apache Indian Reservation, home of the White Mountain Apache Tribe. The mountain is located within a Wilderness Management Emphasis Area (MEA) on the reservation.

Mount Baldy, first set aside as a primitive area in 1970, is comprised of approximately 9,848 acres of spruce-fir forest surrounding its eastern boundary of the Fort Apache Indian Reservation.

This area is designated as a Tribal Wilderness primarily because it encompasses the summit of Mount Baldy, which is sacred to the Apache People. There are no roads throughout the entire area. Management direction here is similar to Federal wilderness status lands. The overall objective for this wilderness MEA is to maintain natural characteristics and to protect the cultural significance of the mountain to the Apache people.

“The tribal leaders asked the Zone Incident Commander Dugger Hughes to protect their land from the Wallow Fire so that their children and grandchildren could experience the full beauty of the White Mountain Apache homeland as they did.”

Navajo Times Newspaper, June 16, 2011

“Praying for Dzil Ligai – Largest Fire in Arizona History Threatens White Mountain Apache Homelands” by **Marley Shebala**.



Aerial view of the Sunrise Ski Resort.

Photo by Kim Kelly.

According to Ramon Riley, cultural resource advisor to the White Mountain Apache Tribe, this area is considered a holy place. It is a landscape that Tribal elders did not want the Wallow Fire to reach.

Another concern in this area is the high infrastructure values associated with the Sunrise Ski Area, located on the north side of Mount Baldy. Wildfires in this area have the potential for significant impacts and may be an immediate threat to life and property due to the proximity of timber stands and fuels around the ski area. This wildland interface infrastructure includes: a hotel, six ski lodges, a general store, administrative facilities, and employee housing.

The Sunrise Ski Resort is wholly owned and operated by the White Mountain Apache Tribe. The facility generates between \$6-8 million dollars in revenue each year—approximately one-third of the tribe’s annual income.

III The Fires That Came Before – A Legacy of Fuels Treatments

The area of the Wallow Fire that impacted the Fort Apache Indian Reservation has a decades-long legacy of logging and prescribed burning. This legacy started in 1948 when Harold Weaver came to Phoenix as a Regional Forester for the Bureau of Indian Affairs (BIA).

"The forests on the reservation have been well-taken care of in order to protect the commercial timber. All the folks responsible should be patted on the back for the work they've done over the years."

Dugger Hughes, Incident Commander
Southwest Area Incident Management Team

Weaver, a strong proponent for prescribed fire, started a very active program on the reservation. In 1950, he implemented a controlled burning program on the Fort Apache Indian Reservation, burning more than 50,000 acres of ponderosa pine. During the next two years, wildfires were reduced by more than 90 percent on this previously burned acreage, a rate less than one-ninth that on lands that had *not* been burned.

Weaver's program demonstrated that, in certain circumstances, planned fire could be used to mitigate the effects of wildfire in ponderosa pine forests.

From 1950 to 1970, more than 300,000 acres were burned on the Fort Apache Indian Reservation, primarily for hazardous fuel reduction. In 1971, a lightning storm ignited 80 separate fires which joined to become the Carrizo Fire. This 60,000 acre fire, the largest timber fire to burn in Arizona at the time, prompted an aggressive program to treat 111,000 acres with prescribed burning in 1975 alone.

This effective prescribed fire program has carried on through subsequent decades on the Fort Apache Indian Reservation lands. During the 1980s, 347,778 acres were burned. During the 1990s, 197,257 acres were treated with prescribed fire.

Maverick Fuel Treatments Help Control the Wallow Fire Spread

In more recent years, the Maverick Fuel Treatments of 2003-2009—located on the east boundary of the Fort Apache Indian Reservation—proved particularly effective in controlling the spread of the 2011 Wallow Fire.

The Maverick prescribed fire treatments, covering a total of 13,378 acres, were implemented to:

- Improve firefighter safety,
- Reduce the danger of fuel accumulations,
- Minimize damage caused by future wildfires,
- Enhance wildlife habitat, and
- Maintain forest aesthetics.

**Fort Apache
Prescribed Fire
Prevents the Reno Fire
from Burning onto
Reservation Lands**

The Reno Fire was started by lightning on Sept. 7, 2009, in the Bear Wallow Wilderness, located approximately 25 miles southwest of Alpine, Ariz. (This ignition location is almost exactly where the Wallow Fire ignites two years later.)



The U.S. Forest Service, after evaluating the potential impacts of the Reno Fire, decided to manage this incident for resource

The 2009 prescribed fire operation implemented at night in the Maverick Treatment Area.

Photo by Fort Apache Agency.

objectives, including the reduction of fuels to reduce future fire intensities.

The Reno Fire burned for several weeks with largely low-intensity fire.

In October, the Reno Fire started to move toward the San Carlos and Fort Apache reservations. The

The Fort Apache Agency continued implementing this landscape-level prescribed fire, blocking the Reno Fire and safeguarding an impending timber sale.

San Carlos Indian Reservation made the decision to continue monitoring the fire for its effects on the reduction of downed fuels.

The Fort Apache Agency, conducting fall burning at the time, determined that their planned Maverick Treatment Area prescribed fire—immediately adjacent—

would provide essential protection and meet land management objectives.

The Fort Apache Agency continued implementing this landscape-level prescribed fire, blocking the Reno Fire and safeguarding an impending timber sale.

IV The Aftermath: Post-Fire Effects and Burned Area Emergency Rehabilitation

The area within the Wallow Fire perimeter is approximately 538,049 acres. Most of the burned area—representing 515,928 acres—is located on the Apache-Sitgreaves National Forest lands. However, the Wallow Fire extended onto approximately 12,959 acres of White Mountain Apache Tribal lands and approximately 9,162 acres of San Carlos Apache Tribal lands.

Post-fire Effects/Burned Area Emergency Response (BAER) Team Findings

“Vegetation on reservation land was lightly impacted by the Wallow Fire. Fire behavior on Fort Apache and San Carlos Indian Reservations consisted of low-intensity, understory burn with less than 10 percent mature tree mortality. Active forest management limited the acres classified as high and moderate soil burn severity to less than 10 percent on San Carlos Indian Reservation, and less than 3 percent on Fort Apache Indian Reservation.”

**2011 Wallow Fire Burned Area Emergency Stabilization Plan,
San Carlos Apache Tribe, White Mountain Apache Tribe,
Bureau of Indian Affairs, Pinetop, Arizona, July 2011**

Vegetation and Forest Mortality

The majority of the Wallow Fire acreage on the Fort Apache and San Carlos Indian reservations was low-intensity, understory burn with minimal mature tree mortality. Active forest management practices, within the burned area resulted in a limited number of acres classified as high and moderate soil burn severity.

Soil Burn Severity Acreages on Fort Apache Indian Reservation

Soil Burn Severity (Acres)

	Unburned	Low	Moderate	High
Wallow Fire (total)	86,088	258,264	107,610	86,088
Fort Apache	3,446	9,100	400	13

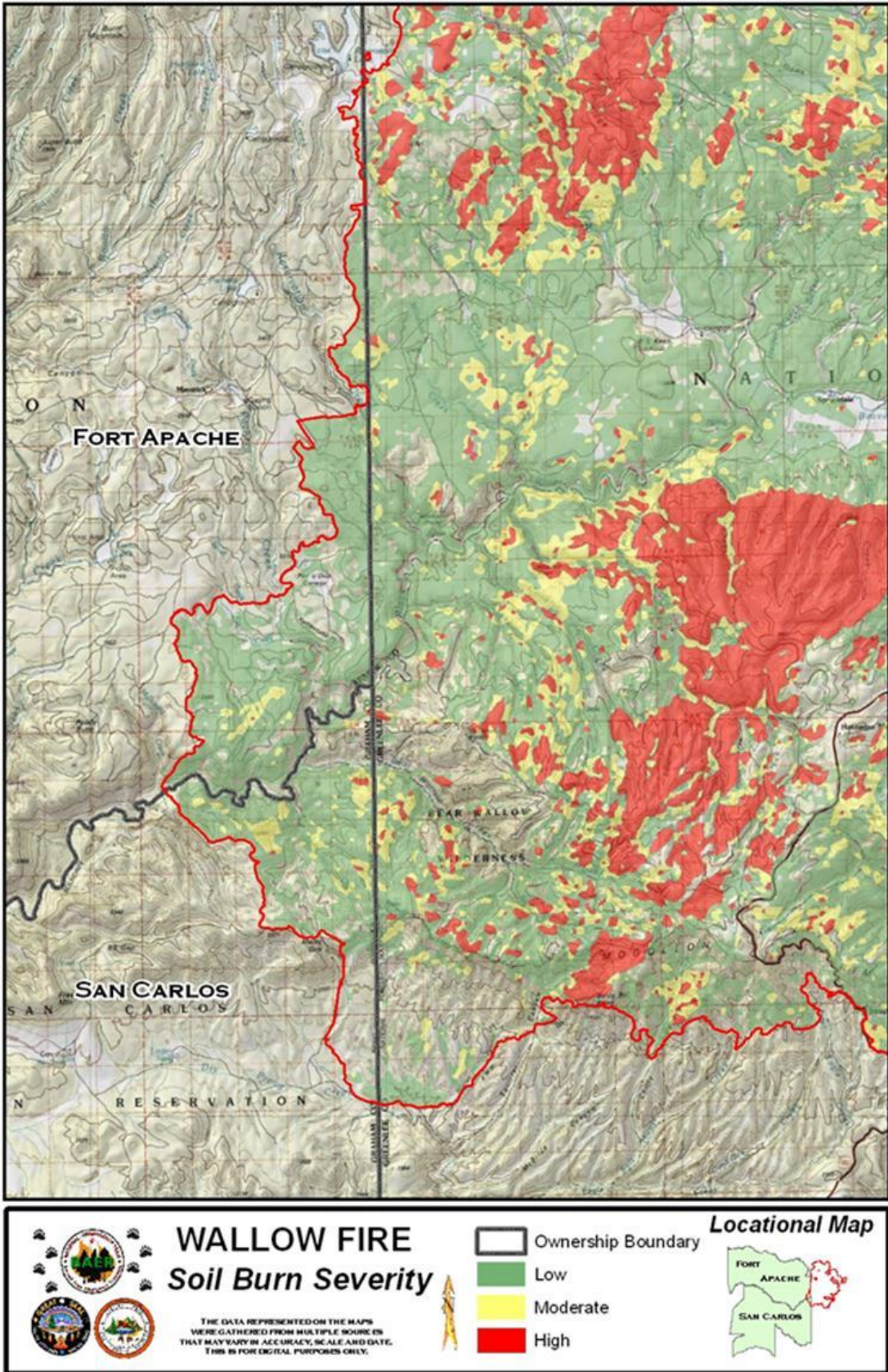
Understory grasses and forbs—observed while conducting the field reconnaissance—had already started to re-sprout. Fire in the cienegas (seasonally wet meadows) only burned the tops of the grasses and left the roots intact. Most tribal, agency, and BAER personnel agree that the burned area on the two reservations will have few, if any, lasting negative impacts.

The degree of fire-related mature tree mortality was determined by aerial survey on June 22, 2011, and on the ground by BAER foresters and Fort Apache Agency Forestry staff on June 22-23.

Forest mortality fell into two categories: 1) 100 percent mortality, and 2) Less than 10 percent mortality of the mature trees.

Active forest management appeared to limit mortality on the reservation lands. Less than seven percent of the total area burned on the Fort Apache Reservation experienced the higher level (100 percent) of mature tree mortality.

Fuel Treatment Effectiveness on the Wallow Fire on the Fort Apache Indian Reservation



Commercial Timber

The Wallow Fire burned predominately on commercial forest lands on the reservation.

Much of the area impacted by the Wallow Fire on the Fort Apache Indian Reservation occurred within the Maverick and Tonto Forest Management Units. The Wallow Fire burned a total of approximately 13,000 acres on the Fort Apache Indian Reservation. The observed fire behavior and post-fire effects on the timbered areas were primarily low-intensity under-burning—with limited areas of mosaic burn patterns affecting the canopy.

Jere McLemore, Timber Sale Forester for the Fort Apache Agency, assessed the effect of the Wallow Fire and the burnout operation on the forested areas of the reservation impacted by the fire. His conclusions:

- Forest thinning was highly effective in reducing fire intensity.
- Prescribed fire use was highly effective in reducing fire intensity.
- Timber harvest and fuels management were effective in reducing fire intensity by reducing heavy fuels. *(Continued on next page)*



Approximately two months after the Wallow Fire—in August 2011—at the end of the monsoon season, the treated forest in the Maverick Fuel Treatment area exhibits a rapid return to a green understory and little evidence of mature tree mortality. Photo by Kim Kelly.

Fuel Treatment Effectiveness on the Wallow Fire on the Fort Apache Indian Reservation

- The combination of forest thinning and prescribed fire use was most effective in reducing fire intensity. These sites exhibit under-burning fire effects.
- Single-method treatments (mechanical thinning or prescribed burning) were beneficial, but not as effective as combined treatments. These sites exhibit fire effects ranging from under-burning to mosaic burn patterns.
- Due to the low-intensity burning, the timbered areas will require little or no emergency stabilization, rehabilitation, or reforestation treatments.

To maintain the effectiveness of these fuels treatments, Fort Apache Agency Timber Sale Forester McLemore emphasized that prescribed fire and pre-commercial thinning need to reoccur on a regular schedule.

McLemore cautioned that the recent closure of local sawmills will reduce the amount of commercial timber harvested in the future—making fuels treatments even more critical to maintaining safe and healthy forest communities.



After the Wallow Fire entered this area, this untreated timber sale had a higher level of mortality than the other areas on the Fort Apache Indian Reservation. However, the extent of the stand-replacing fire here was limited to scattered small patches.

August 2011 (Post Wallow Fire) Photo by Kim Kelly.

Apache Trout

The Soldier Spring population of Apache trout occupies Fort Apache Indian Reservation lands within the Wallow Fire's eastern perimeter. The vast majority of the Soldier Spring drainage was burned at low severity, with three small patches (totaling approximately 40 acres) of moderate severity.

Fire behavior on the reservation lands within the Soldier Spring drainage appears to have been moderated by pre-fire fuels management and burn-out operations conducted on the Wallow Fire's eleventh day along the Y40 Road.



Apache trout.

Photo by Chris Holbeck's BAER Team.

An unburned vegetation strip remains around the spring and downstream on both sides of the channel to the reservation boundary. The Wallow Fire and suppression operations do not appear to have affected the Apache trout population.

Mexican Grey Wolf

During the course of the Wallow Fire suppression efforts, several wolves were observed by suppression resources along the fire's western perimeter. Fire suppression did not result in changes to the habitat suitability for wolves and did not change the long-term potential for human interaction from existing levels.

Mexican Spotted Owl

A total of 2 Mexican Spotted Owl Protected Activity Centers (PAC) have been identified on San Carlos Apache Tribal lands within the Wallow Fire perimeter. None of the Mexican Spotted Owl PACs on White Mountain Apache Tribal lands were within the Wallow Fire perimeter.

Elk Habitat

Most wildlife species benefit from low-intensity fire. The vegetation has responded vigorously, allowing the herbivores to start to recover from the drought. This will help the herds for several years with better calf and fawn viability, the potential for a better survival rate, and enhanced antler production. Thus, these conditions will improve the tribe's big game hunting enterprise.

Mount Baldy and Sunrise Ski Area

The Wallow Fire was successfully stopped near the base of Mount Baldy, nearly four miles from the Sunrise Ski Resort.

The flanks of Dzil Ligai and the powder dreams of Arizona skiers live on . . .

V Conclusion

A. Fuel treatments on the Fort Apache Indian Reservation:

1. Increased Firefighter Safety

- ❖ Fuel treatments allowed firefighters on the ground to implement their suppression strategy safely and quickly enough to be effective.

2. Enhanced Management Options

- ❖ Fuel treatments provided fire managers a successful option in halting the spread of the Wallow Fire to the west.

3. Substantially Reduced Suppression Cost and Fire Size

- ❖ Fuel treatments significantly reduced Wallow Fire costs for suppression and post-fire rehabilitation.
- ❖ Fuel treatments provided the “Best Safe Shot” of reducing fire size.

4. Minimized Negative Effects on Resources

- ❖ Fuel treatments ensured that the Wallow Fire’s negative effects on resources and values stayed at minimal levels.

B. Future Considerations

- ❖ Large, landscape-level treatment areas are a mosaic of many smaller treatments completed over many years. This is not an overnight solution.
- ❖ Fuel treatments outside of the Wildland Urban Interface [WUI] are critical strategic components to manage fire and protect areas within the WUI.
- ❖ It will be challenging to continue these treatment practices in the future due to: reduced timber harvesting, increased concern over smoke impacts, and funding emphasis on treating WUI-adjacent lands.
- ❖ Fuel treatments vary greatly across landscapes, requiring site-specific temporal and spatial implementation.
- ❖ In managing fire across a landscape, the real story is never about a single fire.

VI Review Team Members

Mark Jackson

Assistant Director, Fire Use & Fuels, Bureau of Indian Affairs,
National Interagency Fire Center

Mary Taber

Fire Ecologist, Bureau of Indian Affairs,
National Interagency Fire Center

Carlos Nosie, Jr.

Assistant Prescribed Fire Fuels Manager,
Bureau of Indian Affairs, Western Regional Office

Ryan Whiteaker

Regional Fire Planner,
U.S. Fish and Wildlife Service, Region 2

Kim Kelly

Fuels Monitoring Specialist,
Bureau of Indian Affairs, Rocky Mountain, Northwest and Alaska Regions

Paul Keller

Technical Writer-Editor,
Wildland Fire Lessons Learned Center

Some of the information and photos in this report originally appeared in the *2011 Wallow Fire Burned Area Emergency Stabilization Plan* written by Chris Holbeck's Interagency Burned Area Emergency Response Team.

Special thanks to Nona Techawena, Ralph Thomas, Brian Quintero, Jere McLemore, The White Mountain Apache Tribe, Dugger Hughes, and the U.S. Fish and Wildlife Service for their contributions.

Wildland Fire Governance

Approval

This governance structure is effective on the date of approval and shall remain in effect until revised or revoked by the Chair, Wildland Fire Leadership Council.

Wildland Fire Leadership Council Co-Chair, DOI

Date

Wildland Fire Leadership Council Co-Chair, DOA

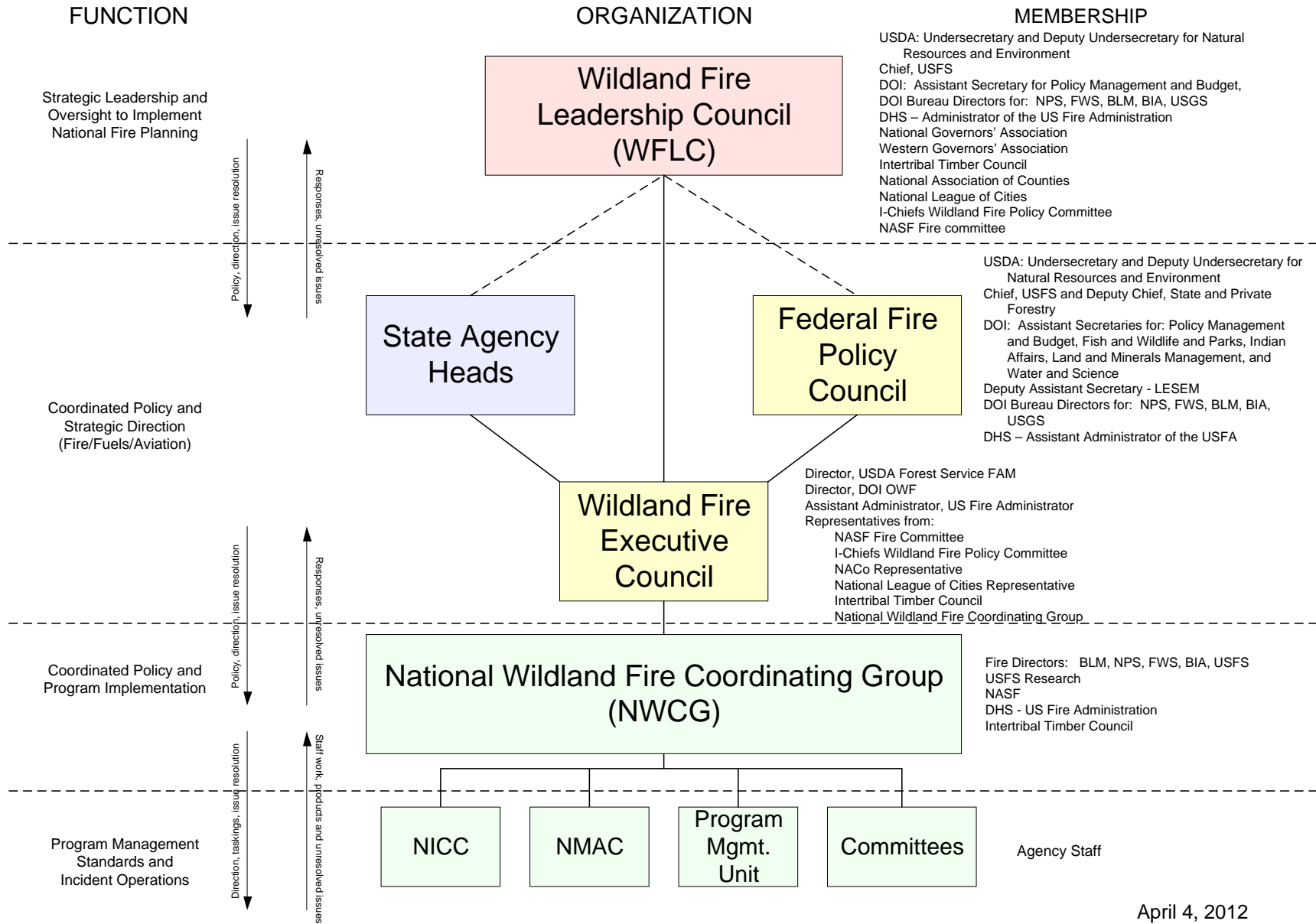
Date

Wildland Fire Governance Organizations

This document describes the organizations involved in developing and implementing the strategic direction for the country's wildland fire activities. Within these organizations all levels of government are represented. It is through this inclusive collaborative environment that our nation's communities, forests, and rangelands are protected.

The organizations described below are the Wildland Fire Leadership Council (WFLC), the Federal Fire Policy Council (FFPC), the Wildland Fire Executive Council (WFEC), and the National Wildland Fire Coordinating Group (NWCG). The following table identifies the formalized organizations, their respective governance role and membership.

Interagency Wildland Fire Governance Structure



April 4, 2012

Wildland Fire Leadership Council (WFLC)

Purpose:

The WFLC is an intergovernmental council of federal, state, tribal, county, and local government officials convened by the Secretaries of Agriculture and the Interior dedicated to consistent implementation of wildland fire policies, goals, and management activities. The WFLC is structured in accordance with its authorizing memorandum of understanding.

Membership:

Federal membership on the Council includes the U.S. Department of Agriculture's Undersecretary and Deputy Undersecretary for Natural Resources and Environment, and the Chief of the Forest Service; the U.S. Department of the Interior's Assistant Secretary for Policy Management and Budget, and the Directors of the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Indian Affairs, and the U.S. Geological Survey. The Administrator of the U.S. Fire Administration represents the Department of Homeland Security.

In addition to the federal officials, the Council includes seven non-federal members comprised primarily of senior elected officials of state, tribal, county and municipal governments, including a State Governor representing the National Governors' Association, a State Governor representing the Western Governors' Association, the President of the Intertribal Timber Council, a County Commissioner representing the National Association of Counties and a Mayor representing the National League of Cities. These elected officers, along with a State Forester (NASF) designated by their governor and a Fire Chief (I-Chiefs) designated by their elected official, are invited to participate in the Wildland Fire Leadership Council because of their interest in and statutory responsibility for wildland fire management.

Primary Responsibilities:

- Provide strategic leadership to ensure policy coordination, accountability, and effective implementation of wildland fire management policy
- Provide strategic oversight of long-term strategies to address wildfire suppression, assistance to communities, hazardous fuels reduction, habitat restoration, and rehabilitation of the Nation's forests and rangelands

Relationship to Other Groups:

WFLC provides direction to the Wildland Fire Executive Council (WFEC). The WFEC provides support to accomplish the strategic goals and objectives of WFLC.

Group Leadership:

Chair rotates annually between USDA and US DOI.

Decision Making:

Decisions are made by consensus only.

Federal Fire Policy Council (FFPC)

Purpose:

The primary purpose of the Federal Fire Policy Council is to carry out the federal component of wildland fire management.

Membership:

The Federal Fire Policy Council shall be composed of the USDA Undersecretary and Deputy Undersecretary – Natural Resources and Environment, the Chief of the Forest Service and the Deputy Chief of State and Private Forestry, and for DOI the Assistant Secretaries for Policy, Management and Budget, Fish and Wildlife and Parks, Indian Affairs, Land and Minerals Management, and Water and Science; the Bureau Directors of the Bureau of Indian Affairs, the Bureau of Land Management, the Fish and Wildlife Service, the National Park Service, and the US Geological Survey; the Deputy Assistant Secretary – Law Enforcement, Security & Emergency Management, and the Assistant Administrator of DHS-US Fire.

Primary Responsibilities:

- Establish national policy guidance
- Formulate, coordinate, and integrate wildland fire policy
- Provide policy direction for the formulation of the wildland fire budgets
- Provide a forum to consider and resolve inter- and intra-departmental policy issues
- Ensure that program goals are identified and that results are measured for wildland fire
- Maintain national level fire activity situational awareness

Relationship to Other Groups:

FFPC provides a forum for federal issues only, through interfacing with both WFLC and WFEC.

Group Leadership:

The FFPC is co-chaired by the DOI Assistant Secretary-Policy, Management and Budget and the USDA Deputy Undersecretary for National Resources and Environment.

Decision Making:

The FFPC seeks to agree upon mutually acceptable policy and strategic decisions and direction to govern federal fire program activities. However, in the event that the FFPC cannot reach consensus about a significant fire policy issue, a member of the FFPC may elect, without prejudice, to raise the issue with the Secretaries for resolution.

Wildland Fire Executive Council (WFEC)

Purpose:

The Wildland Fire Executive Council provides coordinated interagency executive level wildland fire policy leadership, direction, and program oversight.

Membership:

The Wildland Fire Executive Council is composed of the Director, USDA Forest Service FAM; Director, DOI OWF; Assistant Administrator, U.S. Fire Administrator;; and representatives of the NASF Fire Committee; I-Chiefs Wildland Fire Policy Committee; Intertribal Timber Council; National Association of Counties; The National League of Cities and the National Wildfire Coordinating Group.

Primary Responsibilities:

- Provide coordinated recommendations and advice to the Secretary of the Interior and the Secretary of Agriculture through the Wildland Fire Leadership Council
- Facilitates the development and implementation of a National Cohesive Wildland Fire Management Strategy
- Provides advice on wildland fire policy and program direction to the National Wildfire Coordinating Group

Relationship to Other Groups:

WFEC is the focal point for supporting the accomplishment of WFLC's strategic direction. WFEC responds to requests from WFLC by directly engaging their staffs and through taskings to NWCG. NWCG elevates wildland fire issues that cannot be resolved within the NWCG organization structure to WFEC for resolution. WFEC elevates unresolved issues to WFLC.

Group Leadership:

WFEC is chartered as a discretionary advisory committee under the authorities of the Secretary of the Interior and Secretary of Agriculture. The WFEC is established in accordance with the provisions of the Federal Advisory Committee Act (FACA). The Deputy Director for the Office of Wildland Fire is the Designated Federal Officer (DFO) and will approve or call all WFEC and subcommittee meetings, adjourn any meeting when the DFO determines adjournment to be in the public interest, and chair meetings when directed to do so by the Secretaries.

Decision Making:

Decisions are made by consensus. In the event that consensus cannot be reached, the issue will be elevated to the WFLC.

National Wildfire Coordinating Group (NWCG)

Purpose:

- NWCG provides national leadership and establishes, implements, maintains, and communicates policy, standards, guidelines, and qualifications for wildland fire program management.
- NWCG provides a forum in which issues, both short and long term, involving standards and program implementation can be coordinated, discussed, and resolved. Serves as a clearinghouse and provides a forum for discussion of short and long-term wildland fire management issues and initiates actions to improve coordination and integration of state, tribal, and federal wildland fire programs while recognizing individual agency missions.

Membership:

The NWCG Executive Board is composed of representatives of the Forest Service, Forest Service Research, Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, National Park Service, the National Association of State Foresters, the Intertribal Timber Council and DHS-US Fire Administration.

Primary Responsibilities:

- Provide leadership in establishing and maintaining consistent interagency standards and guidelines, qualifications, and communications for wildland fire management
- Provide a formalized system for standards of training, equipment, qualifications, and other operational functions
- Provide coordinated policy and program implementation

Relationship to Other Groups:

NWCG responds to taskings from WFEC. NWCG accomplishes their work by engaging their interagency committees and sub-committees through the NWCG governance structure which is made up of the Program Management Unit and its Branch Coordinators and enterprise architects as well as its interagency committees. NWCG elevates wildland fire issues that cannot be resolved within the NWCG organization structure to WFEC for resolution.

Group Leadership:

The NWCG chair rotates amongst its membership on a two year rotation.

Decision Making:

Decisions are made by consensus.

Interior Fire Executive Council (IFEC)

Purpose:

The Interior Fire Executive Council (IFEC) provides coordinated interagency executive level wildland fire policy leadership, direction, and program oversight. IFEC is the focal point for discussing wildland fire policy issues that affect the Department of Interior (DOI) and provides a forum for gathering the interests of the DOI bureaus to formulate a DOI recommendation and/or position to be taken forward to the Wildland Fire Executive Council (WFEC).

Membership:

The IFEC is composed of the Director, Office of Wildland Fire Coordination (OWFC), the four DOI fire directors and their respective senior executive. Associate members include the Director, Aviation Management Directorate and a representative from USGS.

Primary Responsibilities:

- Provide coordinated interior executive level wildland fire policy leadership, direction, and program oversight
- Provide coordinated Department of the Interior recommendations and advice to be given to WFEC
- Provide a forum for DOI to ensure strategic policy and program integration with resource management, aviation, and other related program areas.
- Support the fire budget formulation and allocation activities for DOI

Relationship to Other Groups:

The Director, OWFC is responsible for representing all of the bureau's interests to the WFEC and the Federal Fire Policy Council (FFPC).

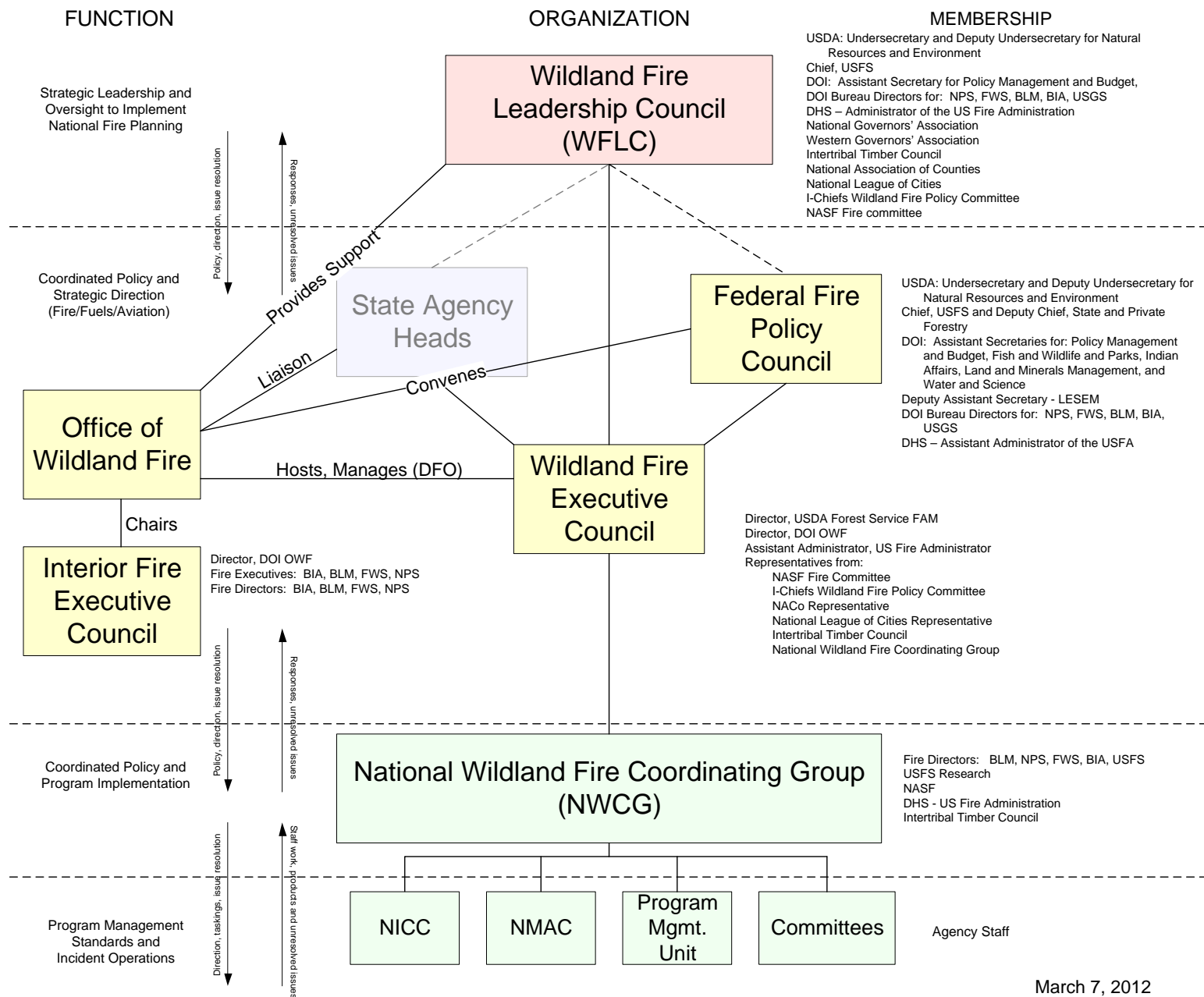
Group Leadership:

The IFEC is chaired by the Director of the OWFC.

Decision Making:

The IFEC seeks to agree upon DOI budget formulation and allocation activities as well as develop mutually acceptable positions and recommendations to be taken forward to WFEC and/or FFPC.

OWF's Role in Interagency Wildland Fire Governance



March 7, 2012



Memorandum of Understanding Wildland Fire Leadership Council

This Memorandum of Understanding by the Secretary of the Interior, the Secretary of Agriculture, and the Secretary of Homeland Security authorizes the Wildland Fire Leadership Council, an intergovernmental committee supporting the implementation and coordination of Federal Wildland Fire Management Policy.

Mission

The Wildland Fire Leadership Council (Council) is an intergovernmental committee of Federal, state, tribal, county, and municipal government officials convened by the Secretaries of the Interior, Agriculture, and Homeland Security dedicated to consistent implementation of wildland fire policies, goals, and management activities. The Council provides strategic oversight to ensure policy coordination, accountability, and effective implementation of Federal Wildland Fire Management Policy and related long-term strategies to address wildfire preparedness and suppression, hazardous fuels reduction, landscape restoration and rehabilitation of the Nation's wildlands, and assistance to communities.

Goals

The Council, through its members and pursuant to relevant statutory authority, works strategically to develop, review, update, and monitor implementation of:

- Federal Wildland Fire Management Policy;
- Federal Land Assistance, Management, and Enhancement Act of 2009 (FLAME Act);
- A Cohesive Wildfire Management Strategy (2009 Quadrennial Fire Review);
- 10-Year Comprehensive Strategy (August 2001) & Implementation Plan (December 2006); and
- Other policies, procedures, and program management activities designed to protect communities and natural resources from wildfires, reduce hazardous fuels, restore fire-adapted ecosystems, and assist communities in their efforts to reduce loss from wildfires.

Organization and Operations

Membership on the Council includes the following Federal officials:

- **U.S. Department of Agriculture** – the Under Secretary for Natural Resources and Environment, the Deputy Undersecretary for Natural Resources and Environment, and the Chief of the Forest Service.
- **U.S. Department of the Interior** – the Assistant Secretary for Policy, Management and Budget and the Directors of the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Indian Affairs, and the U.S. Geological Survey.
- **U.S. Department of Homeland Security** – the Administrator of the U.S. Fire Administration.

In addition to the Federal officials, the Council includes seven non-Federal members comprised primarily of senior elected officials of state, tribal, county, and municipal governments, including a state governor who is a member of the National Governors' Association, a state governor who is a member of the Western Governors' Association, the President of the Intertribal Timber Council, a county commissioner who is a member of the National Association of Counties, and a mayor who is a member of the National League of Cities. These elected officers, along with a state forester and a fire chief, at the request of the Senior Elected Official to whom they report, are invited to participate in the Wildland Fire Leadership Council because of their interest in and statutory responsibility for wildland fire management. The elected officials making designations may delegate alternatives in writing to attend in their absence.

Governance

Responsibility for chairing the Council will alternate between the Departments of the Interior and Agriculture annually. The Council will meet regularly to monitor progress on implementation of Federal Wildland Fire Management Policy and other stated goals. Additional business protocols may be adopted by the Council to facilitate its efficient operation.

The Council Chair will provide at least 30 days written notice to Council members of meeting dates, location, and preliminary agenda items. Council members are encouraged to bring strategic topics requiring intergovernmental coordination before the Council and to invite interested individuals to present information to help inform the Council's deliberations.

The actions and obligations of the Agencies and Bureaus under this Memorandum of Understanding are subject to the availability of appropriations. Each party will carry out its activities in a coordinated and mutually beneficial manner. The Department of Agriculture, the Department of the Interior, and the Department of Homeland Security will manage their own activities and utilize their own resources including the expenditure of their own funds, in pursuing these objectives.

This Memorandum of Understanding takes effect upon the signature of the Secretary of the Department of the Interior, the Secretary of the Department of Agriculture, and the Secretary of the Department of Homeland Security, and shall remain in effect for 5 years from the date of execution. This Memorandum of Understanding may be extended or amended upon written request of any of the Secretaries and the subsequent written concurrence of the others. Any Secretary may terminate this Memorandum of Understanding with a 60-day written notice to the others.

Collaboration and Public Participation

The Administration and Congress have directed the Federal Agencies to work collaboratively with tribal, state, and local governments and with citizens to develop and implement strategies for dealing with wildfire preparedness and suppression, hazardous fuels reduction, landscape restoration, and rehabilitation of the Nation's wildlands (e.g. rangelands, forests, and wetlands) as well as assistance to communities. In the collaborative spirit of this direction, and pursuant to provisions of law, including the Unfunded Mandates Reform Act exemption to the Federal Advisory Committee Act, the Council is an intergovernmental committee established to exchange views, information, and advice relating to the management and implementation of Federal programs in wildland fire management, hazardous fuels reduction, and natural resource management, and to integrate these activities with other Federal, state, local, and tribal programs.

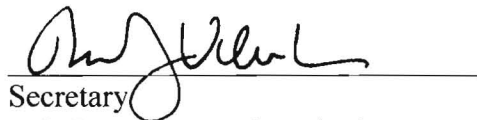
Meetings shall be open to the public and exchange with individual members of the public in attendance will be encouraged through designation of "public comment" time on the agenda or by other informal means. The Council Chair, with the consent of the members present, may declare a portion of the meeting as an "executive session." An executive session may include routine administrative duties, ministerial tasks, or discussion of highly sensitive or confidential matters. The Council will strive to keep its meeting open to the public to the fullest extent possible.

Approval

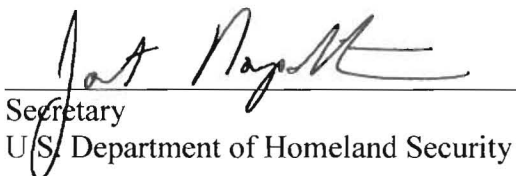
The undersigned approve this Memorandum of Understanding.



Secretary
U.S. Department of the Interior



Secretary
U.S. Department of Agriculture



Secretary
U.S. Department of Homeland Security

DATE: APR 12 2010

UNITED STATES DEPARTMENT OF THE INTERIOR

UNITED STATES DEPARTMENT OF AGRICULTURE

WILDLAND FIRE EXECUTIVE COUNCIL
CHARTER

1. **Committee's Official Designation.** The Committee's official designation is the Wildland Fire Executive council (WFEC).
2. **Authority.** The WFEC is a discretionary advisory committee established under the authorities of the Secretary of the Interior and Secretary of Agriculture, in furtherance of 43 U.S.C. 1457 and provisions of the Fish and Wildlife Act of 1956 (16 U.S.C. 742a-742j), the Federal Land Policy and management Act of 1976 (43 U.S.C. 1701 *et. seq*), the National wildlife Refuge system Improvement Act of 1997 (16 U.S.C. 668dd-668ee), and the National Forest Management Act of 1976 (16 U.S.C. 1600 *et. seq*). The WFEC is established in accordance with the provisions of the Federal Advisory Committee Act (FACA), as amended, 5 U.S.C. App. 2.
3. **Objective and Scope of Activities.** The WFEC provides advice on the coordinated national level wildland fire policy leadership, direction, and program oversight in support to the Wildland Fire Leadership Council.
4. **Description of Duties.** The duties of the WFEC are solely advisory, and include:
 - Providing coordinating recommendations and advice to the Wildland Fire Leadership Council;
 - Facilitating development and implementation of a National Cohesive Wildland Fire Management Strategy;
 - Providing advice on wildland fire policy and program direction to the National Wildfire Coordinating Group;
5. **Agency or Official to Whom the committee Reports.** The WFEC reports to the Secretary of the Interior and the Secretary of Agriculture through the Wildland Fire Leadership council, which is comprised of, in part, the Assistant Secretary for Policy, Management and Budget and the Directors of National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the bureau of Indian Affairs, and the U.S. Geological Survey for the Department of the Interior, and for the Department of Agriculture, the Under Secretary of Natural Resources and Environment, the Deputy Under Secretary for Natural Resources and Environment, and the Chief of the Forest Service.
6. **Support.** The Department of the Interior's Office of Wildland Fire Coordination will provide support for the WFEC.

7. **Estimated Annual Operating Costs and Staff Years.** The annual operating costs associated with supporting the WFEC's activities are estimated to be \$95,000, including all direct and indirect expenses and .25 staff years.
8. **Designated Federal Officer.** The Designated Federal Officer (DFO) is a full-time Federal employee appointed in accordance with Agency procedures. The DFO will approve or call all WFEC and subcommittee's meetings, adjourn any meeting when the DFO determines adjournment to be in the public interest, and chair meetings when directed to do so by the Secretaries.
9. **Estimated Number and Frequency of Meetings.** The WFEC will meet approximately 6-12 times a year, and at such other times as designated by the DFO.
10. **Duration.** Continuing
11. **Termination.** The WFEC is subject to biennial renewal and will terminate 2 years from the date the Charter is filed, unless, prior to that date, the Charter is renewed in accordance with Section 14 of the FACA. The WFEC will not meet or take any action without a valid current charter.
12. **Membership and Designation.** Members of the WFEC shall be composed of representatives from the Federal Government, and from among, but not limited to, the following interest groups.
 - Director, Department of the Interior, Office of Wildland Fire Coordination (DOI OWFC)
 - Director, United States Department of Agriculture, Forest Service, Fire and Aviation Management (USDA FS FAM)
 - Assistant Administrator, U.S. Fire Administration (USFA)
 - Representative, National Wildfire Coordination Group (NWCG)
 - Representative, National Association of State Foresters (NASF)
 - Representative, International Association of Fire Chiefs (IAFC)
 - Representative, Intertribal Timber council (ITC)
 - Representative, National Association of counties (NACO)
 - Representative, National League of Cities (NLC)
 - Representative, National Governors' Association (NGA)

Members serve at the discretion of the Secretary and are appointed on a staggered term basis for terms not to exceed 3 years. A vacancy on the WFEC is filled in the same manner in which the original appointment is made.

Members of the WFEC and its subcommittee members serve without compensation. However, while away from their homes or regular places of business, WFEC and subcommittee members engaged in WFEC, or subcommittee business, approved by the DFO, may be allowed travel expenses, including per diem in lieu of subsistence, in the

same manner as persons employed intermittently in Government service under Section 5703 of Title 5 of the United States Code.

13. **Ethics Responsibilities of Members.** No WFEC or subcommittee members shall participate in any specific party matter including a lease, license, permit, contract, claim, agreement, or related litigation with the Department in which the member has a direct financial interest.
14. **Subcommittees.** Subject to the DFO's approval, subcommittees may be formed for the purpose of compiling information or conducting research. However, such subcommittees must act only under the direction of the DFO and must report their recommendations to the full WFEC for consideration. Subcommittees must not provide advice or work products directly to the Agency. The Council Chair, with the approval of the DFO, will appoint subcommittee members. Subcommittees will meet as necessary to accomplish their assignments, subject to the approval of the DFO and the availability of resources.
15. **Recordkeeping.** The records of the WFEC, and formally and informally established subcommittees of the WFEC, shall be handled in accordance with General Records Schedule 26, item 2 or other approved Agency records disposition schedule. These records shall be available for public inspection and copying, subject to Freedom of Information Act, 5 U.S.C. 552.

Secretary of the Interior

Date Signed

Secretary of Agriculture

Date Signed

Date Filed



Interior Fire Executive Council

Charter

Name

The name of this group is the Interior Fire Executive Council, hereinafter referred to as the IFEC.

Purpose

The Interior Fire Executive Council provides coordinated wildland fire policy leadership, direction, and program oversight for the Department of the Interior (DOI).

Functions

- Provide coordinated DOI positions, recommendations and advice to the Wildland Fire Executive Council (WFEC) through the Office of Wildland Fire Coordination (OWFC) Director as the primary DOI representative to the WFEC
- Provide coordinated DOI executive level wildland fire policy leadership, direction, and program oversight
- Provide wildland fire policy and program direction to the fire organizations within the Department of the Interior.
- Ensure strategic policy and program integration with resource management, aviation, and other related program areas.
- Provide a collaborative forum for Interior Fire Budget formulation, justification and allocation

Decision Making

- IFEC produces coordinated DOI decisions and positions for internal DOI wildland fire programs and issues, as well as consolidated DOI input for WFEC decisions. Decision making for IFEC is by consensus, with a unanimous vote documenting the concurrence. If consensus cannot be reached, the Director, DOI OWFC or acting will convey this position on the issue to WFEC.

Membership and Organization

Members:

- Director, DOI OWFC
- Fire Executives from:
 - Bureau of Land Management (BLM)
 - Bureau of Indian Affairs (BIA)
 - National Park Service (NPS)
 - Fish and Wildlife Service (FWS)
- Interior Fire Directors

Associate Members:

- Representative, United States Geological Survey (USGS)
- Director, Aviation Management Directorate (AMD)

The IFEC will invite the participation of representatives from other agencies or program areas as needed and appropriate.

As necessary, members of the IFEC may be represented by a deputy or similar senior official with the authority to represent and speak for the member.

The IFEC will be chaired by the Director, OWFC. In the absence of the Director, OWFC, the Deputy Director, OWFC will act as chair.

Responsibilities

Chair:

The Chair is responsible for setting agendas, conducting meetings, and representing the IFEC at the WFEC and Federal Fire Policy Council (FFPC).

Executive Secretary:

The Chair will designate an Executive Secretary from outside the IFEC membership. The Executive Secretary is responsible for recording the actions and decisions of the IFEC, for distributing and communicating information about the IFEC, and for keeping and securing permanent records of the IFEC. The Executive Secretary will assist the Chair with organizing and preparing for meetings.

Members:

Each member is responsible for keeping their respective organization informed of IFEC proceedings and decisions. Members who are unable to attend will ensure that their designated representative attends with their full authority.

The IFEC will rely upon staff from its member offices. The IFEC may utilize existing committees to carry out the Interior fire business of IFEC. From time to time, as necessary, the IFEC may create *ad hoc* committees to address specific issues.

Meetings and Reports

The IFEC shall meet monthly prior to the scheduled WFEC or FFPC meetings or as necessary to conduct its business.

A quorum for conducting business shall be more than 50% of the members unless otherwise determined by the Chair. All meetings shall be preceded by a written agenda. Each meeting will be documented with minutes recording members in attendance, major issues discussed, actions taken, and decisions made.

Reports provided to the IFEC by its permanent and *ad hoc* committees or other groups will be made a part of the permanent records of the IFEC. As it deems necessary, the IFEC may issue reports, which shall be made part of its permanent records.

Approval

This Charter is effective on the date of approval and shall remain in effect until revised or revoked by the approving official.

Assistant Secretary,
Office of Policy, Management, and Budget

Date



NATIONAL WILDFIRE COORDINATING GROUP

National Interagency Fire Center
3833 S. Development Avenue
Boise, Idaho 83705

Charter

Name

The name of this group is the National Wildfire Coordinating Group, hereinafter referred to as the NWCG.

Purpose

- NWCG will provide national leadership and establish, implement, maintain, and communicate policy, standards, guidelines, and qualifications for wildland fire program management.
- NWCG provides a forum in which issues, both short and long term, involving standards and program implementation can be coordinated, discussed, and resolved. Serves as a clearinghouse and provides a forum for discussion of short and long-term wildland fire management issues and initiates actions to improve coordination and integration of state, tribal, and federal wildland fire programs while recognizing individual agency missions.

Functions:

- Develops and maintains standards, guidelines, training, and certification in interagency wildland fire operations.
- Implements the wildland fire program.
- Participates with and responds to wildland fire policy and program guidance and direction.
- Ensures strategic policy and program coordination between fire, resources, aviation, and other related program areas.
- Participates in the development and supports the National Response Plan, as well as the National Incident Management System (NIMS) as required.

Guiding Principles:

- Safety is the core value and consideration throughout all NWCG activities.
- Wise and efficient use of funds is a high priority consideration in planning and implementing NWCG objectives.
- Interagency communication, coordination, and cooperation are vital to the effective and efficient use of the nation's wildland fire management resources. Actions are based on the collective needs and capabilities of the interagency community.
- Effective wildland fire management is a result of leadership at all levels.

- Trust and integrity are inherent to the success of NWCG. Deliberations are open and transparent.
- Differences in member organizations' responsibilities, missions, and capabilities are recognized and mutually respected.
- Responding to change through a deliberative process and member accountability for all actions contributes to excellence.

Membership and Organization

Membership is limited to one individual organization representative, except the Forest Service will be represented by two representatives – one from Fire and Aviation Management and one from Fire Research.

Member Organizations:

- Bureau of Indian Affairs
- Bureau of Land Management
- U.S. Fish and Wildlife Service
- National Park Service
- Forest Service, Fire and Aviation Management
- Forest Service Fire Research
- U.S. Fire Administration
- National Association of State Foresters
- Intertribal Timber Council

NWCG will include a Chair, Co-Chair, and Executive Secretary. The Chair and Co-Chair will each be elected from within the NWCG to serve a minimum term of two (2) years.

The Chair may establish working teams or other temporary ad hoc committees to carry out the functional work of the NWCG. The Chair for any working team shall be selected by a vote of the NWCG. Membership shall be invited from member organizations and other organizations having the expertise and interest in the particular subject matter. Working team reports and recommendations shall be submitted to the Group for review, approval, and further action.

Responsibilities

Chair:

The Chair may call and conduct meetings, establish working teams, and submit NWCG recommendations to member agencies and other entities for action, and sign NWCG correspondence. In addition, the Chair will represent the Group at Fire Executive Council Meetings, National Association of State Foresters Fire Committee Meetings, and other meetings and events as appropriate. When the Chair is absent from a Group meeting or incapacitated, the Co-Chair shall assume the full authority and responsibility of the Chair.

Co-Chair:

The Co-Chair is responsible for serving as Chair in his or her absence and for performing delegated duties.

Executive Secretary:

The Chair will designate an Executive Secretary from outside the NWCG membership. The Executive Secretary is responsible for recording the actions and decisions of the NWCG, for distributing and communicating information about the NWCG, and for keeping and securing permanent records of the NWCG. The Executive Secretary will assist the Chair with organizing and preparing for meetings.

Operating Principles, Guidelines, and Procedures

The NWCG shall have an operating plan to provide protocols and procedures for conducting NWCG business.

Meetings and Reports

The NWCG shall meet monthly or as necessary to conduct business. Quarterly meetings will be held at locations to be determined by the member organizations through their representatives. The Group shall also meet upon the call of the Chair at a location to be determined by the Chair. The Chair shall submit necessary reports and have minutes prepared for each meeting and distributed to the members.

Monthly meetings shall focus on program implementation. Three times annually, meetings shall focus on standards, guidelines, and training and certification issues in interagency wildland fire operations. A quorum for conducting business shall be a minimum of two-thirds of the members.

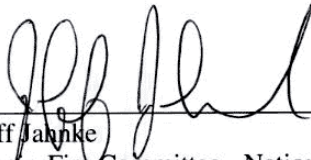
This Charter is effective on the date of approval of undersigned officials and shall remain in effect until revised or revoked by those officials.

Approval:




Mark Beighley
Chair, Fire Executive Council

10/11/07
Date



Jeff Janke
Chair, Fire Committee - National Association of State Foresters

10/11/07
Date

for 

Nolan Colegrove
President, Intertribal Timber Council

10/11/07
Date

Memorandum of Understanding
for
THE NATIONAL WILDFIRE COORDINATING GROUP
among the
UNITED STATES DEPARTMENT OF THE INTERIOR
Bureau of Land Management
Bureau of Indian Affairs
Fish and Wildlife Service
National Park Service
and the
UNITED STATES DEPARTMENT OF AGRICULTURE
Forest Service
and the
UNITED STATES DEPARTMENT OF HOMELAND SECURITY
U.S. Fire Administration
and the
THE NATIONAL ASSOCIATION OF STATE FORESTERS,
and the
THE INTERTRIBAL TIMBER COUNCIL.

BLM No. – FA-MOU08-0001

NPS No. – F9560080001

BIA No. – 2007-K00441-MOU-004

ITC No. – N/A

USDA FS No. – 07-MU-11130206-073

FWS No. – 93252-7-MOU-004

USFA No. – N/A

NASF No. – N/A

I. STATEMENT OF MUTUAL BENEFITS AND INTEREST.

This Memorandum of Understanding (MOU) is made by and entered into among the following entities:

- A. Bureau of Land Management, the National Park Service, the U.S. Fish and Wildlife Service, and the Bureau of Indian Affairs—all agencies of the United States Department of the Interior, hereinafter collectively referred to as “DOI agencies;”
- B. United States Forest Service hereinafter referred to as “Forest Service,” an agency of the United States Department of Agriculture;
- C. United States Fire Administration of the United States Department of Homeland Security, hereinafter referred to as “USFA;”
- D. Intertribal Timber Council hereinafter referred to as “ITC”; and
- E. National Association of State Foresters hereinafter referred to as “NASF,” a non-profit organization whose members are the Directors of the state forestry agencies of participating states, U.S. territories and former territories, and the District of Columbia.

These entities share the common goal of effective and efficient wildland fire management. They recognize that each organization’s mission can be better accomplished through cooperative efforts and through the sharing of talents, information, and resources. A charter will be implemented which guides the operations of the participants in meeting their common goals.

The Secretaries of Agriculture and the Interior entered into Memoranda of Understanding—dated, respectively, January 28, 1943, and February 21, 1963—to provide adequate wildfire management and protection to the lands under their respective jurisdictions.

In addition, the bureau and agency directors for the land management agencies for the above Secretaries, which includes the Bureau of Land Management, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and the Forest Service, also entered into an Interagency Agreement for Fire Management that is rewritten every five years and commonly referred to as “the Master Fire Management Agreement.” This agreement provides a basis for cooperation among the agencies on all aspects of wildland fire management and as authorized in non-fire emergencies.

II. PURPOSE.

The purpose of this MOU is to create a framework for the ongoing work of the National Wildfire Coordinating Group, hereinafter referred to as “NWCG,” as a national group whose function is to provide national leadership and establish, implement, maintain and communicate policy, standards, guidelines, and qualifications for wildland fire program management and support the National Incident Management System.

NWCG provides a forum in which issues both short and long term involving standards and program implementation can be coordinated, discussed and resolved. Serves as a clearing house and provides a forum for discussion of short and long-term wildland fire management issues and initiates actions to improve coordination and integration of state, tribal, and federal wildland fire programs while recognizing individual agency missions.

III. AUTHORITY.

The signatory entities are authorized to enter into this Memorandum of Understanding under their respective authorities:

- Reciprocal Fire Protection Act of May 27, 1955, 42 U.S.C. § 1856a (2000);
- the Federal Land Policy and Management Act of 1976, 43 U.S.C. § 1701, *et seq.* (2000);
- National Park Service Organic Act of August 1916, 16 U.S.C. § 1, *et seq.* (2000);
- National Wildlife Refuge Administrations Act of June 27, 1998, 16 U.S.C. § 668dd (2000);
- Disaster Relief Act of 1974, 42 U.S.C. § 1521 (2000);
- National Indian Forest Resources Management Act of 1990, 25 U.S.C. § 3101 (2000);
- Cooperative Forestry Assistance Act of 1978, 16 U.S.C. § 2101, *et seq.* (2000);
- Public Law 93-498, 93rd Congress, S.1769, October 29, 1974.

This Memorandum of Understanding upon full execution supersedes the existing MOU signed by Secretary of Agriculture, Earl Butz, and Secretary of the Interior, Thomas Kleppe, dated March 16, 1976, which originally established the NWCG.

IV. MEMBERSHIP.

NWCG membership consists of representatives from governmental agencies, the National Association of State Foresters, and the Intertribal Timber Council with national responsibilities for wildland fire management.

V. IT IS MUTUALLY UNDERSTOOD AND AGREED BY AND AMONG THE PARTIES THAT:

- A. This MOU is neither a fiscal nor a funds obligation document. Any endeavor involving reimbursement or contribution of funds among the parties to this MOU will be handled in accordance with applicable laws, regulations, and procedures including those for Government procurement and printing. Such endeavors will be outlined in separate agreements that shall be made in writing by representatives of the parties and shall be independently authorized by appropriate statutory authority. This MOU does not provide such authority. Specifically, this MOU does not authorize or commit the cooperating agencies or cooperators of any contract or other agreement to noncompetitive awards. Any contract or agreement must fully comply with all applicable federal requirements for competition.
- B. No individual member information provided as part of the NWCG business shall be disclosed to any individual or other organization that is not within the NWCG membership without prior written consent of the member or working team that provided the information, unless such disclosure is required by law. Any information furnished to, or shared among, the member federal agencies through their participation in the NWCG is subject to request under the Freedom of Information Act, 5 U.S.C. § 552, *et seq.* (2000) (the "FOIA"), consistent with its exceptions and limitations. The non-federal members are not, through their participation in the NWCG, subject to the FOIA.
- C. This MOU in no way restricts the member organizations from participating in similar activities with other public or private agencies, organizations, or individuals.
- D. Nothing herein is intended, or shall be construed, as affecting or obligating the signatories to the expenditure of funds or as involving the United States in any contract or other obligations. The member federal agencies may not obligate the expenditure of funds (or provide services requiring the expenditure of funds) through their participation under the terms of this MOU unless such funds are available. For federal member agencies, funds expended to implement the activities of NWCG must be appropriated by the Congress of the United States or be otherwise available to the member agencies.
- E. The Department of Agriculture, Department of the Interior, Department of Homeland Security, the Intertribal Timber Council and the National Association of State Foresters and their respective member agencies, offices, officers, and employees are responsible for their own activities and costs, and will utilize their own resources, including the expenditure of their own funds, in pursuing these objectives. Each party will endeavor to carry out its separate activities in a coordinated and mutually beneficial manner. Notwithstanding this provision, nothing in this MOU shall prevent the payment by one or more of the federal member agencies of expenses incurred by non-federal personnel in participating in NWCG activities, provided that






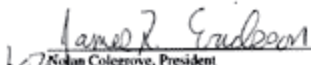
funds for that reimbursement are available within the federal agencies' appropriated funds and authorities.

- F. The terms of this MOU shall become effective with and upon execution of the final signature by the participating agencies and shall remain in effect for a maximum period of five-years from the date when the final signature was placed on the approval section or until such time as the MOU is dissolved by mutual agreement. The MOU shall be reviewed by all participating entities to determine its suitability for renewal, revision, or dissolution. Any signatory may withdraw from participation in this MOU thirty (30) days after providing written notice to the other signatories. Following such withdrawal, the remaining approving signatories may continue the provisions of this MOU as long as all such remaining signatories agree to the continuance.
- G. Modifications to this MOU may be initiated by any participating agency. Suggested modifications shall be reviewed and acted upon within sixty (60) days of receipt of the requested modification. Changes shall not take effect until documented and signed by all approving signatories. The Forest Service is designated as the agency responsible for all administrative oversight of modifications to this MOU.
- H. This MOU does not by itself create any contractual right or other right of action by one member organization against any other member organization for compensation for any loss, damage, personal injury or death occurring as a consequence of the performance of this MOU.
- I. This MOU is not intended to, and does not create, any claim, right, benefit, or trust responsibility, substantive or procedural, enforceable at law or equity, by any party against the United States, its agencies, its officers, or against any member organization or any other person. The members acknowledge and agree that any effort to impose liability upon any member for its activities undertaken while participating in or otherwise acting to further the purposes of the NWCG would thwart, impede, and impair (1) the functioning of the NWCG; (2) the exercise of discretion in the execution of its functions; (3) the purposes underlying this MOU; (4) the federal, tribal, and state interests that the NWCG was created to further and promote; and (5) the federal policies and congressional purposes of the legislation listed above.
- J. The publications issued through the work of the NWCG shall be printed by the federal government and shall be publications of the federal government only and not of the non-federal member organizations. Member organizations, and other organizations and persons, shall each decide independently whether to distribute or to follow NWCG publications and policies, and each is solely responsible for its own implementation of those policies. No member may delegate to any other member its responsibility to determine which policies or publications to follow or implement within its own organization or jurisdiction. No party to this MOU and no individual employed by or appointed by any member agency or by the NWCG shall be liable or otherwise responsible for claimed deficiencies in the policies or publications of the NWCG.
- K. The use of the names and emblems of the parties to this MOU shall be allowed only in the case of particular projects undertaken pursuant to the prior express written consent of the parties to this MOU, and when such projects are in conformity with the parties to this MOU's regulations.

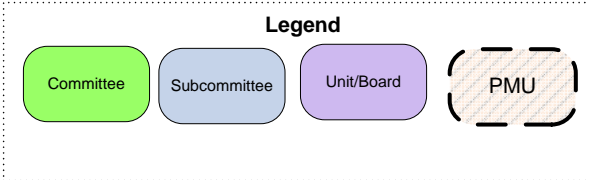
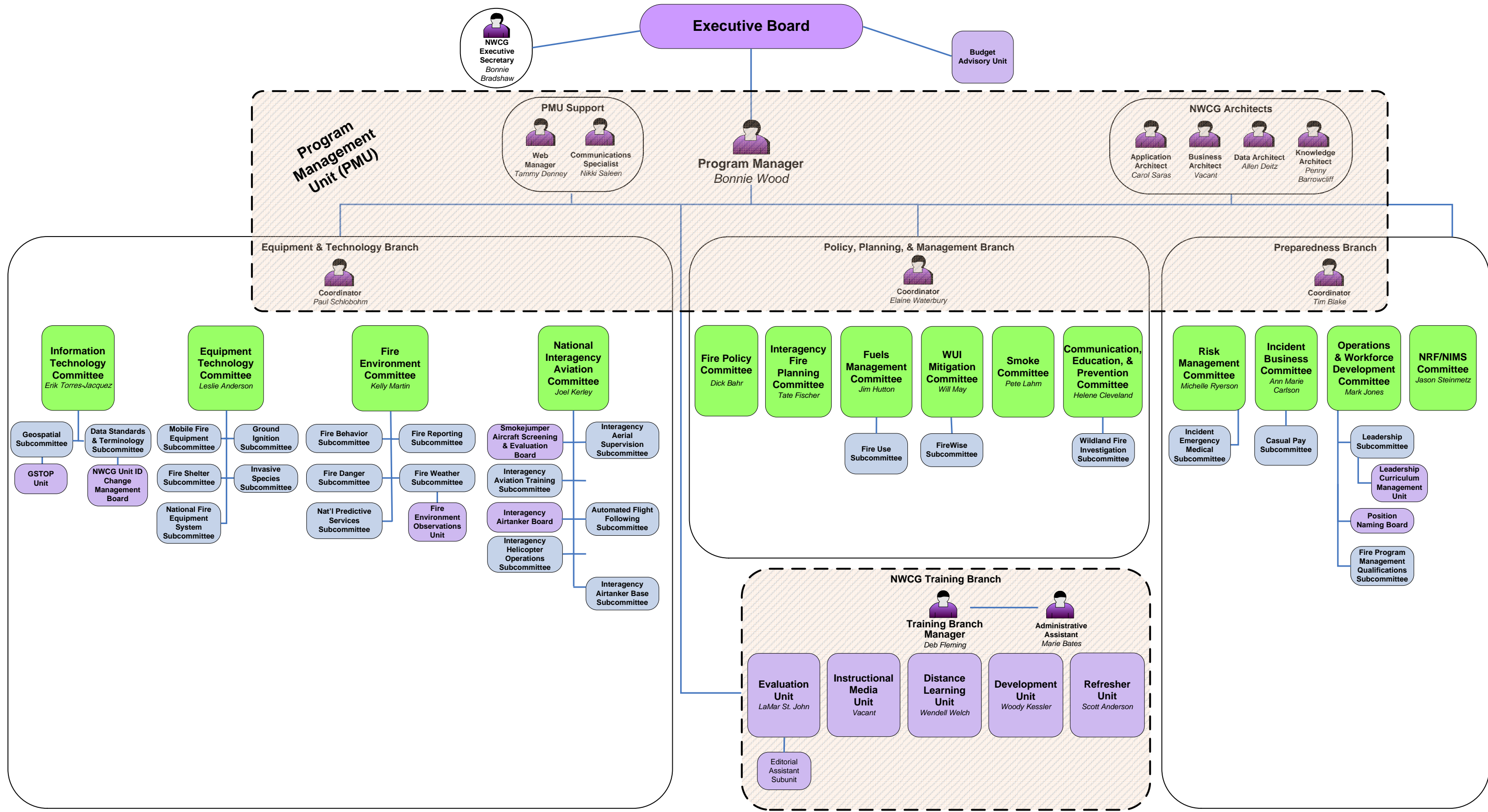
VI. RESOLUTION OF DISAGREEMENT.

Should disagreement arise regarding the interpretation of the provisions of this MOU, or amendments and/or revisions thereto, that cannot be resolved at the operating level, each party shall state the area(s) of disagreement in writing and present them to the other party for consideration. If agreement on interpretation is not reached within thirty (30) days, the parties shall forward the written statements of the disagreement to the Wildland Fire Leadership Council, which may make a non-binding recommendation to the parties to resolve the disagreement.

APPROVALS:

 James Caswell, Director DOI-Bureau of Land Management	<u>10/11/07</u> Date
 Jerry Gidner, Director DOI-Bureau of Indian Affairs	<u>10/11/07</u> Date
 Dale Hall, Director DOI-Fish and Wildlife Service	<u>10/11/07</u> Date
 Mary Bomar, Director DOI-National Park Service	<u>10/10/07</u> Date
 Abigail Kimbell, Chief USDA, Forest Service	<u>10/11/07</u> Date
 Gregory Cade, Administrator DHS, U.S. Fire Administration	<u>10/11/07</u> Date
 Kirk Rowdabaugh, President National Association of State Foresters	<u>10/11/07</u> Date
 Nolan Colegrove, President Tribal Timber Council	<u>10/11/07</u> Date

National Wildfire Coordinating Group (NWCG)



Wildland Fire Governance Comparison Chart

	WFLC	FFPC	WFEC	IFEC	NWCG
Purpose					
Purpose	<p>The WFLC is an intergovernmental council of federal, state, tribal, county, and local government officials convened by the Secretaries of Agriculture and the Interior dedicated to consistent implementation of wildland fire policies, goals, and mangaeement activities. The WFLC is structured in accordance with its authorizing memorandum of understanding.</p>	<p>The primary purpose of the Federal Fire Policy council is to carry out the federal component of wildland fire management.</p>	<p>The Wildland Fire Executive Council provides coordinated interagency executive level wildland fire policy leadership, direction, and program oversight.</p>	<p>The Interior Fire Executive Council (IFEC) provides coordinated interagency executive level wildland fire policy leadership, direction, and program oversight. IFEC is the focal point for discussing wildland fire policy issues that affect the Department of Interior (DOI) and provides a forum for gathering the interests of the DOI bureaus to formulate a DOI recommendation and/or position to be taken forward to the Wildland Fire Executive Council (WFEC).</p>	<p>NWCG provides national leadership and establishes, implements, maintains, and communicates policy, standards, guidelines, and qualifications for wildland fire program mangement. NWCG provides a forum in which issues, both short and long term, involving standards and program implementation can be coordinated, discussed, and resolved. Serves as a clearinghouse and provides a forum for discussion of short and long-term wildland fire mangaeement issues and intiates actions to improve coordination and integration of state, tribal, and federal wildland fire programs while recognizing individual agency missions.</p>

Membership					
	WFLC	FFPC	WFEC	IFEC	NWCG
DHS US Fire Administration Administrator	Ernie Mitchell	Ernie Mitchell			
DHS US Fire Administration Assistant Administrator			Glenn Gaines		
DOA Deputy Undersecretary - NRE	Butch Blazer	Butch Blazer			

Wildland Fire Governance Comparison Chart

DOA Undersecretary - NRE	Harris Sherman	Harris Sherman			
DOA USFS Chief	Tom Tidwell	Tom Tidwell			
DOA USFS Deputy Chief - State and Private		Jim Hubbard			
DOA USFS Director FAM			Tom Harbour		
DOA USFS Fire Director					Karen Woods
DOA USFS Research					Mike Hilbruner
DOI Assistant Secretary - Fish, Wildlife and Parks		Rachel Jacobson			
DOI Assistant Secretary - Indian Affairs		Larry Echohawk			
DOI Assistant Secretary - Land and Minerals Management		Marcilynn Burke			
DOI Assistant Secretary - PMB	Rhea Suh	Rhea Suh			
DOI Assistant Secretary - Water and Science		Anne Castle			
DOI BIA Bureau Director	Mike Black	Mike Black			
DOI BIA Fire Director				Lyle Carlile	Lyle Carlile
DOI BIA Fire Executive				Bryan Rice	
DOI BLM Bureau Director	Bob Abbey	Bob Abbey			
DOI BLM Fire Director				Howard Hedrick	Howard Hedrick
DOI BLM Fire Executive				Tim Murphy	
DOI Depty Assistant Secretary - LESEM		Kim Thorsen			
DOI FWS Bureau Director	Dan Ashe	Dan Ashe			
DOI FWS Fire Director				John Segar	John Segar
DOI FWS Fire Executive				Jeff Rupert	
DOI NPS Bureau Director	Jon Jarvis	Jon Jarvis			
DOI NPS Fire Director				Bill Kaage	Bill Kaage
DOI NPS Fire Executive				Steve Shackleton	
DOI OWF Director			Kirk Rowdabaugh	Kirk Rowdabaugh	
DOI USGS Bureau Director	Marcia McNutt	Marcia McNutt			
I-Chiefs Wildland Fire Policy Committee	Bob Roper		Donglas MacDonald		
Intertribal Timber Council	Tony Harwood		Jim Erickson	Jim Erickson	
NASF Fire Committee	Jeff Jahnke		Jim Karels	Aitor Bidaburu	Dan Smith

Wildland Fire Governance Comparison Chart

National Association of Counties	Dan Shoun		Ryan Yates		
National Governor's Assoc.	Governor Beverly Purdue (Wib Owens)		vacant		
National League of Cities	Mayor Mary Hamann-Roland		Mary Jacobs		
National Wildland Fire Coordinating Group (NWCG)			Bill Kaage		
Western Governor's Assoc.	Governor Kitzhaber (Ann Walker)				

Primary Responsibilities

	WFLC	FFPC	WFEC	IFEC	NWCG
Primary Responsibilities	<ul style="list-style-type: none"> ✓ Provide strategic leadership to ensure policy coordination, accountability, and effective implementation of wildland fire management policy. ✓ Provide strategic oversight of long-term strategies to address wildfire suppression, assistance to communities, hazardous fuels reduction, habitat restoration, and rehabilitation of the Nation's forests and rangelands 	<ul style="list-style-type: none"> ✓ Establish national policy guidance ✓ Formulate, coordinate, and integrate wildland fire policy ✓ Provide policy direction for the formulation of the wildland fire budgets ✓ Provide a forum to consider and resolve inter- and intra-departmental policy issues ✓ Ensure that program goals are identified and that results are measured for wildland fire ✓ Maintain national level fire activity situational awareness 	<ul style="list-style-type: none"> ✓ Provide coordinated recommendations and advice to the Secretary of the Interior and the Secretary of Agriculture through the Wildland Fire Leadership Council ✓ Facilitates the development and implementation of a National Cohesive Wildland Fire Management Strategy ✓ Provides advice on wildland fire policy and program direction to the National Wildfire Coordinating Group 	<ul style="list-style-type: none"> ✓ Provide coordinated interior executive level wildland fire policy leadership, direction, and program oversight ✓ Provide coordinated Department of the Interior recommendations and advice to be given to WFEC ✓ Provide a forum for DOI to ensure strategic policy and program integration with resource management, aviation, and other related program areas. ✓ Support the fire budget formulation and allocation activities for DOI 	<ul style="list-style-type: none"> ✓ Provide leadership in establishing and maintaining consistent interagency standards and guidelines, qualifications, and communications for wildland fire management ✓ Provide a formalized system for standards of training, equipment, qualifications, and other operational functions ✓ Provide coordinated policy and program implementation

Wildland Fire Governance Comparison Chart

Relationships					
	WFLC	FFPC	WFEC	IFEC	NWCG
Relationship to WFLC		Interfaces with WFLC to identify areas of federal concerns only.	WFEC is the focal point that provides support to accomplish the strategic goals and objectives of WFLC. WFEC responds to requests from WFLC. WFEC elevates unresolved issues to WFLC.	none	none
Relationship to FFPC	none		none	Chair of IFEC represents the Bureau's interests to FFPC	none
Relationship to WFEC	Provides direction to WFEC	Interfaces with WFEC to identify areas of federal concerns only.		Chair of IFEC represents the Bureau's interests to WFEC	Responds to taskings from WFEC. Elevates wildland fire issues that cannot be resolved within the NWCG structure to WFEC for resolution
Relationship to IFEC	none	Chair of IFEC represents bureau's interests to FFPC	Chair of IFEC represents Bureau's interests to WFEC		none
Relationship to NWCG	none	none	Responds to Wildland Fire issues brought forward from NWCG	none	



West Regional Strategy Subcommittee

(West RSC)

Purpose: The West RSC will provide leadership, oversight and guidance within the western region for completing the tasks assigned by the WFEC during the *National Cohesive Wildland Fire Management Strategy* implementation.

Functions: The RSC is tasked to complete a regional risk analysis and submit to WFEC two deliverables: regional risk analysis report and a Regional Action Plan. The regional risk analysis report must be submitted to the WFEC by the September 30, 2012. The Regional Action Plan must be submitted to WFEC by December 31, 2012. The RSC is tasked to conduct appropriate communication and outreach activities, consistent with the *National Cohesive Wildland Fire Management Communications Framework*, to ensure stakeholder engagement throughout Phase III. The RSC may be assigned additional tasks associated with the development of the National Action Plan and/or national risk analysis report.

The RSC reports directly to the WFEC and will provide a recommendation for each assigned tasks and associated deliverables directly to the WFEC for their consideration. The National Science and Analysis Team (NSAT) will guide and support this RSC throughout the risk analysis process. The RSC may elect to establish a regional or sub-regional Working Group(s) to support the completion of these tasks and associated deliverables.

Guiding Principles:

- As a subcommittee to WFEC you are not subject to FACA.
- Meetings are not subject to the public notice and open meeting.
- Reports must have RSC consensus prior to submitting to WFEC.
- Reports submitted to the WFEC are public documents and are available to the public.
- Subcommittees report directly to the WFEC and their work is to develop recommendations for WFEC's consideration.
- All decisions and recommendations made by the subcommittee will include documentation of what was considered in making the decision or recommendation as well as the rationale.
- Conduct the RSC in a collaborative and cohesive manner, ensuring RSC consensus on interim decisions and deliverables.

Responsibilities:

- By December 31, 2012, develop a Regional Action Plan to identify actions to take in the next five years to make progress in achieving the three National Goals of the Cohesive Strategy. Regional Action Plans record actions the RSC and its members' organizations

are willing to commit to as a result of: the barriers and solutions identified in Phase II; the identification of immediate opportunities for success initiated in Phase II and continuing in Phase III; expanded regional dialog with additional stakeholders; and the information provided by the risk analysis to inform management choices and strategic investment options. Regional Action Plans also include the identification of ~~national and/or~~ regional performance measures. A template Regional Action Plan will be provided to illustrate the minimum content components of each Regional Action Plan.

- By September 30, 2012, complete regional risk analysis and associated report. The RSC members have the responsibility to be engaged in the risk analysis process to ensure that the risk analysis addresses each of the organizations' needs and that the content of the regional risk analysis report is acceptable to each organization as whole. An outline of the NSAT/RSC process and interaction to complete the risk analysis and report has been developed and will be shared with the RSC. Specific workshops and meetings have been scheduled. It is the RSC's responsibility to **establish the agenda, meeting objectives and topics, provide information ahead of time so the members can come prepared to represent their constituents**, determine who attends each critical interaction and to ensure appropriate participation. Progress updates will be regularly communicated to the **WFEC**.
- Determine the appropriate membership on the Working Group(s) to ensure necessary input from land managers, stakeholders, partners, and the public.
- Provide guidance to Working Group(s) on expectations for conducting outreach, interacting with the NSAT, ensuring stakeholder engagement, and/or any other tasks to complete the deliverables.
- Establish timeframes and ensure completion of the two deliverables.
- Communicate progress and/or issues to WFEC throughout the process.
- Ensure that regional interests are represented throughout the process.

Membership

West Regional Strategy Committee

Name	Agency / Organization
Aden Seidlitz	BLM
Ann Walker	WGA
Bob Harrington	Montana State Forester - NASF
Corbin Newman (Co-Chair)	USFS Southwest Region
Joe Stutler (Co-Chair; WWG Liaison)	Deschutes County, Oregon - IAFC
John Philbin	BIA
Karen Taylor-Goodrich	NPS
Pam Ensley	FWS

Name	Agency / Organization
Robert Cope	Lemhi County, Idaho - NACo
Sam Foster	USFS Rocky Mountain Research Station
Tony Harwood	Confederated Salish and Kootenai Tribes
Warren Day	USGS

West Region Support Staff

Name	Agency / Organization
Alan Quan (Coordination Lead/CSSC Liaison)	USFS
Dana Coelho (Writer/Editor)	Western Forestry Leadership Coalition / USFS
Douglas MacDonald (WFEC Liaison)	IAFC

Meetings and Reports

The RSC shall meet as necessary to conduct business. Due to travel restrictions, the RSC is encouraged to provide video conferencing capabilities for any face-to-face meeting. The RSC must record progress resulting from meetings of the subcommittee, working groups, or other subgroups. This documentation may include, but is not limited to minutes, transcripts, reports, correspondence, briefing materials, and other related records. The subcommittee shall provide a progress report at the WFEC meetings, identifying actions, milestones and deliverables that are to be accomplished; providing a report on progress; identifying issues or barriers that need to be resolved; and developing proposals for any recommended decisions to be considered by WFEC. Subcommittee recommendations and supporting documentation will be submitted to WFEC one week prior to the meeting to allow members time to review and prepare.

Approval: This document is in effective on the date of approval of Designated Federal Official (DFO) and shall remain in effect until revised or revoked by the DFO.

Roy A. Johnson
 Designated Federal Official
 Wildland Fire Executive Council



West Regional Strategy Subcommittee

(West RSC)

Purpose: The West RSC will provide leadership, oversight and guidance within the western region for completing the tasks assigned by the WFEC during the *National Cohesive Wildland Fire Management Strategy* implementation.

Functions: The RSC is tasked to complete a regional risk analysis and submit to WFEC two deliverables: regional risk analysis report and a Regional Action Plan in accordance with the templates develop by the Cohesive Strategy Subcommittee and approved by WFEC. The regional risk analysis report must be submitted to the WFEC by ~~the~~ September 30, 2012. The Regional Action Plan must be submitted to WFEC by December 31, 2012. The RSC is tasked to conduct appropriate communication and outreach activities, consistent with the *National Cohesive Wildland Fire Management Communications Framework*, to ensure stakeholder engagement throughout Phase III. The RSC may be assigned additional tasks associated with the development of the National Action Plan and/or national risk analysis report.

The RSC reports directly to the WFEC and will provide a recommendation for each assigned tasks and associated deliverables directly to the WFEC for their consideration. The National Science and Analysis Team (NSAT) will guide and support this RSC throughout the risk analysis process. The RSC may elect to establish a regional or sub-regional Working Group(s) to support the completion of these tasks and associated deliverables.

Comment [SRS1]: Perhaps something here that indicates in alignment with the approved regional program of work

Comment [SRS2]: ????

Guiding Principles:

- As a subcommittee to WFEC you are not subject to FACA.
- Meetings are not subject to the public notice and open meeting.
- Reports must have RSC consensus prior to submitting to WFEC.
- Reports submitted to the WFEC are public documents and are available to the public.
- Subcommittees report directly to the WFEC and their work is to develop recommendations for WFEC's consideration.
- All decisions and recommendations made by the subcommittee will include documentation of what was considered in making the decision or recommendation as well as the rationale.
- Conduct the RSC in a collaborative and cohesive manner, ensuring RSC consensus on interim decisions and deliverables.

Responsibilities:

- By December 31, 2012, develop a Regional Action Plan to identify actions to take in the next five years to make progress in achieving the three National Goals of the Cohesive

Strategy. Regional Action Plans record actions the RSC and its members' organizations are willing to commit to as a result of: the barriers and solutions identified in Phase II; the identification of immediate opportunities for success initiated in Phase II and continuing in Phase III; expanded regional dialog with additional stakeholders; and the information provided by the risk analysis to inform management choices and strategic investment options. Regional Action Plans also include the identification of ~~national and/or~~ regional performance measures. A template Regional Action Plan will be provided to illustrate the minimum content components of each Regional Action Plan.

- By September 30, 2012, complete regional risk analysis and associated report. The RSC members have the responsibility to be engaged in the risk analysis process to ensure that the risk analysis addresses each of the organizations' needs and that the content of the regional risk analysis report is acceptable to each organization as whole. An outline of the NSAT/RSC process and interaction to complete the risk analysis and report has been developed and will be shared with the RSC. Specific workshops and meetings have been scheduled. It is the RSC's responsibility to **establish the agenda, meeting objectives and topics, provide information ahead of time so the members can come prepared to represent their constituents**, determine who attends each critical interaction and to ensure appropriate participation. Progress updates will be regularly communicated to the **WFEC**.
- Determine the appropriate membership on the Working Group(s) to ensure necessary input from land managers, stakeholders, partners, and the public.
- Provide guidance to Working Group(s) on expectations for conducting outreach, interacting with the NSAT, ensuring stakeholder engagement, and/or any other tasks to complete the deliverables.
- Establish timeframes and ensure completion of the two deliverables.
- Communicate progress and/or issues to WFEC throughout the process.
- Ensure that regional interests are represented throughout the process.

Membership

West Regional Strategy Committee

Name	Agency / Organization
Aden Seidlitz	BLM
Ann Walker	WGA
Bob Harrington	Montana State Forester - NASF
Corbin Newman (Co-Chair)	USFS Southwest Region
Joe Stutler (Co-Chair; WWG Liaison)	Deschutes County, Oregon - IAFC
John Philbin	BIA
Karen Taylor-Goodrich	NPS
Pam Ensley	FWS

Name	Agency / Organization
Robert Cope	Lemhi County, Idaho - NACo
Sam Foster	USFS Rocky Mountain Research Station
Tony Harwood	Confederated Salish and Kootenai Tribes
Warren Day	USGS

West Region Support Staff

Name	Agency / Organization
Alan Quan (Coordination Lead/CSSC Liaison)	USFS
Dana Coelho (Writer/Editor)	Western Forestry Leadership Coalition / USFS
Douglas MacDonald (WFEC Liaison)	IAFC

Meetings and Reports

The RSC shall meet as necessary to conduct business. Due to travel restrictions, the RSC is encouraged to provide video conferencing capabilities for any face-to-face meeting. The RSC must record progress resulting from meetings of the subcommittee, working groups, or other subgroups. This documentation may include, but is not limited to minutes, transcripts, reports, correspondence, briefing materials, and other related records. The subcommittee shall provide a progress report at the WFEC meetings, identifying actions, milestones and deliverables that are to be accomplished; providing a report on progress; identifying issues or barriers that need to be resolved; and developing proposals for any recommended decisions to be considered by WFEC. Subcommittee recommendations and supporting documentation will be submitted to WFEC one week prior to the meeting to allow members time to review and prepare.

Approval: This document is in effective on the date of approval of Designated Federal Official (DFO) and shall remain in effect until revised or revoked by the DFO.

Roy A. Johnson
 Designated Federal Official
 Wildland Fire Executive Council

Regional Alternatives Development Workshop AGENDA

#	Topic
1	<p>Introduction</p> <p><u>Description:</u> Introductions by each participant.</p>
2	<p>Expectations for Workshop and General Overview of Process</p> <p><u>Description:</u> RSC Chair will open with meeting expectations. NSAT leaders and facilitators will further describe meeting objectives, and specific expectations from the NSAT perspective.</p> <p>Danny will provide a brief overview of the Phase 3 comparative risk assessment process, thus providing context for the current discussions.</p> <p>Participants will have the opportunity to provide any feedback on the participants' expectations for the workshop and the ongoing risk assessment process.</p>
3	<p>Narrowing the Analysis using the Objective Hierarchy and Crosswalk</p> <p><u>Description:</u> This is a strategic discussion among the participants to help focus the regional risk assessment. Previous regional discussions regarding the objectives hierarchy and the crosswalk provided abundant detail regarding possible actions and activities. This discussion will step back and look at the bigger picture in order to set priorities for the analysis.</p> <p><u>Outcome(s):</u></p> <ul style="list-style-type: none"> • Understanding and agreement to the assumptions and direction for the regional analysis. <p><u>Materials:</u></p> <ol style="list-style-type: none"> 1. Reference the Objectives Hierarchy 2. Reference the Crosswalk <p><u>Pre-work Questions:</u></p> <ol style="list-style-type: none"> 1. The Objectives Hierarchy and Crosswalk provide a lot of information. Of that, what are the primary issues that would benefit from rigorous analysis? 2. What specific questions would you like to explore through the analysis?

#	Topic
4	<p>Current and Desired Conditions</p> <p><u>Description:</u> To move forward with developing alternatives, we need to first discuss and describe a regional vision for the Cohesive Strategy. The Phase 2 report provides the basis for this discussion, but the vision needs to be further refined as a comparison between where we are (current conditions) and where we want to be in the future (desired conditions). The three national goals can provide a framework to discuss current and desired conditions for the region.</p> <p>The NSAT will facilitate this discussion using information gathered through various efforts. Maps and charts (as appropriate) will help display current conditions, which in turn provide the basis for a discussion of desirable future conditions. The group will discuss various means of describing a desirable future. For example, can the type, structure, composition, and location of various vegetation communities adequately describe components of a desired resilient landscape? What else might be needed in lieu of or in addition to such maps?</p> <p><u>Outcome(s):</u></p> <ul style="list-style-type: none"> • Agreement to desired conditions under each of the three national goals. • Agreement to current conditions under each of the three national goals. <p><u>Materials:</u></p> <ol style="list-style-type: none"> 1. Data and Maps to be displayed at the workshop by the NSAT. <p><u>Pre-work Questions:</u></p> <ol style="list-style-type: none"> 1. In looking at each national goal individually, what is the desired future condition? 2. What changes do you want to see in the region? 3. What do the objectives hierarchy, report, and regional dialogs tell us about our desired future landscape?
5	<p>Values</p> <p><u>Description:</u> Inherent in each of the previous discussions is the question of values within the region, both individually and collectively. This discussion allows us to think about what we care about, how that relates to what the current and desired conditions may be, and what may need to change based on our values. Understanding what we care about as values is an important step in defining what to explore in the analysis and ultimately what activities to include within alternatives.</p> <p><u>Pre-work Questions:</u></p> <ol style="list-style-type: none"> 1. What do the objectives hierarchy, report, and regional dialogs tell us about key values that are directly affected by wildland fire? 2. How do values affect the choices we can make to achieve desired conditions?

#	Topic
6	<p>Measurable Objectives</p> <p><u>Description:</u> Building on the previous topics, this discussion focuses on assessing the difference between current and desired conditions and how we measure progress towards our goals. Establishing measurable objectives is both a necessary component of the analysis as well as critical to making progress in achieving desired results. The national goals will again be the framework for a discussion of measurable objectives. For example, what makes a community fire-adapted? How do we determine the current condition of communities? How do we measure or determine when a fire-adapted community has been achieved?</p> <p>The NSAT will present and display ideas for what measurable objectives could be. The participants will need to discuss and consider if the proposed objectives are appropriate for the region. The NSAT will also explain how measurable objectives will be applied within the context of the risk analysis as a basis for comparing the outcomes and performance of alternatives.</p> <p><u>Outcome(s):</u></p> <ul style="list-style-type: none"> • Validate preliminary measurable objectives for conditions. <p><u>Pre-work Questions:</u></p> <ol style="list-style-type: none"> 1. How can we assess the difference between current and desired conditions in the regions (i.e. what measures would you use to define progress and success in moving toward desired conditions)? 2. What outcome-based metrics are appropriate in this region? 3. Are there regionally specific measures that must be considered?
7	<p>Major Processes, Linkages, and Interactions</p> <p><u>Description:</u> The NSAT will present an analytical framework of the major processes, linkages, and potential interactions based on the regional objectives hierarchy, crosswalk, and workshop discussion. Participants will discuss how processes interact and affect the desired conditions. Participants will discuss and determine if regionally specific processes should be incorporated.</p> <p>The NSAT will describe what data the NSAT has and how the data will be applied to the defined processes and linkages. The NSAT will also be able to describe models and tools related to the major processes and analysis.</p> <p><u>Outcome(s):</u></p> <ul style="list-style-type: none"> • Validate an analytical framework for the region. <p><u>Pre-work Questions:</u></p> <ol style="list-style-type: none"> 1. Do the combination of conceptual models (NSAT report) and the objective hierarchy suggest clear pathways for moving from actions to outcomes?

#	Topic
8	<p>Developing Preliminary Alternatives</p> <p><u>Description:</u> The Cohesive Strategy affords an opportunity to explore possibilities in an unconstrained environment. We will brainstorm about the full decision-space available to the region. This discussion will lead to management options that could be emphasized within various alternatives. We can also discuss and describe major assumptions associated with alternatives to be explored. Furthermore, we will consider the spatial specificity appropriate for various options.</p> <p><u>Outcome(s):</u></p> <ul style="list-style-type: none"> • Agreement to a set of preliminary alternatives to be explored. <p><u>Pre-work:</u></p> <ol style="list-style-type: none"> 1. What options could move us collectively toward desired conditions – what would that look like, what would that take?
9	<p>Exploratory Analysis</p> <p><u>Description:</u> Based on previous discussions, the NSAT will propose a series of exploratory analyses.</p>
10	<p>Next Steps and Timeline</p> <p><u>Description:</u> The participants will discuss next steps, timeline, and determine a course of action for moving forward.</p> <p><u>Outcome(s):</u></p> <ul style="list-style-type: none"> • Commitment from the region and NSAT on next steps, future interactions, and responsibilities.
11	<p>Wrap-Up</p> <p><u>Description:</u> Facilitator will wrap-up the meeting and addresses any 'bin' items. RSC Chair and NSAT Leads will provide closing remarks.</p>
	<p>ADJOURN</p>