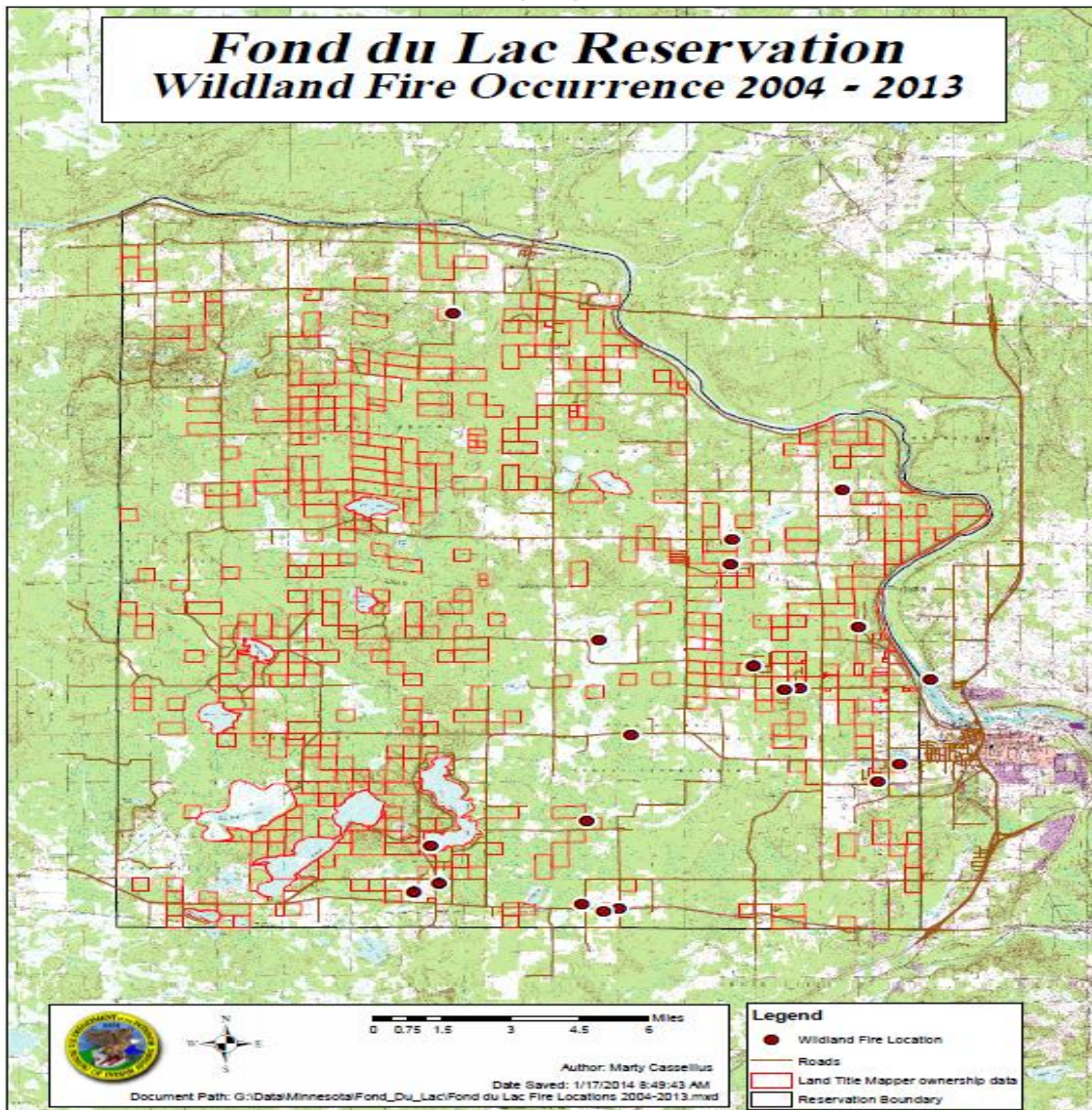


**Bureau of Indian Affairs**  
**Fond du Lac Reservation**  
**MN-FDA**  
**Wildland Fire Management Plan**  
**Within**  
**Midwest Region**  
**Division of Forestry and Fire Management**  
*Fond du Lac Reservation Forestry*  
*1720 Big Lake Road*  
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**Fond du Lac Reservation  
Wildland Fire Management Plan**

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## **1. Introduction**

### **1.1 Purpose for Developing a Wildland Fire Management Plan**

The Departmental Manual Indian Affairs Manual Part 90 and the Federal Fire Policy require a Wildland Fire Management Plan (WFMP) for all areas with burnable vegetation the WFMP defines and documents an organization's program to manage wildland fire. Each agency/tribe will have an approved WFMP in place.

As with most other land management agencies, wildland fires have grown in size, intensity and frequency over the last 20 to 30 years on the Fond du Lac Indian Reservation. Fire exclusion, which has led to uncharacteristically high fuel loadings, is one of the primary factors responsible for this change. This increased size, intensity and frequency has resulted in greater threats to human life and property. More people are building homes adjacent to Tribal lands and increasing development is occurring on Tribal lands with increased exposure for those homes and developments as well as an increased risk of human caused ignitions. This uncharacteristically high fire intensity causes undesirable effects to the composition and structure of forest and rangeland vegetation, as well as threats to cultural resources.

While the suppression of unwanted wildland fires will continue, additional options are available to address ways to help achieve the desired conditions detailed in the Resource Management Plan. The responsible and appropriate use of fire, including prescribed fire and managing fire for resource benefit, as well as non-fire fuel treatments across a landscape-scale, will be incorporated to help reduce hazardous fuels and sustain wildland ecosystems into the future.

The Bureau of Indian Affairs (BIA) programs often directly fund or undertake a variety of actions on Indian Trust Lands that require National Environmental Policy Act (NEPA) compliance. These actions are described in Fire Management Plans, Forest Management Plans, Integrated Resource Management Plans, Range Unit Management Plans and Agriculture Resources Management Plans. Sometimes these plans are prepared directly by the BIA and other times they are in partnership with tribes or written directly by tribes with funding provided through the BIA. The majority of activities on Indian Trust Lands occurs through Federal funding or requires approval through the BIA. The responsibility for complying with NEPA generally falls to the BIA. However, NEPA applies to every office and program within Indian Affairs (IA), and compliance lies within the office with the direct responsibility to fund, develop or approve a proposal or action.

The WFMP is a strategic document that contains operational direction designed to guide a full range of fire management activities on a unit or area supported by existing land management plans. The WFMP normally is a supplement of a Forest Resource Management Plan, remaining in force for a predetermined period (10 years for example) or until conditions change on the ground, in the Land/Resource Management Plan, or in strategic direction or policy. Changes in operations or procedures can be updated as often as necessary (annually for example) on the maps or in supplemental plans without requiring revision of the WFMP.

The WFMP is the first step in meeting fire management responsibilities, supplemented by the *"Bureau of Indian Affairs, Wildland Fire and Aviation Program Management and Operations Guide"* (the Blue Book). The Blue Book provides guidance pertaining to the following elements of the Federal Wildland Fire Policy: wildland firefighter safety; ecosystem sustainability;

response to wildland fire; use of wildland fire; stabilization and rehabilitation; protection priorities; Wildland Urban Interface (WUI); planning; science; preparedness; suppression; prevention; standardization; interagency cooperation and coordination; communication and education; agency administrator and employee roles; and evaluation.

**Authorities for the development of the WFMP** are listed in the Department of Interior (DOI) Departmental Manual Part 620: Wildland Fire Management (See Appendix C). The Blue Book documents and summarizes authorities, policies and responsibilities.

**Mission Statement of the Bureau of Indian Affairs:** “To enhance the quality of life, to promote economic opportunity, and to carry out the responsibilities to improve and protect the trust assets of American Indians, American Indian Tribes, and Alaska Natives. We will accomplish this through the delivery of quality services and maintaining government to government relationships within the spirit of self-determination”.

## **1.2 Developing the Wildland Fire Management Plan for Fond du Lac Reservation**

The purpose of the Fond du Lac Reservation WFMP is to identify strategies and integrate all wildland fire management guidance required to implement national fire policy and fire management direction. This WFMP and its associated annual operating plan incorporate strategies that allow fire to be restored as an integral part of ecosystems to meet resource management objectives while protecting values at risk: human life, property and resources. The poster-sized maps accompanying this WFMP enable management direction to be easily accessible by fire and resource personnel, especially during emergency situations.

The WFMP was developed with input from the Fond du Lac Forestry and Fire program, Fond du Lac Natural Resource program, Bureau of Indian Affairs Minnesota Agency Forester, Fire Management Officer, Fuels Specialist, and Minnesota DNR as well as other interested parties.

The WFMP identifies and references appropriate planning documents that support and detail specific elements of the program.

The WFMP is designed to identify and integrate all wildland fire management and related activities within existing and approved land management plans. Wildland Fire Management (WFM) goals and components should be coordinated across administrative boundaries on a landscape basis. Bureau/Tribal or Agency fire management decisions must be consistent or compatible across administrative lines.

All Federal WFM Agency Directors signed the updated Interagency Fire Management Plan template on April 9, 2009. It directs agencies to develop a collaborative approach to working cooperatively in developing an interagency WFMP. The 2009 WFMP template is the approved content.

The WFMP will evolve over time as new information becomes available, conditions change on the ground and/or changes are made to Land Resource Management Plans.

## **1.3 General Description of the Fond du Lac Indian Reservation**

The Fond du Lac Reservation encompasses approximately 101,400 acres. Tribal lands are approximately 14,800 acres, allotment lands around 15,900 acres, the University of Minnesota

Cloquet Forestry Center totals 3,300 acres, private ownership is near 37,000 acres, with the remaining approximately 15,000 acres being in State or County ownership.

The Tribal Forestry and Fire headquarters office is located in the town of Cloquet, MN. A map depicting reservation lands is included in Appendix D.

A general description of the existing conditions for the reservation is included in the following documents:

- Integrated Resource Management Plan, Fond du Lac Indian Reservation, 8-1-2008
- EA for the Integrated Resource Management Plan Management Plan
- Fond du Lac, Fire Management Plan

### Description of the Region

The United States Department of Interior, BIA, maintains trust responsibility for lands owned by federally recognized tribes. Indian Country is a legal term used to designate the reservations, informal reservations, dependent Indian communities, allotments and special lands held in trust for a tribe or tribal member.



The BIA Midwest Region

The Midwest Region encompasses a dynamic and diverse mix of tribes, tribal members and natural resources. Thirty Three Tribes are located in Iowa, Minnesota, Michigan and Wisconsin and encompass 1,590,470 acres of land.

Within that area the Midwest Regional Office (RO) is located in Bloomington, MN; three agencies are under the RO in various locations within Minnesota, Michigan and Wisconsin. They are the Minnesota Agency, Great Lakes Agency and Michigan Agency.

This WFMP was developed with input from and consultation with representatives from the BIA – Minnesota Agency, Midwest Region, National Interagency Fire Center - and Fond du Lac Tribal representatives.

## **2. Policy, Partnerships, and Management Goals/Objectives**

### **2.1 Fire Policy**

#### **2.1.1 National, Departmental, and Bureau Fire and NEPA Policy**

The “*Guidance for Implementation of Federal Wildland Fire Management Policy*” (February 2009), replaces the “*Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy*” (June 20, 2003). This updated guidance consolidates and clarifies changes that have occurred since the 2003 strategy document was issued and provides revised direction for consistent implementation of the “*Review and Update of the 1995 Federal Wildland Fire Management Policy*” (January 2001). Please see the following sections in Appendix C “*Guiding Principles, Implementation of Federal Fire Management Policy, and Departmental Policy (from Departmental Manual Part 620), and Bureau Policy (from Indian Affairs Manual (IAM), Part 90, Chapter 1), and NEPA Compliance/Requirements*”.

Compliance with NEPA has been satisfied through development of an Environmental Assessment (EA) and issuance of the line officer Finding of No Significant Impact (FONSI) for the Fond du Lac Indian Reservation -WFMP. This requirement ensures a prudent assessment and balance (alternatives) between a federal action and any potential effects of that action, leading to consensus between fire managers, agency and tribal resource specialists, tribal officials and community members. This WFMP is the preferred alternative for the EA, and has identified any constraints or limitations imposed on the wildland fire management program.

Additional plans may also be utilized in addition to this document describing specific implementation procedures and may also be appendices of this document including: Fuels Management Plan, Prevention Plan, Budget Plan, Fire Planning Analysis, Emergency Rental Agreement, All Risk Operations, etc.

### **2.2 Wildland Fire Interagency Partnerships/Agreements for Coordination and Cooperation**

Interagency cooperation is vital in attaining Wildland Fire Management objectives. The ability of a single agency to implement a WFM program is limited without coordination and assistance from other organizations. Interagency cooperation and coordination of shared resources and common activities is imperative at all organizational levels.



In 1997 the Fond du Lac Band assumed responsibility for the fire prevention, fuels, preparedness, and initial attack programs for the protection of all Trust lands within the Reservation. The Fond du Lac Band and Bureau of Indian Affairs – Minnesota Agency agree that it is their joint responsibility to adequately manage and protect forested lands and other natural resources on trust lands.

Fond du Lac Fire Management is a contributing member of Minnesota Incident Command System (MNICS) which is comprised of Federal and State agencies located in Minnesota. The Minnesota Department of Natural Resources (MNDNR) and the Fond du Lac Fire Management share initial attack responsibilities within the boundaries of the Fond du Lac Reservation and cooperate and share resources during fire suppression activities. The Fond du Lac Fire Management protects all trust land within the reservation boundary and the MN DNR protects all the state, county and private lands within the reservation boundary. The agency partners include: MNDNR office in Cloquet and Fond du Lac Reservation. Suppression activities and resources from the group of agencies are coordinated through the Cloquet Dispatch Center.

A cooperative agreement between the BIA, Fond du Lac Reservation and the MNDNR includes the Annual Operating Plan (AOP). These annual plan dictate that the Fond du Lac Fire Management program share initial attack responsibilities on private, state and federal lands covering approximately 101,400 acres. A summary of these agreements and specifics (i.e. local cooperators) are included in the AOP, and a copy is on file in the fire management office.

Land management strategies may vary between the adjoining land management agencies due to divergent missions, yet share commonalities given similar ecotypes. Typically agencies in the area manage for multiple uses. Generally land management in Indian Country is determined by tribal cultural, religious, and natural resource policy. These management considerations are communicated and shared between the agencies during pre-fire season meetings and documented through resource mobilization guides and resource guides.

### **2.3 Fond du Lac Fire Management Program Goals/Objectives**

The following goals/objectives for the Fond du Lac fire management program is compiled through discussions with Tribal and Bureau staff, various policy directives, and personal observations of program needs:

- Plan and implement fire management actions that provide for fire fighter and public safety from wildland fires
- Protect assets: structures, infrastructure, and identified values at risk from fire
- Implement fire management techniques to restore reservation lands to a condition that can support natural fire regimes, thereby helping to protect resources from catastrophic wildland fires
- Annually evaluate and ensure compliance with Federal Wildland Fire Policy, and National Wildland Coordinating Group (NWCG) standards
- Provide employment opportunities. Hire, develop, and train Bureau and Tribal staff to carry out the wildland fire and fuels treatment programs
- Develop strategic objectives by Fire Management Unit (FMU) and specify requirements, constraints, and guidelines for implementation.

- Utilize the Wildland Fire Decision Support System (WFDSS) to document strategic planning, risk assessment, and decision rationale for managing wildland fires on the reservation that escape initial attack or are managed long term.
- Document, record, and monitor required elements, such as current wildland fire reporting applications, of the wildland fire program while promoting safety, efficiency, and cost effectiveness. For more specifics refer to the Blue Book.
- Support tribal enterprises and tribal preferences during all wildland fire activities on trust land.

### **2.3.1 Fond du Lac Fire Management Standards and Guidelines**

In order to comply with direction provided by the National Fire Plan, BIA, Fond du Lac Indian Tribe, and the Integrated Resource Management Plan, the following guidance has been developed for wildland fire management:

- The Agency Superintendent (or delegated representative) is responsible for establishing priorities and coordinating all fire management activities on the Reservation. The management of the Agency's fire program has been delegated to the Fire Management Officer, or delegated Fire Duty Officer.
- Wildland fires can be managed for one or more objective(s) based on Land/Resource Management Plan direction.
- When two or more wildland fires burn together they will be handled as a single wildland fire and, as an event moves across the landscape and fuels and weather conditions change, may be managed for one or more objectives.
- Every wildland fire will have a risk and complexity assessment completed by the incident commander.
- Once a prescribed fire is no longer meeting those resource objectives stated specifically in the prescribed fire plan or project level NEPA, it receives the same reassessment and selection of response objectives as any other wildfire event given the location, current conditions (fuels, weather, etc.) and identified management considerations.
- The WFDSS will be utilized to document all decisions and rationale for managing fires escaping initial attack or otherwise being managed long term for multiple objectives. WFDSS also provides tools (such as ERC charts and fire behavior analysis) to assist in decision making during the life of the incident.
- When managing a wildland fire, we base specific actions on those suitable to meet strategic objectives within the identified requirements, constraints, and guidelines. Typically, actions include a spectrum of tactical options (from monitoring to intensive management actions.)

### **2.3.2 Programmatic Goals/Objectives for Fond du Lac Indian Reservation**

The Integrated Resource Management Plan (IRMP) emphasizes general and specific land management goals and objectives for land areas on the reservation. This information is utilized to develop how fire will be managed on the landscape to meet these tribal goals and objectives. Strategic fire management objectives were developed for these land areas, with specific requirements, constraints, and guidelines for fire management actions. These are described in detail in Chapter 3.

**WUI/Infrastructure** – No communities within the Fond du Lac Reservation are “Communities at Risk” (CAR) as identified by the Federal Register (Volume 66, FR 43435, Number 160 Friday, August 17, 2001). Other communities or areas on the reservations with significant WUI components include Cloquet, Sawyer and Brookston.

Minimize danger to people and damage to structures in the WUI. Emphasize full suppression of wildland fires in areas containing residences and other structures/infrastructure.

Continue educating the public regarding fire hazards and the need for fuels treatments in WUI, oil and gas infrastructure, and other areas for the protection of property and resources. Continue emphasis on reducing arson fires in the problem areas.

Provide adequate defensible space for fire crews employed in structure protection. Treat fuels near structures dependent on anticipated fire behavior based on fuels, topography, prevailing winds and other considerations.

Mechanical equipment will be excluded from the following areas; Known or suspected burial sites, ceremonial sites, cultural sites and traditional or newly designated “sugar bush” areas.

Known tribal or cultural sites require special attention when selecting suppression tactics to use, first priority is to use water or some other tactic that causes little if any soil disturbance, in sugar bush areas suppress fires at smallest acres with minimal or no damage to the vegetation.

Use natural barriers and existing human constructed areas (road) as firelines whenever possible.

Select suppression tactics that cause no or little damage to the land (water and burnout instead of mechanized).

Appropriate Tribal/Agency Staff will be consulted during the planning and implementation of all HFR projects.

Specific details on fuel descriptions and treatment needs and parameters can be found in the Fuels Management Plan

**See “Current Conditions” Map for Reservation Vegetation Types and Associated Acreage. This map also illustrates details of the past 10 year wildland fire response workload for Fond du Lac Indian Reservation.**

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

Fire Management Units (FMU) are areas defined by similar overall strategic fire management objectives with consideration for specific (or dominant) constraints, requirements, and guidelines for implementation. Unique characteristics (fuels, topography, fire occurrence, etc.) on the landscape are also considered and shown on attached maps.

The first section (Section 3.1) defines the criteria used to describe the FMU's, based on strategic fire management objectives. The second section (Section 3.2) Management Action Areas (MAA) describes those specific management constraints, requirements, and guidelines unique to individual WFMP unit's (FMU's). These allow further refinement of how an agency or tribe would want to manage fire on the landscape.

Attached maps represent a complete picture of the strategies and unique characteristics that will help guide daily operations in meeting overall fire management objectives.

#### **3.1 FMU Unit Definitions**

There are three types of standardized FMU's: Asset Protection Unit (APU), Resource Management Unit (RMU), and Wildland Management Unit (WMU).

##### **3.1.1 APU-Asset Protection Unit-Wildland Urban Interface (WUI)**

**Primary Objective:** Protection of life/property, infrastructure, and high value resources without compromising firefighter safety. Wildland fire may be undesirable. Emphasize fuel treatments to create fire-adapted communities.

**Primary Strategic/Operational Considerations:**

- Place highest priority on the allocation of available suppression forces to fires threatening sites in the APU over fires in RMU or WMU.
- Full perimeter control will receive highest priority for suppression resources. Confinement and fire use may be limited, maybe utilized in rare occasions, based on site-specific circumstances with documented direction from line officer. Examples include confining fire to a designated area to treat fuels once structures are secure or if fire is burning away from structures towards RMU.
- Place highest priority on fuels treatments over RMU or WMU to create defensible space and increase landscape resiliency.

##### **3.1.2 RMU-Resource Management Unit (typically mixed resource and WUI)**

**Primary Objective:** Protection of life/property, infrastructure, and high value resources without compromising firefighter safety. Promote the use of fire as a desirable component of the ecosystem. Coordinate fuels treatments with proposed strategies for unplanned ignitions to protect values at risk and promote landscape resiliency.

**Primary Strategic/Operational Considerations:**

- Prioritize response to wildland fire over WMU but secondary to APU.
- Emphasis will be perimeter control where needed, and confinement/point protection elsewhere (based on operational thresholds).

- Use of Wildland Fire to protect, maintain, and enhance natural and cultural resources is available within defined weather and fuel moisture conditions with documented decision analysis and support process.
- Prioritize fuels treatments within the RMU to increase opportunities to use confinement and point protection as strategies near values at risk and promote landscape resiliency. Areas with high hazard and or strategic location will be identified for fuels projects to reduce or moderate fire behavior, especially at preplanned strategically located management action points.
- Interagency Cooperator agreements must be in place to determine the management of wildfire threat occurring on or off trust lands.

### **3.1.3 WMU-Wildland Management Unit (typically remote areas)**

**Primary Objective:** With emphasis on firefighter and public safety, use wildland fire to protect, maintain, and enhance natural and cultural resources. Enable fire to function in its ecological role and maintain the natural fire regime. Weigh the costs and associated environmental impacts of suppression actions against the values to be protected while considering benefits/resource objectives and firefighter and public safety.

#### **Primary Strategic/Operational Considerations:**

- Utilize all strategies as needed (based on operational thresholds) with primary consideration for resource values and objectives.
- Use of Wildland Fire is routinely available with documented decision analysis and support process.
- Minimize adverse effects of fire suppression efforts
- Realize short and long term cost effectiveness and efficiencies.
- Prioritize fuels treatments within the WMU to increase opportunities to use point protection as a strategy near values at risk and promote landscape resiliency.
- Interagency Cooperator agreements must be in place to determine the management of wildfire threat occurring on or off trust lands.

Consider potential post fire effects to values.

**Fond du Lac Indian Reservation Fire Management area contains two of the FMU's: Asset Protection Unit (APU) and Resource Management Unit (RMU). Within these two defined areas, management strategies are further defined by Management Action Areas (MAAs) with specific constraints, requirements or guidelines as described below and shown on the attached "Planning Map".**

## **3.2 Management Action Areas: Specific Descriptions of Areas with Similar Management Constraints, Requirements and Guidelines**

### **3.2.0 FMU- All**

- Comply with local smoke management procedures.
- Protection of all cultural sites.
- Keep the tribal council and public informed during fire activity.

- Mechanical equipment will be excluded from the following areas; Known or suspected burial sites, ceremonial sites, cultural sites and traditional or newly designated “sugar bush” areas.
- Known tribal or cultural sites require special attention when selecting suppression tactics to use, first priority is to use water or some other tactic that causes little if any soil disturbance, in sugar bush areas suppress fires at smallest acres with minimal or no damage to the vegetation.

### 3.2.1 APU- Entire

- Protect areas of concentrated housing, high visitor use, and significant commercial or industrial development, especially the community of **<Town Name>**
- Restrict **retardant drops** on homes and dwellings unless absolutely necessary.
- Restrict **dozer use** near homes and infrastructure when needed.
- Strategically plan fuels treatments to increase the protection benefit near homes and infrastructure.
- Promote prevention planning and techniques to reduce the threat of human caused ignitions
- Maintain air quality in and around WUI areas, near high visitor use areas and along main traveled roads. Minimize impacts to any adjacent or potentially impacted designated Class I Airsheds. Follow agency/tribe smoke management process.
- 

### 3.2.2 RMU-Entire

- Use Minimum Impact Suppression Tactics (MIST) near **cultural sites**. Minimize disturbance to traditional use areas. Minimize impacts to archaeological sites from erosion and direct flame contact.
- **Dozers and retardant** restricted to areas outside of 300 feet from any stream or water body, known cultural sites and visitor use areas.
- Plan and implement Hazard Fuel Reduction (HFR) treatments based on the presence and management requirements of **Threatened and Endangered (T & E) Species**. Affected species are listed in the Fuels Management Plan appendix.
- Minimize negative impacts to native fish and other **aquatic species** with any upstream water depletions or sedimentation.
- In riparian areas invaded by exotic shrubs, minimize the loss of culturally significant shrub species used as material for shading houses and other structures.
- Coordinate with appropriate adjacent agencies and/or fire departments for any wildland fire or fuels management activities within ½ mile of exterior boundary of reservation.
- Utilize wildland fire when and where appropriate to meet fuel treatment and Fire Regime/Condition Class guidelines within prescribed fuel and weather conditions. Many timber stands are in Condition Class III (departed from historical conditions) and in need of mechanical treatment and/or prescribed fire to begin moving them back within the historic range of variability.

### 3.2.3 RMU - Wildlife Habitat & Enhancement of Tribal Goals MAA

This area is within the wildlife habitat area. On trust lands the Fond du Lac Natural Resource Department has placed an emphasis on habitat enhancement and restoration through planting, cultivating and prescribed fire treatments.

- Prioritize fuels treatments in this area over other areas in the RMU except the Traditional Use MAA.
- Use natural barriers and existing human constructed areas (road) as firelines whenever possible.
- Select suppression tactics that cause no or little damage to the land (water and burnout instead of mechanized).
- .

### 3.2.4 RMU –Forest Management MAA

This area encompasses the majority of the reservation with mixed forest of hardwood and pine. Much of the forested area as high value pine plantations scattered throughout the area.

- Requirement: Restrict dozer use in Sugar Bush Areas.
- Aggressive Initial Attack in pine plantations.
- Use natural barriers and existing human constructed areas (road) as firelines whenever possible
- Select suppression tactics that cause no or little damage to the land (water and burnout instead of mechanized)
- During extreme – high fire behavior severity, initiate immediate suppression action to contain fire spread to smallest acreage possible
- During low to moderate fire behavior severity modify suppression actions and tactics on those portions of the wildland fire where forest benefits are being accomplished (i.e. hazard abatement, wildlife habitat enhancement, etc) without jeopardizing personal safety or property damage.
- During suppression of wildland fires in high-quality hardwood stands, emphasize tactics that cause minimal damage to the bole wood

### 3.2.5 RMU- Cultural: Traditional Use Areas MAA

- These areas incorporate a number of visitor use areas consisting of archaeological sites, access roads and trails, and park developments.
- Prioritize suppression strategies and fuels treatments in this area over other areas on the reservation especially in the woodlands to provide adequate defensible space in the event of wildfire.
- Restrict **retardant use** on or near cultural sites and visitor use areas as advised by resource specialist.
- Minimize damage to livestock, fencing and related infrastructure, and the **range resource** as requested by resource advisor.

### 3.2.6 RMU- (Tribal Sacred Area) MAA

- Requirement: Notify Tribal liaison with any fire extending initial attack operations.
- Restrict any **aircraft operations and ground personnel** during ceremonies and dances unless approved by tribal representative.
- Restrict **dozer use**. Allow only when approved by Tribal Council and accompanied by a resource advisor.
- Plan fuel treatments to protect isolated ponderosa pine and mixed conifer stands in areas that are highly susceptible to loss from catastrophic fire. Numerous culturally significant sites, including plant collection areas, occur within these areas.

The attached "Planning/Operations" Map delineates Management Action Areas: Appendix D

## 4. Wildland Fire Operational Guidance

Required fire operations/suppression plans can be found in the "Wildland Fire and Aviation Program Management and Operation Guide" (Blue Book) and the BIA-NIFC website at <http://www.bia.gov/nifc/operations/bluebook/index.htm>.

### 4.1 Management of Unplanned Ignitions

All wildland fires on the Fond du Lac Indian Reservation will be subject to an initial attack response. This response will include size up of the current fire situation, determination of probable cause and estimate of the potential for fire spread. A fire management response will be initiated and numerous tactics and/or strategies may be employed including determination that the fire (or portions thereof) be managed for resource benefit. For human-caused wildland fires, initial action will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.

### 4.2 Preparedness

The Program Preparedness component of wildland fire management involves the process of planning and implementing activities prior to wildland fire ignitions. This process includes actions which are completed on a routine basis prior to each fire season as well as actions conducted in response to increasing fire danger. Preparedness funding level varies from year to year, and will be determined by a Fire Planning process.

**4.2.1 Annual Operating Plan:** The AOP format is found in the Blue Book and is a reference guide for each year's personnel contacts, equipment resources, and other actions needed when a fire ignition occurs. This plan also provides management direction given identified levels of burning indices, fire activity and resource commitment. It is comprised of preparedness levels, dispatch response levels, staffing levels, trigger points and mitigating actions. A copy of the current year's AOP will be maintained at Fond du Lac and Cloquet Interagency Fire Dispatch Centers.

**4.2.2 Fire Preparedness Activities:** Preseason actions are described such as annual fire refresher, physical fitness testing and training, fire cache considerations, preparedness reviews and fire qualifications and training needs.



**4.2.3 National Fire Danger Rating System (NFDRS) Plan:** Pocket cards developed from this or neighboring NFDRS plans are required. Remote Access Weather Stations (RAWS), both permanent and portables, must be annually maintained for NFDRS indices to be meaningful (see Blue Book for further information). The MNDNR maintains one RAWS stations affecting the Fond du Lac Initial Attack response zone, station number 210511 Saginaw. The indices from this station are used to determine staffing levels, seven-day coverage needs, severity actions, etc. See the Minnesota Agency Operations/Mobilization plan for staffing levels.

**4.2.4 Preparedness Levels:** National, Regional and zone preparedness levels are established by interagency coordinating groups based on current and forecast burning indices, fire activity, and resource availability. Resource availability is the area of most concern. Situations and activities described with the preparedness levels consider wildland and prescribed fire. Definitions and parameters of each associated preparedness level can be found in the National, Geographic area, and Zone Mobilization Guides.

The zone preparedness level is determined by the Zone Board of Directors, yet if fuel conditions are not uniform, each agency has the ability to maintain a preparedness level separate or different from surrounding agencies. The overall zone preparedness level will then become the average of all agencies within the zone.

**4.2.5 Staffing Levels:** Staffing levels for the Fond du Lac Reservation are based on NFDRS indices and are used to make daily internal fire operations decisions. Fuel Model E is deemed to be the most representative fuel model for the reservation and is modeled from 210511, Saginaw Remote Automated Weather Station (RAWS) data for staffing levels. Analysis of historic fire and weather data indicate that five staffing levels are appropriate.

**4.2.6 Fire Cache:** The local cache is and will continue to be stocked with all necessary items to supply preparedness, initial attack, and to some extent extended attack events. All items utilized on wildland fire suppression will be ordered and re-stocked in a timely manner using the appropriate Fire Code. All Preparedness related items are to be ordered and stocked pre-season using Preparedness funds, and periodically checked to ensure proper inventory levels. The FMO and/or Cache Manager are responsible for the cache being appropriately stocked and in a clean and orderly state at all times.

### **4.3 Incident Management**

**4.3.1 Policy:** Fires will be suppressed considering firefighter and public safety, benefits, and values to be protected, consistent with resource objectives, at minimum cost.

**4.3.2 Safety:** Safety is the number one priority for all personnel engaged in or supporting fire management activities nationwide and is the responsibility of the IC, Incident Management Team (IMT), and all fire line supervisors. Fire management work is one of the most hazardous jobs encountered. There is no fire situation so serious that the life of anyone should be risked in order to get to the fire sooner, get the fire out quicker, or to keep the burned areas smaller. There are numerous safety references available to aid in safety management. Other references available to aid in safety management including the following:

- BIA Blue Book
- Local Job Hazard Analyses for firefighting activities.

- Wildland Fire Incident Management Field Guide (replaces Fireline Handbook Appendix A), PMS 210
- Incident Response Pocket Guide (IRPG), PMS 461, NFES 1077

The NWCG Fireline Handbook, Appendix B Fire Behavior (NFES 2165) is a useful guide for making fire behavior interpretations. The purpose of this appendix is to provide some basic fire behavior information that will enable a person with a moderate level of fire behavior training (Introduction to Wildland Fire Behavior Calculations, S-390) to predict and calculate some basic elements of fire behavior and fire size.

**4.3.3 Response to Wildland Fire:** All fires will be managed in accordance with management objectives based on current conditions and fire location. A response can vary from an aggressive initial suppression action to managing fires for resource benefit (in identified FMUs only) to monitoring. Strategies will be tailored to address significant constraints including critical habitat for T&E species, cultural resource areas, areas of soil instability, and areas with other critical resource constraints. Different responses can occur at the same time on various portions of the same fire.

**4.3.4 Suppression Plan:** This plan is part of the AOP and addresses suppression actions that are consistent with firefighter and public safety and the values to be protected once an ignition occurs. The plan includes initial attack priorities and criteria, determining complexity level, establishing the incident commander and other operational guidelines. A full range of responses, from aggressive initial attack to a combination of strategies to achieve confinement, will be analyzed for each fire on a case by case basis within each FMU and MAA.

#### **4.4 Emergency Stabilization and Burned Area Rehabilitation**

##### **Policy and Guidance**

Specific policy and guidance for Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) are located in Blue Book. The Blue Book page updates are issued on an annual basis. Referencing this document is important as Policies and procedures may change from year to year.

ES and BAR treatments are an integral part of wildfire incidents, but are programmed, and funded separately from each other. Reference documents include:

- Interagency Burned Area Emergency Response (BAER) Guidebook (Feb. 2006).
- Interagency Burned Area Rehabilitation (BAR) Guidebook (Oct. 2006)
- Burned Area Emergency Response Team Standard Operations Guide (Jan. 2007).
- Department Manual Part 620, Chapter 1 & 3.
- Department Manual 516 Part 6, Appendix 4.
- Indian Affairs Manual Part 90.
- 25 CFR, Section 163.28.
- Interagency Incident Business Management Handbook.

##### **4.4.1 Fire Suppression Activity Damage**

This is defined as damage to resources, lands, and facilities resulting from wildfire suppression actions, in contrast to damages resulting directly from a wildfire. The Incident Commander is responsible for rehabilitation of suppression impacts according to local standards. It's generally incumbent upon the Resource Advisor to provide those standards and work with the incident to assure that rehabilitation is completed appropriately. In order to do this, it's imperative that the Resource Advisor work with the Field Observers and GIS unit to assure that all suppression impacts are mapped. Refer to Blue Book guidance for typical suppression rehabilitation tasks. Funding is by the suppression account and suppression rehabilitation must be completed within 90 days from date of containment.

#### **4.4.2 Emergency Stabilization (ES)**

The purpose of ES is to determine the need for and to prescribe and implement emergency treatments to minimize threats to life or property or to stabilize and prevent further unacceptable degradation to natural and cultural resources from the effects of a wildfire. Rely on natural recovery in situations where effective treatments are not feasible/practical or no post-fire emergency exists.

The agency evaluates all wildland fires for emergency stabilization needs to prevent post-fire threats to life, property and additional unacceptable resource damage. Reference the BIA Supplemental Policy - Indian Affairs Manual Part 90, Department of Interior Departmental Manual 620 DM3, Emergency Stabilization and Rehabilitation, the Interagency BAER Guidebook, and the Interagency Rehabilitation Guidebook.

All actions will be in accordance with approved land management plans and applicable policies, standards, and all relevant federal, state, and local laws and regulations. The assessment of stabilization needs and proposed treatments is documented in a burned area emergency response (ES) plan within seven days from date of containment.

All ES plans are approved by the appropriate line officer and funded at the national office. The Department of Interior may put a dollar cap on the ES available budget, potentially limiting funding for approved plans. National and Regional BAER Coordinators will review all plans for technical compliance with policy and procedures.

- The Agency Superintendent may approve plans up to \$250,000.
- The Regional Director may approve plans up to \$500,000.

Plans obligating more than \$500,000 will be approved by the BIA Director, Branch of Fire Management, National Interagency Fire Center (NIFC).

#### **4.3.3 Burned Area Rehabilitation (BAR)**

The purpose of BAR is: 1) to evaluate actual and potential long-term post-fire impacts to critical cultural and natural resources and identify those areas unlikely to recover naturally from severe wildfire damage; 2) to develop and implement cost-effective plans to emulate historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans, or if that is not feasible, then to begin rehabilitation toward a healthy, stable ecosystem in which native species are well represented; 3) to repair or replace minor facilities damaged by wildland fire.

The BAR plan will specify non-emergency treatments which meet approved land management plans to be carried out within three years of containment of a wildfire. The Agency/Tribes will develop and implement cost-effective BAR plans to emulate historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans or if that is infeasible, then to restore or establish a healthy, stable ecosystem in which native species are well represented.

BAR projects are competitively funded among all four DOI bureaus. Funding is limited so there is no guarantee that BAR treatments/activities will be funded. BAR funds can only be provided three years from containment of the wildfire. Plans that request multi-year funding are not guaranteed funding each year. Funds will be given out on a yearly breakout as specified in the BAR plan and approved by the national BAER coordinators.

#### **4.5 Air Quality**

In addition to the aesthetic impact, smoke emissions can impair visibility, which can become particularly hazardous to vehicle travel. In sufficient high concentrations, particulate matter from smoke can threaten human health involving the public as well as firefighter safety, especially for individuals with respiratory ailments. Excessive smoke production is most likely to occur when heavy concentrations of fuels burn. Persistent atmospheric inversions and low wind conditions can result in poor smoke dispersal.

While there is little that can be done to reduce smoke generated from wildfires, there are measures that can sometimes be taken to manage its effects. Traffic control measures should be considered whenever visibility is significantly impaired in travel corridors. Similarly, public health advisories may be issued when smoke concentrations pose a serious hazard to respiratory health. Firefighter health and safety smoke inhalation treatment stations may be available at established Incident Command Posts.

#### **4.6 Severity and Support Action**

Guidance for use of severity and support action funding is found in the Blue Book. Severity funding is generally requested for short or long term duration periods of abnormal fire danger and/or fire behavior or for elevated periods of fire occurrence.

Generally, support actions are used for funding overhead, equipment and fire crews dispatched to other jurisdictions.

#### **4.7 Responsibilities**

Responsibilities of key administrative and fire management positions are documented in the Blue Book.

The following BIA administrative and support organizations provide assistance to the Fond du Lac Reservation:

- **BIA Regional Director** - The Regional Director of the BIA Midwest Regional Office is responsible to the Secretary of Interior for fire management programs administered by the BIA.
- **Agency Superintendent** - The Minnesota Agency Superintendent is responsible to the BIA Midwest Regional Director for the safe, effective, and efficient implementation of all

fire management activities within reservation boundaries. This includes cooperative activities with other agencies or landowners in accordance with delegations of authorities. <Describe the line officer for compact tribes.>

- **Regional Office Fire Management Officer (RFMO)** - The BIA Midwest RFMO is responsible for negotiating interagency agreements and providing planning, coordination, training, technical guidance, and evaluations to fire management programs throughout the Regional Office's sphere of influence. The Regional Fire Management Officer also represents the Regional Director on interagency geographic coordination groups and multi-agency coordination (MAC) groups.
- **Fire and Aviation Management** - The BIA National Interagency Fire Center at Boise, Idaho coordinates the BIA Fire and Aviation Management's Wildland Fire Management Program on a national level. Its bureau-wide function is to assist regional offices, agencies, and tribes with the development and implementation of a safe, effective, and efficient fire management program that meets management objectives.

## **4.8 Management of Planned Fuels Treatments**

### **4.8.1 Policy and Guidance**

#### **Healthy Forest Initiative 2002, Cohesive Strategy, Interagency Prescribe Fire Guide and BIA Fuels Management Handbook**

Fire is recognized as having a critical role in the maintenance of healthy wildland ecosystems. Fond du Lac endorses an increase, relative to levels seen in recent decades, in the use of fire as a potential land and resource management tool. Due to present conditions, however, Fond du Lac also acknowledges that other means of fuels treatment (mechanical, biological, and chemical) may have to be incorporated prior to managing fuels with fire.

Mechanical thinning and prescribed fire will occur throughout the reservation and will be analyzed in future site-specific NEPA documents, these activities may result from brush disposal after timber harvest activities, stand density reductions, and/or natural hazards fuel reductions.

### **4.8.2 Fuels Management Plan**

The Fuels management section of the Fond du Lac Wildland Fire Management plan documents the processes, alternatives and rationale behind Fond du Lac fuels management strategies. It is intended to guide the planning and implementation of fuels reduction treatments on federal trust lands within the Fond du Lac Indian Reservation. It establishes general guidance and direction for the fuels programs.

#### **Prescribed Fire/Mechanical Projects**

Fond du Lac Reservation Fire & Aviation staff has taken a proactive approach to removing hazardous fuels from WUI and non-WUI areas. Treatments are identified in the National Fire Plan Operations & Reporting System (NFORS) and are in planning stages for implementation in FY2015. The use of mechanical methods and prescribed fire used by Fond du Lac

Reservation fire staff will be an integral part in accomplishing the following objectives: 1) Reduce wildfire risk to communities, municipal watersheds and natural resources/cultural values, 2) Maintain, protect and enhance natural/cultural resources with objectives/goals 3) Implement restoration of natural ecological processes and functions with the use of prescribed fire to achieve land management objectives.

### **Prescribed Fire (Planned Ignitions)**

Fond du Lac Reservation personnel will implement prescribed fires on the reservation annually, depending on treatment priorities and approved funding. The Fond du Lac Fire Program has prescribed fire projects scheduled for FY 2015-18; these would include all broadcast burns; all are WUI projects. Acres scheduled to be treated for FY 2015-18 are listed as treatments in the NFPORS spread sheets.

### **Mechanical Treatment Areas**

Mechanical projects have been scheduled for FY 2015-2018. The extent of the work conducted on various projects site throughout the Fond du Lac Reservation. The goal is to reduce and manage hazardous fuels by utilizing several techniques in order to reduce fire danger.

The techniques available for implementation of mechanical treatments under the fuels program include: thinning, pruning, chipping, biomass removal, disking, mastication, mowing, lop & scatter, hand piling, shearing & windrowing and other methods hazardous fuels reduction. All projects that use mechanical fuels reduction treatments have written plans to describe methods, schedules, goals and objectives for the reduction of hazardous fuels from tribal communities, such as strategic fuel breaks adjacent to a housing area. Fire management crews can work with homeowners, showing them hazardous fuels they may have near their homes. The major roofing on the reservations is generally Class B roofs, made of shingles, asphalt, composite or metal. Firewise Advisor courses are important to communities, so staff and citizens can understand how to complete a home assessment course.

### **Documentation, Monitoring, and Records**

All wildfire activities performed by Fire Management or Tribal fire personnel are documented, and recorded in the Incident Qualifications and Certification System (IQCS). NFPORS is used to document planning, funding, and accomplishments for hazard fuel reduction projects, stabilization and rehabilitation (BAER) projects, and community assistance projects.

Fond du Lac has on file Fire Management Plan, and Integrated Resource management Plan (IRMP), and Environmental Assessments (EA) for the Use of Prescribed Fire to reduce hazardous fuels and improve habitat on the Reservation. Prescribed Fire Burn and Mechanical Plans are on file in the Fire Management office for all the projects. Firemon or other monitoring

plots are established in fuels treatment project sites for annual monitoring reports, and updated projects and acres completed are recorded in the NFPORS.

Specific projects and planned fuels treatments will change from year to year based on available funds and other factors.

#### **4.8.3 Vegetation Management**

The use of wildland fire for resource benefit, prescribed fire and other fuels management alternatives will enable Fond du Lac to achieve hazard fuels reduction and resource management objectives. The development of prescribed fire and fuels treatment plans from site specific NEPA projects, preplanning for potential wildland fires for resource benefit and operational implementation of selected fuels treatments will be monitored and evaluated for their effects. Archiving fuels treatment data and responsible fiscal reporting are all necessary components in creating a landscape vegetation history. By analyzing and evaluating this history as it is created, resource managers can implement adaptive management techniques as they continue to reassess and redefine management objectives and quantifiably measure management successes for safer and healthier fire dependent ecosystems.

Changes outside the scope of the Forest Management Plan EIS/EA and accompanying Decision Notices/ Finding of No Significant Impact (DN/FONSI) may require amendment of these documents. The BIA (NEPA) Handbook provides guidance relating to EA amendments.

#### **4.9 Prevention and Education**

Human caused wildland fire is the highest ignition source of wildland fires in Indian country. When coupled with the extensive nature of wildfire regimes that have been altered from historic levels, person caused fire poses a greater threat to life, and property, and natural and cultural resources, than natural ignitions.

The Wildland Fire Prevention Handbook (NWPH) is designated as Indian Affairs Manual (IAM), part 90. Chapter 1.4 c, 6(H), provides detailed policy and guidance for all aspects of the wildland fire prevention program.

The attached "Planning/Operations" Map displays pre attack information: appendix D.

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

This chapter is designed to address two main factors which include monitoring of the Fond du Lac Indian Reservation WFMP (section 5.1) and the on the ground monitoring of other programs and projects including fuels, BAER, and fire suppression (all other sections).

#### **5.1 Fond du Lac Indian Reservation WFMP Monitoring**

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

As supplemental plans are updated annually, the following items will be reviewed:

- Monitoring of the WFMP for changes that may have resulted from large scale vegetation changes or site conditions.
- Unit level monitoring of other programs and projects, including any newly identified items of special interest that the tribes request (i.e. BAER, Fuels and fire suppression etc.).

Additional meetings such as those held prior to the fire season to review preparedness and readiness of the fire organization enable discussions of any potential changes in the plan brought about by new guidelines or direction. Examples include: addressing fire related items of special interest that the tribe may have, discussing priorities in the plan, and emphasize priority direction for the upcoming year. If any of these discussions occur, a new wildland Fire Management Plan, or amendment, would have to be developed.

Throughout the year, the BIA Fire Management Officer, Fond du Lac, and Agency Superintendent will meet to qualify or discuss update of work implementation and coordinate and consult on implementation of the WFMP or other issues that have arisen.

## **5.2 Reporting and Documentation Requirements**

Reporting requirements are outlined in the BIA Blue Book, and through various handbooks and memorandum issued by the BIA Regional Office and BIA-NIFC. Important reporting elements include but are not limited to the following.

- DI-1202, Individual Fire Reports: Important monitoring elements include fire size, location, Fire Danger Index level, fuel model. All suppressed fires will be entered in WFMI, the official BIA Wildland Fire Management Information system. Note: Fires over 10 acres should be mapped with a GPS and that data uploaded into WFDSS.
- ICS-209, Incident Status Summary: For escaped fires, important monitoring elements include fire size, fire location and perimeter data, and current/expected weather and fire behavior.
- Burned Area Emergency Stabilization and Rehabilitation Accomplishment Reports.
- NFPORS: Important monitoring elements include fire size, vegetation, location, and treatment type for fuels and BAER treatments.

Records Management and Archiving: The Office of the Special Trustee for American Indians (OST) and Indian Affairs shall ensure the records management program is in compliance with recordkeeping requirements established by the Federal Records Act, National Archives Records Administration (NARA) regulations, Department of the Interior (DOI) policies and procedures, and Office of Trust Records policies and procedures set forth in the Indian Affairs Records Management Manual (IARMM), refer to 303 DM 6, Indian Fiduciary Trust Records (September 5, 2003) records management protocol.



**APPENDIX A**  
**FOND DU LAC INDIAN RESERVATION**  
**WILDLAND FIRE MANAGEMENT PLAN**  
**ACRONYMS AND GLOSSARY**

<b>AD</b>	Administratively Determined: A person hired and compensated under the Pay Plan for Emergency Workers (Federal system)
<b>AAR</b>	After Action Review: A post incident review process
<b>AFMO</b>	Assistant Fire Management Officer
<b>AOP</b>	Annual Operating Plan
<b>BAER</b>	Burned area emergency response:
<b>BAR</b>	Burned area rehabilitation (Non-emergency)
<b>BIA</b>	Bureau of Indian Affairs
<b>BIA-NIFC</b>	BIA National Branch of Fire and Aviation, National Interagency Fire Center
<b>BI</b>	Burning Index
<b>BLM</b>	Bureau of Land Management
<b>Blue Book</b>	Wildland Fire and Aviation Program Management and Operations Guide (issued by BIA-NIFC and updated annually)
<b>CWPP</b>	Community Wildfire Protection Plan
<b>DM</b>	US Dept. of Interior Departmental Manual
<b>DOI</b>	Department of Interior
<b>DI 1202</b>	Department of Interior Individual Fire Report Form
<b>EFF</b>	Emergency Firefighter
<b>ES</b>	Emergency Stabilization
<b>EMT</b>	Emergency medical technician
<b>ERC</b>	Energy Release Component
<b>EVT</b>	Existing vegetation types

<b>FMO</b>	Fire Management Officer: Also called Wildland Fire Program Manager
<b>FMP</b>	Fire Management Plan: Another term commonly used is the Wildland Fire Management Plan (WFMP)
<b>FMU</b>	Fire Management Unit: A fire management unit (FMU) is defined by the National Wildfire Coordination Group (NWCG) as a land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups, etc. that set it apart from the characteristics of an adjacent FMU. The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives.
<b>FPA</b>	Fire Program Analysis: FPA is a performance-based, landscape scale interagency fire program planning and budgeting system
<b>FPU</b>	Fire Planning Unit: The FPU is defined in order to describe a geographic analysis area specifically for FPA. It is not predefined by agency administrative boundaries and may be described spatially. It can include a single or multiple Land Use Plan area(s). It can cross jurisdictional boundaries and consists of one or more FMUs.
<b>FWF</b>	Fire Weather Planning Forecast
<b>FWS</b>	Fish and Wildlife Service
<b>GACC</b>	Geographic Area Coordination Center: Interagency regional operational centers for fire resource coordination and mobilization
<b>GIS</b>	Geographic Information System: A computer based system of geographical data that contains numerous data layers (e.g., terrain, roads, vegetation, other improvements, fire history, fuel models, etc.). It is used for planning future projects and maintaining a record of existing conditions and historical activities.
<b>GPS</b>	Global Positioning System
<b>HFRA</b>	Hazardous Fuels Reduction Act
<b>FMU</b>	Fire Management Unit: Any land management area definable by objectives, topographic features, access, values-to be-protected, political boundaries, fuel types, or major fire regimes, etc., that set it apart from management characteristics of an adjacent unit. FMU's are delineated in WFMPs. These units may have dominant management objectives and preselected strategies assigned to accomplish these objectives.
<b>IRPG</b>	Incident Response Pocket Guide, PMS 461, NFES 1077

<b>IA</b>	Initial Attack: An aggressive suppression action consistent with firefighter and public safety and values to be protected
<b>IAM</b>	Indian Affairs Manual
<b>IAP</b>	Incident Action Plan: Contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written. When written, the plan may have a number of attachments, including incident objectives, organization assignment list, division assignment, incident radio communication plan, medical plan, traffic plan, safety plan, and incident map. Formerly called shift plan.
<b>IC</b>	Incident Commander
<b>ICS</b>	Incident Command System
<b>IMET</b>	Incident Meteorologist
<b>IQCS</b>	Incident Qualification and Certification System
<b>LANDFIRE</b>	LANDFIRE: Also known as the Landscape Fire and Resource Management Planning Tools Project, is a multi-partner project producing consistent and comprehensive maps and data describing vegetation, wildland fuel, and fire regimes across the United States. It is a shared project between the wildland fire management programs of the U.S. Department of Agriculture Forest Service and U.S. Department of the Interior.
<b>MAC</b>	Multi Agency Coordinating Group: A generalized term which describes the functions and activities of representatives of involved agencies and/or jurisdictions who come together to make decisions regarding the prioritizing of incidents, and the sharing and use of critical resources. The MAC organization is not a part of the on-scene ICS and is not involved in developing incident strategy or tactics.
<b>MIST</b>	Minimum Impact Suppression Tactics. The application of strategy and tactics that effectively meet suppression and resource objectives with the least environmental, cultural and social impacts
<b>NEPA</b>	National Environmental Policy Act
<b>NFDRS</b>	National Fire Danger Rating System: A system that uses inputs of temperature, relative humidity, wind speed, fuel moisture, and fuels parameters to compute components and indices related to the ignition, spread, and difficulty of control of wildland fire.
<b>NFFL</b>	National Forest Fire Laboratory

<b>NFPORS</b>	National Fire Plan Operations Reporting System: A computer-based online information portal used to request project funding and track project progress
<b>NIFC</b>	National Interagency Fire Center: An interagency facility located in Boise, Idaho that manages fire activities at the national level, for all five federal wildland fire agencies
<b>NIMS</b>	National Incident Management System
<b>NPS</b>	National Park Service. An agency under USDI
<b>NRCS</b>	US Department of Agriculture, Natural Resources Conservation Service
<b>NWCG</b>	National Wildfire Coordinating Group. A group formed under the direction of the Secretaries of the Interior and Agriculture to improve the coordination and effectiveness of wildland fire activities and provide a forum to discuss, recommend appropriate action, or resolve issues and problems of substantive nature.
<b>NWS</b>	National Weather Service
<b>NWCG</b>	National Wildfire Coordinating Group: An interagency, inter-governmental body that establishes operational fire management standards and procedures such as qualification and certification protocols, allocation or resources protocols, equipment standards, and training programs.
<b>PPE</b>	Personal Protective Equipment: Equipment that is required to safely perform assigned tasks. In wildland firefighting, this requirement includes 8 inch high leather boots, Nomex pants and shirt, leather gloves, hard hat, and a fire shelter. Specific jobs may require additional safety equipment.
<b>PS</b>	Predictive Services: This function is managed out of the Southwest Coordination Center in Albuquerque, NM. for the SW Geographic Area.
<b>PSA</b>	Predictive Services Area
<b>RAWS</b>	Remote Automatic Weather Station: Automated weather stations that are located throughout the United States. These stations gather weather data that assists land management agencies with a variety of projects – wildland fire management, monitoring air quality, rating fire danger, determining prescribed fire windows, and providing information for research applications.
<b>RFMO</b>	BIA Regional Fire Management Officer
<b>RFW</b>	Fire Weather Watches and Red Flag Warnings

<b>RH</b>	Relative Humidity
<b>ROMAN</b>	Real Time Observation Monitor and Analysis Network
<b>RXFire</b>	Prescribed Fire: Any planned ignition intended to meet specific objectives
<b>SEAT</b>	Single Engine Air Tanker
<b>SWCC</b>	Southwest Coordination Center
<b>SWFF</b>	Southwest Indian Fire Fighter Program
<b>USDI</b>	United States Department of Interior
<b>USFS</b>	US Forest Service
<b>VTP</b>	Values to be Protected: These include property, structures, physical improvements, natural and cultural resources, community infrastructure, economic, environmental, and social values
<b>Wildland Fire</b>	A general term describing any non-structure fire that occurs in the wildland. Wildland fires are categorized into two distinct types: Wildfires - unplanned ignitions or prescribed fires that are declared wildfires, and Prescribed Fires - planned ignitions.
<b>WFDSS</b>	Wildland Fire Decision Support System: A process which examines the full range of responses to a wildland fire and becomes the documentation support system for the management strategies taken
<b>WFMI</b>	Wildland Fire Management Information System
<b>WFMP</b>	Wildland Fire Management Plan: A strategic plan that defines a program to manage wildland and prescribed fires and documents the Fire Management Program in the approved Forest Management Plan. The plan is supplemented by operational plans such as preparedness plans, preplanned dispatch plans, prescribed fire plans, prevention plans, etc.
<b>WIMS</b>	Weather Information Management System
<b>WSFO</b>	Weather Service Forecast Office
<b>WUI</b>	Wildland/Urban Interface: The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels or where humans and their development meet or intermix with wildland fuel.

## **APPENDIX B**

### **REFERENCES CITED**

#### **Federal Fire Policy**

- NWCG Terminology Update, attachment A, #24-2010 (April 30, 2010)
- Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)
- Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)
- Modification of Federal Wildland Fire Policy Guidance (memorandum dated May 2, 2008)
- Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy (June 20, 2003)
- Federal Register Volume 66, U.S.D.A. & U.S.D.O.I. 2001. Urban Wildland Interface Communities Within the Vicinity of Federal Lands That Are at Risk From Wildfires
- Healthy Forests Restoration Act of 2003 (HFRA)

#### **Department of Interior Policy**

- Department of Interior Departmental Manual Part 620, Chapter 1: Wildland Fire Management (April 9, 1998)
- The Department of the Interior (DOI) Departmental Manual 620 DM, Chapter 3, Burned Area Emergency Stabilization and Rehabilitation

#### **Bureau of Indian Affairs Policy and Handbooks**

- BIA Fuels Management Program, 2008 Business Rules Handbook (July 2008)
- BIA, Fuels Management Program – Supplement to the Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (December 2008)
- Indian Affairs Manual (IAM), Part 90 IAM, Wildland Fire Management , Jan. 2006.
- Indian Affairs Manual (IAM), Part 57 IAM, Aviation Management , Oct. 1999
- U.S. CFR.1 April 1999, Title 25, Indians. Chapter I, BIA, DOI. Part 163 – General Forestry Regulations. Sections 163.28 (a), (b), (c), (d)
- U.S. Code of Federal Regulations (CFR). 1 April 1999. Title 25, Indians. Chapter I, BIA (BIA), Department of Interior (DOI)
- BIA, Wildland Fire & Aviation Operations Guide, “Blue Book”, 2010 (issued annually)
- Tribal Wildfire Resource Guide, University of Oregon, 2006

#### **Interagency Fire Management Handbooks and Guides**

- Wildland Fire Incident Management Field Guide (replaces Fireline handbook Appendix A), PMS 210
- Incident Response Pocket Guide (IRPG) (PMS 461, NFES 1077)
- Interagency Prescribed Fire, Planning and Implementation Procedures Guide (July 2008)
- Interagency Burned Area Emergency Response Guidebook, Version 4.0, February 2006
- Interagency Burned Area Rehabilitation Guidebook, Version 1.3, October 2006
- Interagency Fire Regime Condition Class Guidebook, Version 1.2, May 2005
- Interagency Standards for fire and Fire Aviation Operations, ( issued annually)
- National Interagency Mobilization Guide (issued annually)
- Rocky Mountain area Mobilization Guide (issued annually)
- Fire Program Analysis (FPA) Guidance
- Wildland Fire Qualification System Guide, PMS 310-1, NFES 1414
- FFI (Feat/Firemon Integrated) Users Guide, Ecological Monitoring, March 2011

## Appendix C Fire Policy

### 2.1 Fire Policy

#### 2.1.1 National Fire Policy

The “*Guidance for Implementation of Federal Wildland Fire Management Policy*” (February 2009), replaces the “*Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy*” (June 20, 2003). This updated guidance consolidates and clarifies changes that have occurred since the 2003 strategy document was issued, and provides revised direction for consistent implementation of the “*Review and Update of the 1995 Federal Wildland Fire Management Policy*” (January 2001).

##### Guiding Principles

- Firefighter and public safety is the first priority in every fire management activity.
- The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.
- Fire Management Plans, programs, and activities support land and resource management plans and their implementation.
- Sound risk management is a foundation for all fire management activities. Risks and uncertainties relating to fire management activities must be understood, analyzed, communicated, and managed as they relate to the cost of either doing or not doing an activity. Net gains to the public benefit will be an important component of decisions.
- Fire management programs and activities are economically viable, based upon values to be protected, costs, and land and resource management objectives. Federal agency administrators are adjusting and reorganizing programs to reduce costs and increase efficiencies. As part of this process, investments in fire management activities must be evaluated against other agency programs in order to effectively accomplish the overall mission, set short- and long-term priorities, and clarify management accountability.
- Fire Management Plans and activities are based upon the best available science. Knowledge and experience are developed among all federal wildland fire management agencies. An active fire research program combined with interagency collaboration provides the means to make these tools available to all fire managers.
- Fire Management Plans and activities incorporate public health and environmental quality considerations.
- Federal, Tribal, State, local, interagency, and international coordination and cooperation are essential. Increasing costs and smaller work forces require that public agencies pool their human resources to successfully deal with the ever-increasing and more complex fire management tasks. Full collaboration among federal wildland fire management agencies and between the federal wildland fire management agencies and international, Tribal, State,



and local governments and private entities result in a mobile fire management work force available for the full range of public needs.

- Standardization of policies and procedures among federal wildland fire management agencies is an ongoing objective. Consistency of plans and operations provides the fundamental platform upon which federal wildland fire management agencies can cooperate, integrate fire activities across agency boundaries, and provide leadership for cooperation with Tribal, State, and local fire management organizations.

## **2.1.2 Implementation of Federal Fire Management Policy**

This WFMP guides implementation of fire management policies to help achieve fire management goals defined in:

1. Federal Wildland Fire Management Policy and Program Review;
2. Managing Impacts of Wildfires on Communities and the Environment, and Protecting People and Sustaining Resources in Fire Adapted Ecosystems – A Cohesive Strategy (USDOJ/USDA); and
3. A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10 Year Comprehensive Strategy Implementation Plan.

**The following guidelines should be used to provide consistent implementation of federal wildland fire policy.**

1. Wildland fire management agencies will use common standards for all aspects of their fire management programs to facilitate effective collaboration among cooperating agencies.
2. Agencies and bureaus will review, update, and develop agreements that clarify the jurisdictional inter-relationships and define the roles and responsibilities among local, tribal, state and federal fire protection entities.
3. Responses to wildland fire will be coordinated across levels of government regardless of the jurisdiction at the ignition source.
4. Fire management planning will be intergovernmental in scope and developed on a landscape scale.
5. Wildland fire is a general term describing any non-structure fire that occurs in the wildland. Wildland fires are categorized into two distinct types:
  - a. Wildfires – Unplanned ignitions or prescribed fires that are declared wildfires
  - b. Prescribed Fires - Planned ignitions.
6. A wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape. Objectives are affected by changes in fuels, weather, topography; varying social understanding and tolerance; and involvement of other governmental jurisdictions having different missions and objectives.
7. Management response to a wildland fire on federal land is based on objectives established in the applicable Land/ Resource Management Plan and/or the Fire Management Plan.
8. Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.
9. Managers will use a decision support process to guide and document wildfire management decisions. The process will provide situational assessment, analyze hazards and risk, define implementation actions, and document decisions and rationale for those decisions.

### **2.1.3 Department of Interior (DOI) Departmental Policy**

Department of Interior Policy is listed in the Departmental Manual Part 620: Wildland Fire Management. The Departmental policy states:

1. **Safety:** Firefighter and public safety is the first priority. All Fire Management Plans and activities must reflect this commitment.
2. **Fire Management and Ecosystem Sustainability:** The full range of fire management activities will be used to achieve ecosystem sustainability including its interrelated ecological, economic, and social components.
3. **Response to Wildland Fire:** Fire, as a critical natural process, will be integrated into land and resource management plans and activities on a landscape scale, across bureau boundaries. Response to wildland fires is based on ecological, social and legal consequences of the fire. The circumstances under which a fire occurs, and the likely consequences on firefighter and public safety and welfare, natural and cultural resources, and, values to be protected, dictate the appropriate response to the fire.
4. **Use of Wildland Fire:** Wildland fire will be used to protect, maintain, and enhance natural and cultural resources and, as nearly as possible, be allowed to function in its natural ecological role. Use of fire will be based on approved Fire Management Plans and will follow specific prescriptions contained in operational plans.
5. **Rehabilitation and Restoration:** Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure.
6. **Protection Priorities:** The protection of human life is the single, overriding suppression priority. Setting priorities among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources will be done based on the values to be protected, human health and safety, and the costs of protection. Once people have been committed to an incident, these human resources become the highest value to be protected.
7. **Wildland Urban Interface:** The operational role of the agencies as partners in the wildland/urban interface are wildland firefighting, hazard fuels reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of Tribal, State and local governments. Federal agencies may assist with exterior structural protection activities under formal Fire Protection Agreements that specify the mutual responsibilities of the partners, including funding. (Some Federal agencies have full structural protection authority for their facilities on lands they administer and may also enter into formal agreements to assist Tribes, State and local governments with full structural protection.)
8. **Planning:** Every area with burnable vegetation must have an approved Fire Management Plan. Fire Management Plans are strategic plans that define a program to manage wildland and prescribed fires based on the area's approved land management plan. Fire management plans must provide for firefighter and public safety, include fire management strategies, tactics, and alternatives; address values to be protected and public health issues; and be consistent with

resource management objectives, activities of the area, and environmental laws and regulations.

9. Science: Fire management plans and programs will be based on a foundation of sound science. Research will support ongoing efforts to increase our scientific knowledge of biological, physical, and sociological factors. Information needed to support fire management will be developed through an integrated interagency fire science program. Scientific results must be made available to managers in a timely manner and must be used in the development of land management plans, fire management plans and implementation plans.
10. Preparedness: Agencies will ensure their capability to provide safe, cost-effective fire management programs in support of land and resource management plans through appropriate planning, staffing, training, equipment and management oversight.
11. Suppression: Fires are suppressed at minimum cost, considering firefighter and public safety, benefits and values to be protected, and be consistent with resource objectives.
12. Prevention: Agencies will work together and with their partners and other affected groups and individuals to prevent unauthorized ignition of wildland fires.
13. Standardization: Agencies will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be-protected methodologies, and public education programs for all fire management activities.
14. Interagency Cooperation: Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, and research and education will be conducted on an interagency basis with involvement of all partners.
15. Communication and Education: Agencies will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved through the timely and effective exchange of information among all affected agencies and organizations.
16. Agency Administrator and Employee Roles: Agency administrators will ensure that their employees are trained, certified and made available to participate in the wildland fire program locally, regionally, and nationally as the situation demands. Employees with operational, administrative, or other skills will support the wildland fire program as necessary. Agency administrators are responsible and will be held accountable for making employees available.
17. Evaluation: Agencies will develop and implement a systematic method of evaluation to determine effectiveness of projects through implementation of the 2001 Federal Wildland Fire Management Policy. The evaluation will assure accountability, facilitate resolution of areas of conflict, and identify resource shortages and agency priorities.

#### **2.1.4 Bureau of Indian Affairs Fire Management Policy**

Policy and responsibility for the BIA Wildland Fire Management program is documented in the *Indian Affairs Manual (IAM) Part 90, Chapter 1*. This part identifies the authorities, standards, and procedures that have general and continuing applicability to wildland fire activities under the jurisdiction of the Assistant Secretary – Indian Affairs.

The BIA mission, involving wildland fire management, policies and responsibilities are listed in Part 90; chapter 1 of the Indian Affairs Manual (IAM) is as follows:

1. Avoid exposure of firefighters to life threatening situations unless human lives are at risk.
2. Protect resource values from wildland fire while obtaining benefits to the resources from wildland fire use and prescribed fire at the least cost.
3. Coordinate and cooperate with tribes and other protection agencies in order to achieve efficiency and effectiveness.
4. Maintain an appropriate state of interagency preparedness with adequate resources and trained, qualified personnel.
5. Integrate wildland fire management decisions and natural resource management decisions based on the premise that wildland fire is a critical ecological process.

### **NEPA Compliance**

- NEPA Requirement: The primary requirement of §102 (2) of NEPA is that an Environmental Impact Statement (EIS) be prepared for major federal actions (see §1508.18) significantly affecting the quality of the human environment.
- Environmental Assessment (EA): A less detailed document that may be used to determine whether or not an EIS is required. If based on an EA, it is determined that a proposed action will not significantly affect the quality of the human environment, the decision maker may fulfill the documentation required by the Council on Environmental Quality (CEQ) regulations by issuing a Finding of No Significant Impact (FONSI). In addition, certain kinds of actions, called Categorical Exclusions (CE), may be taken without the preparation of either an EA or EIS.
- Authority for BIA Decision Making: Decisions that BIA officials make are based upon delegations of authority which are documented in 30 IAM. Authority is generally delegated to the lowest level, typically the Agency Superintendent. Regional Directors may issue more detailed guidance regarding NEPA compliance for BIA actions within their service areas.
- Tribal Governments and NEPA: Tribal governments have substantial authority, through their retained tribal sovereignty, for additional environmental protection within their reservations. This tribal governmental authority is distinct from the responsibilities and authority of the BIA under NEPA and other Federal environmental laws, and from the federal trust responsibility. An activity affecting the environment of Indian reservations requires the approval of both the BIA and the tribal government. Because of this dual authority, the BIA NEPA process must be continually coordinated with tribal decision-makers.