Western State Processes for Implementing the National Fire Plan and the 10-Year Comprehensive Strategy

A Review and Compilation of State Surveys by the Western Governors' Association and the Western Forestry Leadership Coalition January 2002

Background

In November of 2001, the Western Governors' Association (WGA) and the Western Forestry Leadership Coalition (WFLC) developed a short survey to be sent to western state foresters that contained the following questions:

- a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.
- b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?
- c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?
- d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

We were inspired to seek this information after a query to WGA from Diane Vosick and Dr. Wally Covington at Northern Arizona University alerted us to the fact that this information did not exist in one place. We realized that this information could allow government officials attempting to implement the NFP and the 10-Year Strategy to learn from their colleagues in other states. We were also certain that this information would assist WGA and the government officials and stakeholders they are working with to develop an implementation plan for the 10-Year Strategy during the first half of 2002.

We have attempted to summarize and analyze to some extent the responses received. However, we have left each of the responses from the 15 states intact thereafter so that you can review the respondents' thoughts unfiltered.

Page numbers for state responses

State	<u>Pages</u>
Alaska	04-05
Arizona	06-08
California	09-11
Colorado	12-14

Idaho	15-21
Montana	22-23
Nebraska	24-25
Nevada	26-27
New Mexico	28-29
North Dakota	30-32
Oregon	33-34
South Dakota	35-36
Texas	37
Utah	38-40
Washington	41-42
Wyoming	43-47

Summary and Analysis of Responses

States are using a range of structures or processes to implement the National Fire Plan (NFP). Many of these are based on structures that have existed in the state for many years. Some of these structures have had their authorities expanded to account for the breadth and scope of programs under the NFP umbrella. In other states, new structures and processes have been established to implement the NFP in partnership with federal and local authorities. A few states have taken a very informal approach using only established relationships to implement the NFP.

When not using an existing process or structure or ad hoc committees, states have established new methods of operating based on formal agreements or charters and executive orders. Finally, we see that at least in the case of New Mexico/Arizona and Oregon/Washington there is a formal effort to work on a regional basis on NFP implementation.

Implementation barriers identified by states (not in any order) include:

Cumbersome and duplicative federal grant processes and inconsistent approach to transferring the funds by different federal agencies;

Time delays in putting money on the ground because of federal and state fiscal and contract approval systems;

Short federal time deadlines for state submissions;

Lack of local coordination;

Environmental compliance process delays, inconsistent federal interpretation and private landholder resistance;

Lack of state agency capacity to handle increased administrative and field workload:

Competition by private and public sector to use federal funds;

The ability of all parties to use the collaborative process to develop fire projects; Differing federal agency priorities for determining fuel projects;

Need to recognize that the decline in forest health is the fundamental cause of fire problems;

The capacity of communities to manage grants and provide training/administrative oversight; and,

The loss of state firefighters to the increased federal capacity for hiring firefighters.

Conclusion

Thanks to all of those that took the time to respond to our inquiry. We hope this information is useful to you and to others who are working on fire and restoration policy issues across the West and the nation.

Alaska

a) Please briefly describe the structure(s) or process (es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by federal agencies.

The Alaska Wildland Fire Coordinating Group (AWFCG) is a statewide interagency group with representation from federal, state, local and tribal government. The establishment of this interagency group and its sub committees for fire management, implementation of statewide fire plans and wildland fire suppression issues has laid a strong foundation for communication, interaction and cooperation among agencies. The forum it provides enables the member agencies to operate in an integrated fashion.

The State of Alaska, Division of Forestry has operating agreements with its sister agencies. These cooperative agreements are updated annually. The Division of Forestry works with federal agencies through the following cooperative programs; Volunteer Fire Assistance, State Fire Assistance and on committees and task groups such as; National Fire Plan Implementation, Fire Weather, Safety, Prevention & Education, Training & Qualifications, Operations, Fuels, Smoke & Air Quality, Information Management, and Fire Research & Application Development. The National Fire Plan Implementation Task Group assures a unified effort among agencies for the distribution of VFA and RFP funding, hazard mitigation projects, fuels treatment and fire prevention and education.

b) When was this structure or process initiated and if it was formally established, what mechanism was to do so? What parties are named as participants in any formally established structure?

The AWFCG was established in January 1994. Their charter was signed in April of 1994. This group meets monthly to discuss and take proactive measures on all wildland fire issues in Alaska.

Members of the AWFCG include: State of Alaska, Division of Forestry, Bureau of Land Management, Alaska Fire Service, State Of Alaska, Department of Environmental Conservation, Alaska Fire Chiefs Association, US Fish and Wildlife Service, Alaska Department of Fish and Game, National Park Service, U.S. Forest Service, Bureau of Indian Affairs and local Native organizations.

The National Fire Plan Implementation Task Group is sponsored by the AWFCG and was established in February of 2001. The group has an official charter. Its members include representatives from Bureau of Land Management, Alaska Fire Service, State of Alaska, Division of Forestry, U.S. Forest Service, National Park Service, U.S. Fish & Wildlife Service and Bureau of Indian Affairs.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

Opportunities:

Allows for greater coordination with our federal counterparts and gives us the opportunity to partner on some projects we would otherwise not be able to accomplish.

Barriers:

Timelines and funding processes for NFP funding between state and federal agencies. Insufficient staff for administration and implementation of the National Fire Plan.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow up questions?

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Arizona

a) Please briefly describe the structure(s) or process (es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan (NFP). This interaction should include any with state administered programs and with those administered by the federal agencies.

The state of Arizona has initiated several activities related to implementing the fire plan. They include: The development of a joint Arizona/New Mexico state fire plan (the Arizona plan will be enhanced by additional recommendations developed by the Governor's Forest Health/Fire Plan Advisory Committee); establishment of the Arizona State Land Department as the lead agency with responsibility for coordination; and, coordination with local, state and regional committees responsible for plan implementation.

The <u>Arizona State Land Department (ASLD)</u> is the lead state agency with responsibility to coordinate activities under the state and national fire plans. The ASLD interacts with and supports the following entities:

- Southwest Management Board- regional
- Arizona Interagency Coordination Group (AICG)-state
- Regional Executive Committee/Southwest Strategy-regional
- The Governor's Forest Health/Fire Plan Advisory Committee-in consultation with New Mexico

For the last ten years ASLD has participated on the <u>Southwest Fire Management Board</u> (includes AZ, New Mexico, West Texas) to coordinate regional fire management with groups like the incident management teams, the weather service and others. The primary change the Board must make to respond to the NFP is to enhance inclusion of local interests. For example, in the past the Bureau of Indian Affairs has participated but not the individual tribes. More local involvement will be solicited and encouraged in the future.

A second organization, the <u>Arizona Interagency Coordination Group (AICG)</u>, has functioned for the last ten years as well. Their role has been to discuss and resolve issues affecting Arizona's wildland fire management programs. For the past ten years their focus has been primarily on smoke management. However, to conform to new directives articulated in the NFP the AICG is rewriting its charter to include more specific actions related to local implementation. The AICG membership includes state, federal and tribal agency representatives with responsibility for implementation of the directives of the <u>Regional Executive Committee</u>. The AICG reports to the Southwest Fire Management Board, which is a focus group of the Regional Executive Committee.

The <u>Regional Executive Committee</u> consists of the top decision-makers from federal, state land management agencies and tribes. They set the direction for agency implementers and are a part of the <u>Southwest Strategy</u>.

Governor Jane Hull established the <u>Governor's Forest Health/Fire Plan Advisory</u> <u>Committee</u> in response to a recommendation in the draft joint Arizona/New Mexico Fire Plan prepared in February of 2001. The group first met in September 2001.

Executives from state agencies with a broad relationship to the National Fire Plan (such as economic development) are contemplating forming a new State Executive Committee that will work with the Governor's Task Force and other implementation committees. A decision will be made in early 2002.

Finally, the Arizona State Land Department (ASLD) is involved in forest thinning and consultation with numerous local communities. The state uses a variety of workforces including crews from the Department of Corrections and is on the ground assisting communities and private landowners.

b) When was this structure or process initiated and, if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

See descriptions above for the Southwest Management Committee and Arizona Interagency Coordination Group.

Governor's Advisory Committee

In January of 2001 Governor Jane Hull, in cooperation with Governor Gary Johnson of New Mexico, convened over 200 individuals to develop a draft AZ/NM Fire plan. The participants represented a broad spectrum of interests including: local, state and federal land management agencies, environmental groups, universities, businesses and other interested individuals. The final document included a recommendation to create an entity that can insure continuity in forest restoration program direction, help critique and improve accomplishments, and be a strong advocate for federal/tribal/state and local resource needs.

Governor Hull followed the recommendation by creating the Governor's Advisory Committee. It was established in September of 2001 to help advise the Governor on Fire Plan implementation.

Regional Executive Committee and Southwest Strategy

In 1998, Southwest Strategy (SWS) was established as direction from the Secretaries of the Interior and Agriculture and the Deputy Undersecretary of Defense (Environmental Security) to agencies to develop a strategy that would maintain and restore the region's cultural, economic, and environmental quality of life. In 1999, the governors of New Mexico and Arizona and the tribes joined the Southwest Strategy. The policy body of the Southwest Strategy is called the

<u>Regional Executive Committee</u>. It is composed of regional executives from federal agencies, representatives from New Mexico and Arizona state governments and regional tribes.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

Implementation of the National and State Fire Plan calls for cooperation between agencies, stakeholders and local communities. This requires a more open "culture" to effectively collaborate and change a common attitude that "we should just do more of the same thing given increased funding". Implementation of the National Fire Plan is helping to breakdown agency barriers and shift attitudes. However, this cultural change will take time.

Increased funding for fire risk reduction activities is benefiting communities and forests. In particular, more cost-share funding is needed to encourage landowners to take responsibility for reducing fire risk on their own property. Increased funding in the Stewardship Incentive Program (SIP) in the farm bill will help this problem.

For comprehensive forest ecosystem health restoration, restoration fuel reduction treatments should be coordinated with other restoration treatments (e.g., closing unwanted roads, exotic plant control, native plant establishment).

Many federal programs require a state cost share ratio of 50:50. Unfortunately, this means resource poor states and local interests may be precluded from participating in programs. More flexibility is needed to reduce the state to federal ratio where there is serious need but few resources.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow up questions?

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This response was prepared by Diane Vosick (Ecological Restoration Institute/Northern Arizona University 928-523-7854, <u>Diane.Vosick@nau.edu</u>) and Kirk Rowdabaugh, AZ State Lands Department (contact information above).

California

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

On a statewide and regional basis, the California Department of Forestry and Fire Protection (CDF) participates in a range of programs, alliances and cooperative operating agreements that are involved in various ways with implementation of the National Fire Plan. The California Fire Alliance is key in this effort. This organization is a statewide forum that brings all of the federal, state, and local agencies, along with the private sector, together to facilitate interaction on pre-fire management issues.

The California Fire Alliance is a cooperative body dedicated to the support of pre-fire principles and activities insuring that pre-fire management provides for public and community safety, minimizes costs and loses, and maintaining and improving the quality of the environment. The alliance is primarily an interagency forum for the coordinating member agencies' efforts in an integrated fashion. Inter-agency discussions about coordinated implementation of the National Fire Plan happen in this venue. For example, the Alliance's education committee has produced a "Resource Guide" providing the public with a description of all of the various funding opportunities available for hazard fuel reduction work.

The California Fire Alliance has embraced the California Fire Safe Council structure. The California Fire Safe Council program is a coalition of public and privet sector organizations that share a common, vested interest in reducing losses from wildfire. The Council's mission is, "To preserve California's natural and manmade resources by mobilizing all Californians to make their homes, neighborhoods and communities fire safe." Currently there are over 90 local Fire Safe Councils throughout California. The California Fire Safe Council is working with the Bureau of Land Management to provide funding from the National Fire Plan for community-based fire prevention activities. This year, \$3.8 million in grants for 101 projects around the state was distributed.

The California Department of Forestry and Fire Protection (CDF) works with federal agencies through the following cooperative funding programs; Volunteer Fire Assistance, State Fire Assistance (SFA), Wildland Urban Interface (WUI), Community Protection/Community Assistance to CDF and the Community Based Wildfire Prevention program.

Cooperative project planning and accomplishment is occurring at the sub-regional and community level. For example, the SWIFT Team includes Stanislaus NF, Sierra NF, CDF from Madera Mariposa and Tuolumne Calaveras Units, County Offices of

Emergency Services, the local Air Quality Management District, and several community fire safe councils. The Swift Team is developing a regional fuels management plan that improves community fire protection while re-introducing fire in the wildland landscape. The Team is integrating broad scale fuels treatments with fuel break systems and fire safe clearance in the communities. Similar teams are in place in Southern California, the Sequoia region of the Sierra Nevada Mountains, and in other locals. This local integrated planning is encouraged rather than mandated.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

The California Fire Alliance dates back to 1994. In 1994 the federal, state and local fire officials, along with other public agencies and members of the private sector came together and established the California Fire Alliance. This proactive group has continued to meet, discuss and take positive step to address the complex wildfire problem in California, with a focus on Pre-Fire Planning principles. In August 2001, the California Fire Alliance members reaffirmed their commitment by signing the California Fire Alliance Charter. The Fire Alliance Charter clearly defines the Mission, Goals and Strategies, Membership, Organization/Operations, Support, Authorities and each agencies commitment to the enhancement of interagency coordination.

The California Fire Alliance members are at the top level of their respective organizations. Membership includes: the Director of the California Department of Forestry and Fire Protection, the Regional Director of the National Park Service, the Director of the California Governor's Office of Emergency Services, the California State Director of the U.S. DOI Bureau of Land Management, the Regional Director, Pacific Region, of the Bureau of Indian Affairs, the Acting Manager of the California/Nevada Operations of the US Fish and Wildlife Service, the Regional Forester, Pacific Southwest Region, of the U.S.D.A. Forest Service, and the Chairman of the California Fire Safe Council.

Each member of the Fire Alliance also has staff assigned to the Fire Alliance Staff Working Group. This working group meets on a regular basis to move forward on implementation of action items set by Alliance.

The California Fire Safe Council also was in existence prior to the National Fire Plan. The statewide group was formed in 1993. The local groups vary as to how long they have been in existence – some are 10 years and older, others are new. The National Fire Plan is providing a great impetus for the expansion of the program and a great increase in the amount of activity happening on the ground. There are also Safe Councils throughout the state of California: These local Fire Safe Councils are involved in a wide range of projects, which range for education to fuel reduction projects. More information on the Fire Safe Councils and the Fire Alliance can be found on their web site at www.firesafecouncil.org.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

There are barriers that confront efforts to implement pre-fire projects in California. The consistent interpretation of NEPA regulations as relating to federally funded projects, through other agencies, is a common issue. The Fire Alliance continues to address this through open dialogue and action.

Another common obstacle is the differences that exist in the funding processes, timeframes and contact point for National Fire Plan funding. This too, is an action item of the California Fire Alliance. The Fire Alliance continues to move forward towards a "One-Stop Shopping" approach to the RFP or Grant process. To date, a single simple application process has been developed and is in use for USDA Forest Service Wildland Urban Intermix grants, USDA BLM and US Fish and Wildlife Service Community Assistance Grants, and for the grant program administered by the California Fire Safe Council.

The state is in a key role for administering federal grant funds and working with local communities to get work done. CDF administers many of the federal dollars for projects and CDF's lack of staff capacity is becoming a limit to amount of grant funds that can be made available to communities. The Alliance is encouraging federal efforts to use one common project reporting system. One federal system used by USDA and USDOI agencies will greatly reduce staff time spent reporting project activities and will improve coordination on cooperative projects.

Different planning processes and associated data and analysis can be a communication barrier to interagency planning. CDF is developing and deploying a statewide shared interagency database for fire protection planning. This geographic information system (GIS) database integrates fire data from all of the participating agencies and presents consolidated information and assessments for local fire planners. This system proved its value as the Fire Alliance members used the data to develop California's Communities at Risk list last year. CDF, Forest Service, Bureau of Land Management, National Park Service, and local government fire department staff are working cooperatively to compile source data, validate this data, and build the database system. This is a work in progress that is now receiving National Fire Plan support to continue CDF's groundbreaking effort.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow up questions?

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Colorado

Colorado's approach to implementing the National Fire Plan and the 10-Year Comprehensive Strategy is multi-faceted. It uses existing delivery systems where appropriate and has developed new processes when it makes sense to do so.

Implementation is driven by several fundamental considerations:

- 1. Local input and buy-in is critical to successful implementation.
- 2. Collaboration in coordinating implementation across boundaries is essential. All partners are encouraged to come to the table.
- 3. Project implementation on a landscape scale is often most efficient, but attention must also be given where parties have the will to act now. This means that some implementation is done at a small scale with the goal being to increase awareness and buy-in for future landscape scale projects.

Response to your questions:

a) Please briefly describe the structures(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

The most important structure CSFS uses in implementation is one-on-one relationships with counterpart at the local, county, state, and federal level. These relationships allow other, more formal structures to be entered into.

The formal structures include:

- 1. The Colorado Interagency National Fire Plan Implementation Team.
- 2. The Colorado Interagency Cooperative Fire Management Agreement.
- 3. The Good Neighbor Agreement
- 4. Various other agreements, task orders, memorandums of understanding that branch from the above agreements.
- b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?
 - 1. The Colorado Interagency National Fire Plan Implementation Team is formalized by Charter currently in the signature process. Participants include:

- § Office of the Honorable Bill Owens, Governor of the State of Colorado
- § Colorado State Forest Service (CSFS)
- § Colorado Division of Wildlife (CDOW)
- § Colorado Counties Incorporated (CCI)
- § Ute Mountain Ute Tribe
- § Southern Ute Tribe
- § US Department of Agriculture, Forest Service (USFS)
- § US Department of the Interior
 - Bureau of Land Management (BLM)
 - National Park Service (NPS)
 - Fish and Wildlife Service (FWS)
 - Bureau of Indian Affairs (BIA)
- § US Department of Defense (DOD)
- § Federal Emergency Management Agency (FEMA)
- 2. The Colorado Interagency Cooperative Fire Management Agreement is formalized every five years by signature of participating agencies. It was last signed in 2001. Signatories include:

Colorado State Forest Service USDA Forest Service USDOI

> Bureau of Land Management Fish and Wildlife Service National Park Service Bureau of Indian Affairs

- 3. The Good Neighbor Agreement was formalized in 2000 and continues for four years. It is between the USDA Forest Service and the Colorado State Forest Service
- c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state s processes or structures?

Agency capacity (all levels of government) to handle increased administrative and field workload.

Inconsistency in federal agencies approach transferring of funds.

Potential competition for resources (private and public sector) needed to implement treatment.

Willingness of all parties to come to the table to talk, collaborate, and coordinate approaches.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

Colorado has several leads:

- Colorado Interagency National Fire Plan Implementation Team Paige Lewis, CSFS Policy and Legislation e-mail: plewis@lamar.colostate.edu
- 2. Colorado Interagency Cooperative Fire Management Agreement Rich Homann, CSFS Staff Forester, Fire Management e-mail: rhomann@lamar.colostate.edu
- 3. Good Neighbor Agreement
 Dave Hessel, CSFS Staff Forester, Special Projects

Idaho

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

Early on we formed a committee of interested agencies and parties to coordinate implementation of the National Fire Plan in Idaho. We had several meetings in Boise. Representatives from the USFS, BLM, Idaho Rural Partnership, BDS, USDA Farm Services, Dept. of Commerce, USDA NRCS, US Fish & Wildlife Service, OSC, IDL, and of course the Governor's Office were present. Those meetings resulted in the decision to use existing program structures to deliver NFP monies in Idaho when ever possible, instead of creating new structures. They also agreed on which parties should administer the various portions of the NFP. Attached is the informational flyer the cooperators prepared that outlines the various programs, who is the primary agency administering it, and the appropriate contacts. Going along with this, the main agencies (USFS, BLM, and IDL) have directed their respective local field staffs to coordinate the programs and to hold joint informational meetings (where appropriate) to ensure that interested potential recipients were aware of the programs and their requirements, and to help interested potential recipients complete grant applications. These have been occurring throughout the year. An upcoming example is the Fire Partnership Information Fair scheduled for the evenings of Nov 13 & 14 in Salmon and Challis. Representatives of the USFS, BLM, IDL, ID Dept. of Commerce, and High Country RC&D are sponsoring this meeting.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

I think I answered this in a) above.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

Yes. The Federal agencies (Interior and Ag) don't coordinate their submission dates and processes. It would be nice if all the deadlines were the same so we didn't have different grant closing dates, etc. In addition, the Interior and Ag continually place extremely short unreasonable deadlines in which to accomplish tasks. This makes it extremely difficult to meet their deadlines, and when we do, the information is often abbreviated or even incomplete. It's the old "garbage in

garbage out" situation. We desperately need expectations to be reasonable and achievable. I don't believe they currently are.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

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Delivery of the National Fire Plan in Idaho

Idaho Department of Lands USDA Forest Service

Idaho Department of Commerce USDI Bureau of Land Management

Idaho Department of Agriculture Federal Emergency Management Agency

Updated May 24, 2 001

Overview

The National Fire Plan implements activities in five key program areas. These key points were designed to respond to the severe wildfires of 2000, to reduce the impacts on rural communities caused by the wildfires of 2000, and to enhance firefighting capabilities in the future. State, Federal and local agencies and communities within Idaho will collaborate to meet the intent of the Governor, Congress and the Secretaries of Interior and Agriculture.

This fact sheet is intended to convey program information for all agencies involved in this effort to the community leaders, elected officials, fire chiefs and to the general public. This brief only addresses the community assistance type programs, which may directly benefit communities and fire districts, which are available through the Federal and State partnerships and programs. Each agency also maintains agency specific briefing papers, which describe in detail all agency programs, and projects.

Many of the following programs are directed at impacted communities. Impacted communities and areas are described as communities or areas, which may have experienced one or more of the following from the fires of 2000:

- o Structures damaged or destroyed
- o Persons displaced
- o Infrastructure lost
- o Air quality and smoke impairment
- o Short and long term loss of business activity and revenue
- Fire associated trauma to individuals and communities
- o Closure of public lands

Several different agencies are delivering the programs in Idaho. These programs include the following:

Community Assistance Programs to be administered by the Idaho Department of Commerce in Cooperation with the Forest Service

The following programs are intended to enhance community capacity to reduce wildfire risk and expand local economic opportunities on private, state and tribal lands through federal: non-federal cost-shares.

Community Fire Planning – Approximately \$275,000 support grants awarded directly to communities and a variety of other partners including state, county, and tribal governments, and not-for-profits, to develop and revise Community strategic, action and fire risk management plans targeting those most impacted by fires. Funds increase community resiliency and capacity and encourage strategic growth. Local Forest Service offices are helping to identify communities. Community Planning for Fire Protection (impacted communities) Purposes: (a) Working directly with the rural communities impacted by the wildfires to facilitate the development and revision of strategic, action and wildfire risk management plans. (b) Helping rural communities create an environment for development and growth of businesses and other

components of community capacity. (c) Providing direct technical and financial assistance for implementation of projects from the plans. Cost Share Requirements: 80% federal to 20% non-federal.

Economic Action Program – Approximately \$120,00 supports Forest Service technical assistance and grants to state, federal, county, local, tribal governments and not-for-profit organizations, to help communities develop opportunities and enterprises to diversify uses of forest resources and hazardous fuel byproducts, and increase state utilization and marketing capabilities. Economic Action Programs (impacted and non-impacted communities). Purposes (a) Expand sustainable businesses in local communities using small diameter material and traditionally underused material derived as by-products from removing hazardous fuels in the wildland interface. (b) Expand participation of local communities in efforts to reduce fire hazards and use local labor for fuels treatment and restoration work. Cost Share Requirements: 80% federal to 20% non-federal.

Economic Action Pilot Projects – Approximately \$600,000 supports grants to state, federal, county, local, tribal governments and not-for-profit organizations, to assist fire-impacted communities to expand and develop markets for wood products resulting from hazardous fuel removal and underutilized small diameter material. Demonstration projects showing end-use such as timber bridges, round timber construction, and biomass-to-energy projects will be emphasized. Economic Action Program Pilot (impacted communities) Purposes: (a) Expand and develop markets for wood products resulting from removal of hazardous fuel. (b) Provide technical and financial assistance to help communities develop opportunities and enterprises through diversified uses of forest resources. (c) Develop and expand markets for traditionally underutilized wood as a tool to enhance efficient use of the removed fuels. Cost Share Requirements: 80% federal to 20% non-federal.

Application Process: Administered through the Idaho Department of Commerce in cooperation with USFS Idaho Forest Supervisors Offices and the Idaho Department of Lands. Project applications will be accepted on an ongoing basis starting May 25, 2001. All funding will be made to or through cities and counties or their non-profit designates. Funding will be made available to projects best meeting the program guidelines. Submit brief project concept descriptions to Bob Ford, Idaho Department of Commerce, P.O. Box 83720, Boise, Idaho 83720-0093, phone (208) 334-2470 or e-mail rford@idoc.state.id.us

Community Assistance Programs to be administered by the Idaho Department of Lands in Cooperation with the Forest Service

- State Fire Assistance (SFA) Approximately \$2,184,000 was granted to the State to increase the readiness level of the state firefighting organizations. Of this years total funding, \$1.9 million is dedicated to Wildland Urban Interface projects and development of defensible space. These monies are allocated on a competitive basis across the seventeen western states. Grant awards are determined by the Council of Western State Foresters. Cost share: 50% Federal to 50% non-federal.
 - <u>Application process:</u> Projects for 2001 have already been selected. For 2002 projects, interested parties should contact the nearest Idaho Department of Lands Fire Warden or go to the following website for further information: www.fs.fed.us/r4/sfa grants/sfa grants.html
- O Volunteer Fire Assistance (VFA) Approximately \$307,000 was granted to the State to assist rural fire departments protecting communities with populations of less than 10,000. The VFA grant provides funding and technical assistance directly to fire departments for organization, training, and equipment to enhance structure fire protection capabilities. Cost share: 50% federal to 50% non-federal.

<u>Application process:</u> Projects for 2001 have already been selected. Interested parties should contact the nearest Idaho Department of Lands Fire Warden for application for 2002. Deadline: December 31st.

Community and Private Land Fire Assistance – Includes:

O Hazardous Fuels Mitigation – Approximately \$390,000 supports a grant to the State Forester to: (a) reduce hazardous fuels accumulations and develop defensible space for improved fire protection in high risk areas most impacted by the 2000 fire season, (b) increase incentives for communities and private landowners to address defensible space and fuels management needs on municipal and private property, (c) expand outreach and education to homeowners and communities about fire prevention through the use of programs such as Firewise. Cost share: 50% federal to 50% non-federal.

<u>Application Process</u>: Fiscal year 2001 projects have already been selected and will focus on information and education, item (c) above. Administered through the Idaho Department of Lands (Coeur d' Alene Office) in cooperation with the USDA Forest Service.

Multi-resource Stewardship – Approximately \$645,000 supports a grant to the State Forester to enhance multi-resource stewardship planning and implementation to ensure effective fire protection treatments in the wildland-urban interface (where humans and their development meet or intermix with wildland fuels). Funds will be focused on municipal watershed or entire watershed (across all ownerships) opportunities to work in concert with other fuels management and defensible space projects. Cost share: Rate will vary depending on projects and will be either 50% federal to 50% non-federal; or 75% federal to 25% non-federal.

Application Process: Administered through the Idaho Department of Lands in cooperation with the USDA Forest Service. Project applications will be accepted on an ongoing basis starting June 11, 2001. Funding will be made available to projects best meeting the program guidelines. Contact your local Idaho Department of Lands Area Supervisor or local Forest Service Ranger District for assistance in development of local projects.

The Idaho Department of Lands has established the **Idaho National Fire Plan Working Group**. Its primary purpose is to deliver National Fire Plan programs through coordination with a number of local agency partners and federal partners such as the Forest Service and the Department of the Interior agencies.

Program Managers for the Idaho Department of Lands are located at the Idaho Department of Lands office in Coeur d' Alene at the following address and phone number:

3780 Industrial Avenue, South (208) 769-1525

State Fire Assistance: Brian Shiplett

Hazardous Fuel Reduction: G. Kirk David/ Mike Dannenberg

Volunteer Fire Assistance: Mike Dannenberg

Hazardous Fuel Mitigation: Mike Dannenberg

Multi-resource Stewardship: G. Kirk David

Idaho Fire Assistance Program to be administered by the Idaho Department of Lands with State of Idaho Funds

The Idaho legislature has recognized the need to provide fire assistance funding to Fire Service Organizations (structural fire departments/districts/associations) statewide. The legislature has provided funding to assist Fire Service Organizations with organizing, training, and purchasing equipment for fire protection and suppression.

The Chief, Bureau of Fire Management is the designated administrator of the program. Idaho Department of Lands Fire Wardens are the point of contact with Fire Service Organizations.

Timetable:

May 1 – June 15: submit applications through the local fire wardens. The Bureau of Fire Management must receive all applications, no later than June 15, in order to qualify.

July 15: Successful chosen applications will be notified by mail from the Bureau of Fire Management

July 15 – September 30: All project funds must be spent or obligated and documentation received by the Bureau of Fire Management.

Community Assistance Programs to be administered by the Idaho State Department of Agriculture in Cooperation with the Forest Service

Noxious Weed Treatment – Approximately \$1,037,000 supports grants to local weed districts and Cooperative Weed Management Areas through the State Departments of Agriculture to treat noxious weeds on private, state and tribal lands impacted by fire. Cost share: varies from 50% federal/50% non-federal to 25% federal/75% non-federal.

Application Process: Contact the Idaho State Department of Agriculture (ISDA) or County Weed

Superintendent.

Program Contact: Glen Secrist (ISDA)(208) 332-8536

Community Assistance Programs for Fence Replacement will be delivered by a variety of partners and local Forest Service Offices

Fence and Infrastructure Reconstruction – Approximately \$990,000 supports the repair, replacement and reimbursement of fences on private, state and tribal lands damaged by the 2000 fires. Funds can also be used for reimbursement of losses and longer-term restoration of facilities such as roads, trails and other "similar facilities. Cost share: none required.

Application Process: Applications are available at each National Forest Supervisor's Office or get application online at the Forest Service Region 1/Region 4 National Fire Plan home page at www.fs.fed.us/r1/pgr/afterfire click on fences. Completed applications must be returned to the local Forest Service Supervisor's Office by May 14th.

Program contact: Dennis Elliott (406) 329-341

Rural Fire Assistance Programs for Rural Fire Districts to be delivered by the Bureau of Land Management

The Rural Fire Assistance Program objective is to provide assistance to rural fire districts serving populations of less than 10,000, which are adjacent to Bureau of Land Management jurisdiction. This program will fund fire rolling stock (vehicles), training,

prevention, and personal protective equipment (PPE). Highest priority for funding is anything safety related. Funds available during FY 2001 are \$850,000 statewide.

Primary Contact: Local Bureau of Land Management Fire Management Officer

Statewide Program Administrator: Dale Anderson (208) 373-3869

Assistance to Firefighters Grant Program to be administered by the Federal Emergency Management Agency (FEMA)

The U.S. Fire Administration this year offered \$100 million to local and tribal firefighters through its new Firefighters Grant Program. May 2nd is the application deadline for FY 2001. Grants are awarded competitively based on financial need and cost-benefit ratios. The maximum award is \$750,000. Application forms are available at www.usfa.fema.gov/grants or by calling 1-866-274-0960.

Federal Emergency Management Agency USFA Grant Program Technical Assistance Center 16825 South Seton Avenue Emmetsburg, MD 21727-8898 Phone 866-274-0960 Fax 866-274-0942 e-mail requests to <u>USFAGRANTS@/fema.gov</u>

Montana

November 19, 2001

Paul Orbuch, Counsel Western Governors' Association 1515 Cleveland Place Denver, Colorado 80202

Dear Mr. Orbuch:

As you know, the National Fire Plan has had an enormous impact on resource management agencies - federal, state and local - throughout the West. Fortunately, though many challenges arise, the benefits of the program exceed its limitations. As you requested, this letter describes processes and structures employed by the Department of Natural Resources and Conservation to implement the National Fire Plan in Montana.

With so many players and so many moving parts to the NFP, the Montana DNRC made the decision very early in the process to dedicate staff full-time to the program. Long before funding was available, we took a proactive stance by inserting our National Fire Plan Coordinator into agency planning meetings, training sessions, and the decision-making arena. Taking this approach over a "wait and see" one made a big difference in our ability to implement the National Fire Plan. We had information quickly and were able to respond in timely fashion to emerging issues and opportunities.

Within the Montana DNRC, we initiated the Incident Command System (ICS) to implement the National Fire Plan. I serve as the agency representative, two Incident Commanders represent the fire programs and the service forestry programs, a Finance Chief handles budgeting, an Information Officer provides updates and media relations, and our Plans/Operations Chief is our National Fire Plan Coordinator. Initially, the Coordinator was the only full-time additional staff member brought on for the Fire Plan. Since then, another 2.9 FTE have been requested. The statewide staffing of the NFP will be 3.9 FTE to administer an additional 2.3 million dollars in funding above our existing federal budgets.

Overall, our implementation structure is working very well. Our goal was to be as efficient as possible and to get NFP dollars to the communities, individuals, agencies, and organizations that needed them most. We have built a very small staff and have aggressively sought cooperators, partners and a work force outside of our agency to help us get the work done. In Montana, as with most of the western states, interagency cooperation occurs by necessity rather than protocol. Our state is simply too vast and the resources are too stretched to get the job done without help. Because the national fire plan funding was delivered "through traditional programs using existing (budget) authority," we had the benefit of having all of those relationships already in place. When

we attended a statewide interagency implementation meeting on the Fire Plan in June, most of the participants were familiar faces: we were continuing with traditional partners, but in new ways. Program managers worked with their local, state and federal counterparts and our national fire plan coordinator complemented that effort.

The key element in the success of the National Fire Plan, the 10-Year Comprehensive Strategy, or any other broad-reaching resources management plan is communication. Without it there is confusion, and confusion erodes working relationships. For the states, agencies, and constituents to embrace the vision of the WGA, we must have ownership in it; without effective communication we cannot achieve consensus, agreement or collaboration.

I hope I have provided some helpful insight as you prepare to develop the implementation plan for the 10-year Comprehensive Strategy. Paula Rosenthal is our National Fire Plan Coordinator, and may be reached for additional information about the program in Montana by calling (406) 542-4235.

Sincerely, DONALD K. ARTLEY Division Administrator Montana DNRC

STATE OF NEBRASKA



EMERGENCY MANAGEMENT AGENCY
Roger P. Lempke
Adjutant General
1300 Military Road
Lincoln, Nebraska 68508-1090
Phone: (402) 471-7421

4 January 2002

Paul Orbuch Counsel Western Governors' Association 1515 Cleveland Place, Suite 200 Denver, CO 80202

Mr. Orbuch:

John Erickson from the Nebraska Policy Research Office asked that I respond to your recent questionnaire on behalf of the State of Nebraska.

Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This Interaction should include any with state administered programs and with those administered by the federal agencies.

By Nebraska State Statute (RRS 85-162.01) the State Forester's Office was created within the University of Nebraska system, subject to the direction of the Board of Regents. The State Forester is responsible for service programs relating to forestry and forestation, including but not limited to tree distribution and planting, wild land fire control, development, protection and use of forest resources, and other programs promoting forestry and forestation within the state. The fire control section of the Nebraska Forest Service provides service in major program areas, which include Wildfire Suppression Training, Equipment, Pre-Suppression Planning, Wildfire Prevention and Aerial Fire Suppression. The Nebraska Forest Service does not have a fire suppression force or fire suppression capabilities. The work of this agency is aimed at helping to maximize the impact of the existing, predominantly volunteer force of local firefighters in the state. State of Nebraska fire equipment and assistance that is available is controlled through the Nebraska Emergency Operations Plan administered by the Nebraska Emergency Management Agency.

When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

The Nebraska Wildfire Coordinating Council (NWCC) is an established entity to coordinate programs of the participating wildfire management agencies to avoid duplication of effort and provide a means of constructively working together for wildfire suppression within the state. It has an established goal to provide more effective execution of each agency's wildfire management programs and practices. The Council provides a formalized system to agree upon issues of funding, training, equipment, qualifications, aircraft, suppression priorities, and other operational functions affection wildfire suppression within the state. The NWCC includes representatives of the Nebraska Emergency Management Agency, Nebraska State Fire Marshal, Nebraska State Forester, Nebraska Game and Parks Commission, Nebraska Army and Air National Guard and the Nebraska Volunteer Firefighters Association.

The Nebraska Forest Service is not a statutorily created agency through the State of Nebraska. It operates under the auspices of the University of Nebraska for state funding and direction and control by the Board of Regents of the University of Nebraska. There is no state statute that creates the Nebraska Fire Service; it operates under the statute creating the Nebraska State Forester within the University of Nebraska system.

The Governor by Executive Memorandum created the NWCC 1 March 2001 to act on behalf of the State of Nebraska.

Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

As far as Nebraska's integration into the National Fire Plan, we feel federal agencies funded for activities in the National Fire Plan do not speak with a single voice as each has its own grant, and administrative process. A single Point of Contact for administration of the National Fire Plan would very helpful for our state.

Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

A Nebraska point of contact for the structure and process as well as further response questions would be Don Westover from the University of Nebraska and myself as coordinator of the NWCC.

I can be reached at the Nebraska Emergency Management Agency, 1300 Military Road, Lincoln, NE68506, 402-471-7410 and Mr. Westover can be reached at the University of Nebraska, Forestry Division, East Campus, Lincoln, NE 68503, 402-472-6629.

Sincerely, Al Berndt, Assistant Director, Nebraska Emergency Management Agency

STATE OF NEVADA DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES

NEVADA DIVISION OF FORESTRY

1201 Johnson Street, Suite D Carson City, Nevada 89706-3048 Phone (775) 684-2500 Fax (775) 687-4244 December 10, 2001

Memorandum

To: Paul Orbuch

Western Governors Association

From: Pete Anderson, Deputy State Forester

Subject: National Fire Plan - Survey

Please find the following response to your questions on the National Fire Plan in Nevada.

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This Interaction should include any with state administered programs and with those administered by the federal agencies.

Wildfire suppression agencies in the State of Nevada have established a "Cooperative Fire Protection Agreement" which establishes the Nevada Fire Board of Directors. The Nevada Fire Board (NFB) includes all federal and State of Nevada wildland fire agency's signatory to the agreement (e.g. Bureau of Land Management, US Forest Service, National Park Service, US Fish & Wildlife Service, & Nevada Division of Forestry). NFB meets on a regular basis to provide oversight of their agreement, develop annual operating plans, and address specific wildfire issues as necessary. While the primary focus of NFB has been based upon wildfire suppression activities their role was expanded during the fall of 2000 to facilitate aspects of the National Fire Plan (NFP).

NFB has adopted an approach to fuels management and wildfire hazard risk reduction that is based upon those communities with the greatest risk. This coordinated, multiagency approach includes community risk assessments, education and outreach, NFP funding of fuels reduction projects and equipment and training for volunteer fire departments. While each agency conducts their own specific "Requests for Proposals" for hazard fuels reduction, education and/or equipment projects in Nevada communities, the NFB reviews, prioritizes, and funds specific proposals utilizing an open and competitive system based upon identified risk. Concurrently each agency then manages their specific "funded NFP projects" through their individual grant process. It is anticipated that while each involved agency will provide NFP reporting, the NFB will also produce an annual report that reflects NFP activities and projects on a statewide basis.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

As stated above the NFB has been established for many years but their duties were expand during the fall of 2000 to include NFP activities. NFB includes the Bureau of Land Management, US Forest Service, National Park Service, US Fish & Wildlife Service, & Nevada Division of Forestry.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

To date implementation of the NFP through the NFB has not encountered any significant hurdles or barriers. Because of Nevada's "team" approach, the NFP funds are being targeted to those communities having the greatest need. Additionally, the Nevada Fire Safe Council (NFSC) has recently hired an Executive Director and has taken on the challenge of developing community level Fire Safe Councils. Several NFP funded projects were awarded to NFSC and the projects will be managed through local community Fire Safe Councils. Over time the NFB and involved wildfire agencies believe strongly that utilization of community based Fire Safe Councils is going to be the most successful approach to reducing Nevada's wildfire threats. One potential issue exists regarding the extensive time required to move NFP funding through both federal and state agency fiscal and contract approval systems. This lengthy process may result in significant delays (a year or more) in actually putting hard dollars on the ground.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

The Nevada Division of Forestry lead for Cooperative Fire Program activities, NFB and NFP is:

Bob Ashworth, Program Coordinator, Fire 1201 Johnson Street, Suite D Carson City, Nevada 89706-3048 (775) 6894-2503

The Nevada Division of Forestry lead for Natural Resource Program activities including Forest Stewardship and NFP is:

Rich Harvey, Program Coordinator, Resources 1201 Johnson Street, Suite D Carson City, Nevada 89706-3048 (775) 6894-2507

Should you have additional questions or desire additional information please do not hesitate to contact me (775) 684-2504 or petea@ndf.state.nv.us

New Mexico

Describe structure and process used by your state to interact with federal, local government and regional officials funding and implementing the national fire plan.

The New Mexico Energy, Minerals and Natural Resources Department, Forestry Division (Forestry Division) has developed partnerships with federal, state, tribal, local government, environmental groups, citizen interest groups and the general public to coordinate activities related to the National Fire Plan and New Mexico's "20 Communities Strategy". The strategy recognized that community protection required partnerships working with citizens in their backyards, with communities in the wildland/urban interface and with resource agencies in the backwoods. The interested parties have organized using a multi-tiered strategy at the state/regional, interagency fire zone and local community levels. Initially, local and zone groups were encouraged to utilize the Incident Command System concept to be able to quickly set priorities and identify scarce resources. As time passed, most groups have opted to use a more traditional committee organization.

Overall, the multi-tiered organization takes advantage of the pre-existing fire management program partnerships that have been very successful in coordinating fire suppression activities for the past twenty years. The emphasis on using the fire organization may have a weakness in that it does not automatically tie together other disciplines such as rehabilitation, restoration or economic action program specialists and managers that must have a role if the National Fire Plan is to be a success.

Partnerships have developed and organized at the local community level in high-risk, high priority communities to develop fire risk assessments, implement defensible space/hazardous fuels reduction projects and promote economic action grant programs. Local community level groups are aggressively seeking additional grant funding to fill unmet needs (prioritized projects in search of funding). Local government groups such as municipalities and counties have been active as coordinators and grantees. Other groups such as Soil and Water Conservation Districts, Resource Conservation and Development organizations, fire department districts and neighborhood associations have also provided additional capacity and will be critical to NFP success. Out of 21 high-risk communities, eight local community groups have organized and two more are under development.

Partners have also organized at the fire zone level to provide a broad interagency approach. Agencies or groups who might not have a specific stake in a local community at risk can have a coordinated approach in their community of concern.

At the state level the Forestry Division and federal agencies with wildland fire responsibility have organized their National Fire Plan statewide coordination as a subgroup under the Southwest Fire Management Board. The Southwest Fire Management Board is normally an oversight and advisory board for the Southwest Coordination Center. This sub-group is known as the New Mexico National Fire Plan Coordinating

Group (NMNFPCG). The Southwest Fire Management Board has the responsibility to report National Fire Plan issues to federal agency executives through the Southwest Strategy-Regional Executive Committee (REC).

The NMNFPCG meets approximately every six weeks to discuss individual agency activities and NFP issues. NMNFPCG was successful in developing agency and tribal consensus during selection of the New Mexico communities at risk for publication in the federal register. Federal agencies have been supportive of the states role in identifying high-risk communities.

Weakness in the NMNFPCG approach includes lack of direct agency executive involvement. The Forestry Division has no direct input into the federal executive group (REC) providing oversight. Without agency executives, the state-coordinating group cannot take advantage of opportunities to create new ways of doing business presented in the National Fire Plan. Lack of direct support inhibits organizational or procedural changes. For example, some federal agency grant programs have not been focused at high-risk communities or the grant program specifications have not completely coordinated deliverables to complemented state or other agency NFP activities.

When was structure or process initiated?

The Forestry Division developed our version of the National Fire Plan, the "New Mexico 20 Communities Strategy", in June 2000. We introduced the idea to our principal partner the US Forest Service in October 2000. We received consensus from the USFS and introduced the concept to other federal agencies by January 2001. The New Mexico National Fire Plan Coordinating Group was chartered in February 2001.

Barriers using your states processes or structures.

The Forestry Division has been limited in our ability to increase organization capacity for administration and implementation of NFP programs. We have modified and reassigned job responsibilities to current staff to develop temporary capacity. The Forestry Division has added one position to conduct grants and contracts management. During the spring of 2001 the Forestry Division was provided a Forest Service employee on a temporary detail to assist in NFP program development. To minimize internal workload, the Forestry Division has designed NFP to be primarily a flow-through grant program to communities. Our challenge is to develop capability in the communities to manage the grants and to provide training and administrative oversight. We are finding potential within communities to take on NFP grants. The Forestry Division has been able to increase our seasonal firefighter capacity, however increased federal agency hiring has lured away most of our experienced temporary firefighters.

State lead for follow-up

Fred Rossbach, Resource Protection Bureau Chief New Mexico EMNRD, Forestry Division, P.O. Box 1948, Santa Fe NM 87504 phone 505-476-3346 frossbach@state.nm.us

North Dakota

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

The North Dakota Forest Service (NDFS) initially established an internal National Fire Plan (NFP) Implementation Team. The goals of this team were to:

- Identify opportunities and priorities for the implementation of the NFP.
- Align NFP components with most appropriate North Dakota Forest Service (NDFS) coordination areas.
- Identify mutually beneficial partnerships at the local, state, tribal, and federal levels.
- Develop initial implementation strategies, procedures, and timelines.
- Establish an effective means of NFP component delivery incorporating new and existing partnerships.
- Develop a productive information and education campaign, accountability mechanisms and a method to identify additional needs.

The second step of the implementation initiated by the North Dakota State Forester was the coordination of a "Partners Fire Forum" to which all of the local, state, tribal, and federal entities with a vested interest in the NFP were invited. The initial implementation strategies and delivery mechanisms were presented to the partners. Final strategies for the most effective implementation of various NFP components were determined during breakout sessions.

The North Dakota Forest Service is the lead agency administering the Community Assistance Program Area. The majority of the components have been incorporated into existing cooperative partnerships and delivery mechanisms. For example, components involving Cooperative Fire Programs (Volunteer Fire Assistance and State Fire Assistance) are being delivered through the Volunteer Fire Assistance (VFA) Grants Award Review Committee. Multi-Resource Stewardship is being implemented with the guidance of the State Stewardship Coordinating Committee. The Economic Action Program is being administered with oversight by the North Dakota Community Forestry Council.

Interagency "ad-hoc" committees or working groups have been developed to implement NFP components not included in pre-existing partnerships. Examples include the Hazard Mitigation and Community Planning components of the NFP.

Finally, there have been several instances of one-on-one partnerships established on an as-needed, project-by-project basis. This includes the development of the Wildland-Urban Interface (WUI) Communities At-Risk list, and several WUI projects with state and federal partners. The NDFS worked directly with the Bureau of Land Management

and US Fish and Wildlife Service to assist them in the delivery of Rural Fire Assistance.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

The North Dakota Forest Service initiated the process internally with the formation of the NFP Implementation Team in December 2000. The partners meeting to finalize program delivery strategies occurred in March 2001. Implementation was fully underway by September 2001.

The "Partners Fire Forum" is the primary organizational structure used to initiate interagency efforts. The NDFS has treated the process as an informal progression open to any and all partners at any time. By linking components to pre-existing relationships, the cooperative structure is well established and well accepted. The "Partners Fire Forum" will be used to provide direction and/or coordination In the event of future funding for NFP activities.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures??

The North Dakota Forest Service is a firm believer in the consensus building and collaborative approaches encouraged through the National Fire Plan. Benefits generated by the cooperative delivery of the NFP program components have included the strengthening of existing (traditional) partnerships and the development of "non-traditional" partnerships. The NFP brought seemingly unrelated entities together creating new working relationships and increasing the effectiveness and efficiency of traditional fire protection programs. By providing a forum for interested entities, the NFP structure has allowed local, state, tribal and federal agencies to better identify, address, and prioritize underserved needs such as fire department training, capacity-building, hazard mitigation efforts, and community planning for fire emergencies.

For the most part, the NDFS has been able to implement the NFP components through existing delivery mechanisms. While this has created a tremendous opportunity for the NDFS, a need still exists to enhance state and local technical and administrative capacity to deliver the NFP. Although it appears that federal partners received adequate funding to ensure effective delivery of the NFP, the language specific to the states allows for minimal increases in human resources. These restrictions place the State of North Dakota at a disadvantage in utilizing the NFP to its fullest extent to address North Dakota's identified fire protection needs.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

Michael Santucci, Fire Management Coordinator North Dakota Forest Service 1511 East Interstate Ave. Bismarck, ND 58501-4869 (701) 328-9946 msantucc@state.nd.us

Larry Kotchman, State Forester North Dakota Forest Service 307 First Street East Bottineau, ND 58318 (701) 228-5422 Larry.Kotchman@ndsu.nodak.edu

Oregon

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

Federal grants (Excluding VFA/RFA): The process of application, award and follow-up on the grants has had some rough spots, which is to be expected considering that this was largely a new process for federal and state cooperators. There was a short time frame on the grant process and it involved multiple large grants. Taken as a whole, however, the process did work and it was largely due to the excellent efforts of the federal and state agency cooperators. Most of these "rough spots" were addressed in a timely manner by the federal agency personnel. Processes are now in place to minimize coordination and communication problems. Local interaction is being done in central Oregon and southern Oregon, where the majority of the grant projects are taking place. Local federal agency, state agency and in some cases, local fire district personnel have met and resolved any problems that have surfaced with the grant projects.

VFA AND RFA GRANTS:

An ad-hoc committee was established by ODF to review and award Oregon's 2001 VFA and RFA grants. It included federal representatives from the Bureau of Land Management, Forest Service and Fish and Wildlife Service. State representation came from ODF, the Office of the State Fire Marshal, and from the Office of Emergency Management. Also on the committee was a representative from the Oregon Fire District Director's Association. We have found the federal agency personnel to be extremely helpful. They have had this program added to their already high workload and they should be commended for their fine efforts.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

WUI GRANTS:

The consolidated 2001 application and approval program was convened early in 2001 under the auspices of the Pacific Northwest Wildfire Coordinating Group. Membership of this group is made up of the Forest Service, the five DOI wildfire agencies, ODF, Washington Department of Natural Resources, the Office of the Washington State Fire Marshal and the Office of the Oregon State Fire Marshal. No formal structure was established. The consolidated 2002 application and approval program was convened in late 2001 under the auspices of the regional

NFP coordinator, who is working under the guidance of the Pacific Northwest Wildfire Coordinating Group.

The 2001 participants remain the same in 2002.

VFA AND RFA GRANTS:

The structure/process was initiated in March 2001. No formal mechanism was used, other than to obtain the various representatives through email and voice solicitation. The committee worked within the broad structure suggested by ODF and slightly modified by the committee itself.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

Federal grants (Excluding VFA/RFA):

A more coordinated approach, with more definite approval criteria, is now under development for 2002. We are hopeful that these improvements will solve the few problems experienced in 2001.

VFA AND RFA GRANTS:

No, the process worked very well.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

Name: Rick Gibson

Title: Fire Policy and Prevention Manager

Phone: (503)945-7440

Email: rgibson@odf.state.or.us

South Dakota

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

Initial consultations with all federal agencies concerning identifying "Communities at Risk List": USFS, NPS, US Fish & Wildlife, BIA, BLM, was through a series of conference calls and then a meeting for final approval of list and projects.

Current projects are coordinated on a case-by-case basis. Examples: Hazardous fuels project being coordinated by BLM, SD Wildland Fire Suppression Division, private landowners, and City of Lead; Beaver Park Hazardous Fuels Mitigation involves USFS, SD Wildland Fire Suppression Division, private landowners, Meade County, and local Fire Departments. In addition when contacted by private landowners we (SD Wildland Fire Suppression Division) contact any federal agency who has land in close proximity to determine what cooperation can happen to strengthen the total impact of the hazardous fuels mitigation. The project coordination happens at the local level, between the FMO for the State and the FMO for the USFS or BLM.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

This process has been initiated from the start, when the "Communities at Risk" list was first discussed. A formal process has not been established, no written agreement, etc. We meet or have a conference call when necessary and consult on projects on a case-by-case basis.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

The differences in fuel hazards from the heavy pine type of the Black Hills to the grass fuels of the prairie have caused difficulty in comparing projects and priorities. Consequently the BIA is spending their hazardous fuels funds on the reservations and the USFS, BLM, and State are spending their hazardous fuels money in the Black Hills, for the most part.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

Name - Steve Hasenohrl

Title - Chief Fire Management Officer

Phone - 605-394-2395

e-mail - steve.hasenohrl@state.sd.us

Texas

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

Through the "Communities at Risk" portion of the National Fire Plan, the TFS is working with the NPS, USFS and BIA. Work is coordinated by phone and email between the TFS lead and leads from those agencies.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

We began the process during the winter months of 2001. We had no "face to face" meetings but discussed our procedures by phone and email.

Gary Lacox - TFS
Alan Pigg and Karen Kenna - USFS for the EAP Grants
William Sweet - USFS - for the Hazardous Fuels Grants and Preparedness Grants
Jan Passek - DOI for the Southwest US for Hazardous Fuels Grants
Mike Davin - NPS for Communities at Risk
Dave McHugh - NPS for Grants to local fire departments adjacent to Big
Thicket lands

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

Our main barrier is insufficient personnel to carryout the hazardous fuels grants. We also have to use personnel that are taken away from their primary duties to perform the work in these grants. Because of the lengthy growing season for southern fuels, the national fire plan dollars would be better spent if more money was placed in preparedness and less in fuels management. We are spending millions for one year improvements where as we could spend the same dollars for equipping states and VFDs that would make a much longer-term investment.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

Gary Lacox TFS (979) 458-6650 glacox@tfs.tamu.edu



State of Utah

DEPARTMENT OF NATURAL RESOURCES DIVISION OF FORESTRY, FIRE AND STATE LANDS

1594 West North Temple, Suite 3520 PO Box 145703 Salt Lake City, Utah 84114-5703 801-538-5418 801-533-4111 (Fax)

Michael O. Leavitt
Governor

Kathleen Clarke
Executive Director

Karl F. Kappe State Forester (Acting)

Memorandum

To: Paul Orbuch, Counsel

Western Governors' Association

From: Jennifer Gregerson

Office of the State Forester

Date: November 30, 2001

Subject: National Fire Plan survey questions

Briefly describe the structure(s) or process(es) used by your state to interact with federal, local, and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

Around September / October, 2000, Forest Service Region 4 State and Private Forestry assigned certain members of its staff to work on specific responsibilities under the new National Fire Plan, such as hazard fuel reduction, economic action, fencing, multi-resource stewardship, etc. Similarly, the Utah Division of Forestry, Fire and State Lands assigned certain members of its staff to work with National Fire Plan programs, which matched their areas of expertise. This helped our agency to dovetail our efforts with the efforts of the Forest Service.

Our Division applied for and received federal grant monies for State Fire Assistance, Hazard Fuel Reduction, Volunteer Fire Assistance, Forest Health Management, Economic Action, Fencing and Infrastructure, Hazard Mitigation Cost-Share Incentives, Multi-Resource Stewardship, and Community Planning.

Our Area offices are responsible for program implementation, working with local organizations, fire departments, homeowners, etc. We have done some collaboration with federal agencies - Forest Service, BLM - and we hope to do more in the future.

Examples of state-administered programs:

- \$ Utah's wildland fire training program is funded by pooling grant monies from National Fire Plan Volunteer Fire Assistance, BLM Rural Fire Assistance, and the state's own funding to the Utah Fire and Rescue Academy.
- \$ Utah administers a Wildland Fire Suppression Insurance Fund, which protects counties when fire suppression costs exceed budgets, and which can be drawn upon for presuppression activities. Twenty-eight of Utah's 29 counties participate in this fund.

The Division has partnered with local organizations on several projects. For example:

- \$ Under the NFP's Economic Action program, the Division has partnered with the Utah Rural Development Council and the Southern Utah Forest Products Association to pilot a retail project in Torrey, Utah.
- \$ Under the NFP's Economic Action Pilot Program, the Division has partnered with the Utah Rural Development Council and the Escalante Center to acquire a micromill, which can be moved to locations where hazardous fuel reduction projects are underway.
- \$ Under the NFP's Community (Fire) Planning program, the Division is currently piloting two different projects. For northern Utah, the Division has contracted with a local RC&D council to help communities develop citizen fire councils, conduct assessments, identify issues, and develop a community fire plan. In rural Utah, the Division has partnered with the Utah Rural Development Council and Five County Association of Governments to accomplish the same goals. The Division hopes to work with more RC&D councils on community fire planning. Additionally, the National Network of Forest Practitioners is initiating community workshops associated with the National Fire Plan; this Division hopes to be involved with any such projects the NFP may undertake in Utah.

When was this structure or process initiated and if it was formally established, what mechanism was used to do so? (see above) What parties are named as participants in any formally established structure?

We have agreements of varying types in place with various participants, depending on the program. These would include entities such as the Forest Service, BLM, Utah Fire and Rescue Academy, Four Corners Sustainable Forests Partnership, Utah Rural Development Council, Five-County Association of Governments, Southern Utah Forest Products Association, and Bonneville RC&D Council.

Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

Opportunities:

- \$ Our efforts under the National Fire Plan give us an opportunity to partner with different organizations to get more work done in a shorter timeframe.
- \$ Because of Utah's uneven pattern of federal, state and private land boundaries, most projects affect lands managed by other entities. Our efforts under the NFP have allowed us an opportunity to better coordinate with our counterparts at other agencies, achieving better results.

Barriers:

- **\$** We lack the staff to address initiatives of the NFP while still satisfactorily delivering the services this Division is responsible for.
- \$ The Division submitted fuel reduction projects and received approval, but we still had a lot of front-end work to do assessments, obtaining homeowners' permission, etc., which has taken a great deal of time. It would have been more effective if community fire plans had already been in place.
- \$ When this Division collaborates on projects with federal agencies near federal lands, their focus is on NEPA projects.

Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

David Schen Ecosystem Management Coordinator (801) 538-5504

e-mail: <u>DSCHEN.NRSLF@state.ut.us</u>

Washington

a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This interaction should include any with state administered programs and with those administered by the federal agencies.

DNR participates in a National Fire Plan Strategy Team established to develop a coordinated strategy for implementing the National Fire Plan in Washington and Oregon and several sub committees to address parts of the implementation.

The Pacific Northwest Wildfire Coordinating Group (PNWCG) consists of representatives of the federal land management agencies and the state forestry and fire service agencies. The PNWCG Fire Prevention and Fuel Management working teams are actively addressing National Fire Plan issues.

Fuel Management projects funded through the National Fire Plan are overseen by a Grant Advisory Board consisting of representatives of the federal land management agencies, and state and local fire protection authorities.

A Volunteer Rural Fire assistance committee was formed to design and implement a combined process for awarding Volunteer Fire Assistance and rural Fire assistance funds to eligible Washington State rural fire departments. Funds are managed by DNR by grant agreements to each fire district.

b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?

The National Fire Plan Strategy Team was established in January 2001. It is an ad hoc committee, formally established through the PNWCG.

The Pacific Northwest Wildfire Coordinating Group was formally established by charter. The PNWCG consists of each of the federal land management agencies in Washington and Oregon, the Washington Department of Natural Resources, the Oregon Department of Forestry, and the State Fire Marshals of Washington and Oregon.

Fuel Management projects funded through the National Fire Plan are overseen by a Grant Advisory Board consisting of representatives of the federal land management agencies, and state and local fire protection authorities.

The Volunteer Rural Fire assistance committee was formed in February 2000. The combined process applications were sent to every eligible Washington state

fire district and department in March 2000. The Volunteer rural fire assistance grant committee announced grant winners in June 2000.

c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

There is a need for a common, coordinated process for rating risks, hazards and values at risk, as well as forest health across all ownerships in the state.

Strategies need to be developed that recognize the decline in forest health across the landscape as the fundamental cause of the problems the National Fire Plan seeks to correct.

Federal processes for funding projects need to be consistent between all Federal agencies, and over time.

Grants and cost shares need to continue the Forest Service precedent of not being subject to NEPA or NHPA, or have a programmatic to cover this nationwide in order to keep progress going on state, local and private lands.

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

Lead for structure or process:

Name Bruce Monell

Title Assistant Division Manager for Community and Landowner Assistance

Phone 360 902-1300

e-mail bruce.monell@wadnr.gov

Follow up questions:

Name Mark Gray

Title Fuel Management Program Coordinator

Phone 360 902-1300

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Name Bob Bannon

Title Fire District Assistance Manager

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Wyoming

- a) Please briefly describe the structure(s) or process(es) used by your state to interact with federal, local and/or regional officials that are funding and implementing the National Fire Plan. This Interaction should include any with state administered programs and with those administered by the federal agencies.
 - Wyoming has set up a three level approach to coordination of National Fire Plan activities starting with the Executive level, action Team and Local Project Implementation Team (see attached charter)
- b) When was this structure or process initiated and if it was formally established, what mechanism was used to do so? What parties are named as participants in any formally established structure?
 - This structure was authorized on October 10, 2000. The Wyoming Natural Resource sub-cabinet recommended that an interagency, multi-level, collaborative National Fire Plan implementation process be established within Wyoming. Membership is identified in the charter.
- c) Are there any barriers or opportunities you are discovering in trying to efficiently implement the National Fire Plan using your state's processes or structures?

I don't know that we have run up against any barriers but we definitely have some "challenges." Several that we are dealing with include:

- Local coordination is not as good as we would like to see. With the three-level approach we have excellent coordination at the Executive and State level but the local level ranges from excellent to poor. Part of the issue is who takes the lead at the local level. The WWFPAT held a County Commissioners conference jointly with the Wyoming Drought Task Force to ask the Commissioners to take the initiative to pull together local partners to address mitigation and preparedness for the communities within their counties.
- 2. Another "challenge" is the requirement for, and the time delay for the federal agencies to conduct NEPA on proposed projects. Most private landowners do not want anything to do with NEPA on private lands. Therefore we are conducting "concurrent and adjacent" projects on state and private lands while the federal agencies are initiating NEPA on their side of the property line. Most federal projects implemented during FY 2001 were NEPA ready projects that were not in the vicinity of identified "communities."

d) Who is the state lead for the structure or process, and who should be contacted to respond to related follow-up questions?

The lead for the Executive Team is Governor Geringer. The lead for the "Action Team" rotates on a three-month basis among the membership. I am the current chair of the Action Team. (Tom Ostermann, State Forester, 307-777-5644, toster@missc.statewy.us).

e) Other information that may be of interest to you.

- 1. Of the ten State Fire Assistance projects funded from FY 2001, five had major fires in them during the 2001 fire season.
- 2. A "Suppression Capacity Task Force" was established by the Action team to coordinate Volunteer Fire Assistance and Rural Fire Assistance grants to local fire departments. WSFD administered USF&WS Rural Fire Assistance grants for them.
- 3. We are putting together a "Wyoming NFP 2001 Accomplishment Report" (interagency) that is targeted at regional and Washington offices of federal agencies, Wyoming's federal legislative delegation, Wyoming state legislators, county commissioners, and local media.

Wyoming's National Fire Plan Implementation Organization Charter

Background: The 2000 fire season was one of the most intense and prolonged fire seasons in decades due to severe drought, complex weather patterns, and the long-term effects of nearly a century of aggressive fire suppression. Here are some highlights:

- 92,302 wildland fires across the U.S.
- More than 7 million acres of public range and forestland burned
- 861 structures destroyed
- Management and suppression costs estimated at more than \$2 billion
- Nearly 30,000 firefighters and support personnel deployed
- Received Assistance from U.S. military, Canada, Mexico, Australia and New Zealand
- The fires were among the very toughest to fight in the last 50 years due to heavy fuel loads and drought
- The critical fire situation challenged federal, state and local resources.

To address the 2000 fire season, the Secretaries of Agriculture and Interior, along with western Governors set the stage for a collaborative federal, state, and local process known as the National Fire Plan (NFP).

In fiscal year 2001, Congress funded the NFP; this included a \$1.8 billion budget for plan implementation. The plan is designed to:

- Ensure sufficient firefighting resources for the future;
- Rebuild communities and rehabilitate fire-damaged ecosystems;
- Reduce fuels in forests at risk from uncharacteristic fire effects, especially near communities; and
- Work with local residents to reduce fire risk and improve fire protection.

Authorization:

On October 10, 2000, Federal land management executives, Tribal leaders, and Governor Geringer met and approved the Natural Resource Sub-cabinet=s recommendation that an interagency, multi-level, collaborative National Fire Plan implementation process be established within Wyoming. The multi-level organization consists of an Executive Team, Wyoming Wildland Fire Plan Action Team (state level coordination team), and Local Project Implementation Team(s).

Duration:

The anticipated duration of this organization structure will correspond to the implementation period of the NFP. The tenure of these organizations may be terminated or extended by the Wyoming Executive Team at its discretion.

Organization Mission:

To facilitate Wyoming's response to the NFP at the local, state, federal and tribal levels.

Members:

Executive Team:

Jim Geringer Wyoming Governor Al Pierson Wyoming BLM Director

Jack Blackwell USFS Region 4 Regional Forester Rick Cables USFS Region 2 Regional Forester

Ray Nations Northern Arapaho and Eastern Shoshone Tribes of the

Wind River Reservation

Collin Campbell National Park Service
Mike Long US Fish & Wildlife Service

Wyoming Wildland Fire Plan Action Team:

Art Lattrell, NFP Specialist National Park Service, Grand Teton

NP

Joe Evans, Executive Director Wyoming County Commissioners

Association

John Glenn, Fire Mgmt officer

Julie Hamilton

Bureau of Land Management

Office of Federal Land Policy

Bob Jacob

Bureau of Indian Affairs,

Wyoming Association of

Municipalities

Tom Ostermann, State Forester Wyoming State Forestry Division Art Reese, Director Office of Federal Land Policy Bob Rebarchik U.S. Fish & Wildlife Service

Phil Strobel EPA, Region VIII

Jane Darnell USFS/Wyoming Capitol Coordinator

Local Project Implementation Team:

Teams will be formed on a project basis and include representatives of all interested parties and organizations. This includes federal, state, and local governments, fire departments, landowners, private businesses, groups and associations, and interested publics.

Responsibilities/tasks:

Executive Team:

- Provide statewide coordination at the executive level
- Provide political support to Wyoming's interagency, multi-level, collaborative implementation process.
- Resolve any conflicts should they occur.

Wyoming Wildland Fire Plan Action Team:

- Provide state level interagency coordination
- Establish time lines to meet federal deadlines for various tasks
- Coordinate the listing of Wyoming "Interface Communities"
- Coordinate federal, state, and local ownership mitigation projects
- Coordinate use of NFP funding to meet Wyoming's greatest needs in fire suppression capacity, restoration, fuel treatment, hazard mitigation, and information & education.
- Provide a coordinated public information message pertaining to NFP implementation.
- Provide State level reports as required
- Charter "Task Forces" to complete specific duties or assist as requested
- (The chair of the "Action Team" will be rotated on a three month basis)

Local Project Implementation Team:

- Provide local ownership of NFP implementation
- Provide project level interagency and local citizens coordination
- Establish time lines to meet state deadlines for various tasks
- Coordinate the listing of local "Interface Communities"
- Coordinate local federal, state, and private ownership mitigation projects
- Coordinate use of NFP funding to meet funded Project's greatest needs in fire suppression capacity, restoration, fuel treatment, hazard mitigation, and information & education.
- Provide project level reports as required
- Provide a coordinated local public information message pertaining to NFP implementation.

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