



United States  
Department of  
Agriculture

Forest  
Service

Southwestern  
Region



# Fire Management Plan

## Carson National Forest





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# Fire Management Plan

USDA Forest Service  
Southwestern Region  
Carson National Forest

2007

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## **Acronyms Used In This Fire Management Plan**

**Table 1**

FMU	Fire Management Unit
FMZ	Fire Management Zone
FSH	Forest Service Handbook
FSM	Forest Service Manual
Forest Plan	Carson Forest Plan
MMA	Maximum Manageable Area
NAAQS	National Ambient Air Quality Standard
T & E	Threatened and Endangered Species
WFIP	Wildland Fire Implementation Plan
WFSA	Wildland Fire Situation Analysis

# Executive Summary

Federal agencies responsible for management of public lands capable of sustaining wildland fires are mandated to prepare a Fire Management Plan (FMP). The purpose is to define and document a fire management program to achieve land and resource management objectives in the approved Forest Land and Resource Management Plan (LRMP). This FMP complies with direction in FS Manuals 5101, 5103, 5106, and 5108, and expands strategies in additional documents including: Federal Wildland Fire Management Policy and Program Review, Wildland Fire Use Implementation Procedures Reference Guide, Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide, Managing Impacts of Wildfires on Communities and the Environment and Protecting People and Sustaining Resources in Fire Adapted Ecosystems – A Cohesive Strategy, Thirtymile Hazard Abatement Plan (2002); the Cramer Accident Prevention Plan, and Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Comprehensive Strategy Implementation Plan.

This FMP has six chapters with supporting documents in appendices. Chapters are summarized below.

**Chapter I** explains the purpose and need for the plan, collaboration that occurred in developing the plan, authorities that guide fire management activities, and the link to policy and the LRMP.

**Chapter II** expands on the relationship the Plan has to the LRMP and other policy documents, as well as listing the specific Forest-wide goals, objectives and desired conditions that drive Fire Management activities.

**Chapter III** explains the major Wildland Fire Management **Goals** (improve prevention and suppression; reduce hazardous fuels/restore fire adapted ecosystems; and promote community assistance); **Components** (wildland fire suppression; fire use; and non-fire fuels management applications); and **Strategies** by fire management unit. The characteristics, objectives, constraints, historic fire occurrence, and current fire management situation are described for each of the four Fire Management Units.

**Chapter IV** contains the specific operating procedures that the Fire Management Organization will follow while implementing the **Wildland Fire Suppression** (Preparedness Actions, Initial Attack, Extended Attack and Large Fire Suppression); **Wildland Fire Use**, and **Prescribed Fire and Non-fire Fuels Management** programs.

**Chapter V** describes organizational and budgetary parameters of the fire organization. A summary of the budget is displayed with a description of the process used to define the organization. Fire Management leadership responsibilities are defined for the **Forest Supervisor, District Ranger, Forest and District FMO's/AFMO's, Forest Dispatcher, Forest Aviation Officer, Forest Fire Prevention Officer, Forest Fuels Specialist, District Fuels Specialist and Forest/District Fire Duty Officers**. A summary of the **Cooperative Agreements and Interagency Contacts** is included.

**Chapter VI** contains the annual monitoring and evaluation processes and procedures that the Fire Management Organization will follow.

## Section I - Introduction

### A. Purpose of Plan

Department of Agriculture agencies responsible for management of public lands capable of sustaining wildland fires are mandated to prepare a Fire Management Plan (FMP). The plan's purpose is to define and formally document a fire management program that will help achieve land and resource management objectives that, for the Carson National Forest can be found in the approved Forest Land and Resource Management Plan (LRMP).

The FMP provides the fire manager specific guidance for implementing fire-related direction on the ground, and interprets strategic land and resource management plan direction into specific fire management direction for each fire management unit delineated in the FMP. The FMP does not document fire management decisions; rather it provides the operational parameters whereby fire managers implement the goals and objectives in the Forest LRMP or land management decisions.

The following CAF FMP complies with direction found in Forest Service Manual 5101, 5103, 5106, and 5108, as well as expands strategies stated in: the Federal Wildland Fire Management Policy and Program Review; the Wildland Fire Use Implementation Procedures Reference Guide; the Draft Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide; Managing Impacts of Wildfires on Communities and the Environment and Protecting People and Sustaining Resources in Fire Adapted Ecosystems – A Cohesive Strategy; the Thirtymile Hazard Abatement Plan (2002); The Cramer Accident Prevention Plan; and the Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Comprehensive Strategy Implementation Plan.

### B. Collaboration

A comprehensive public involvement plan was developed and implemented during the initial planning process for the LRMP. There are other ongoing opportunities for collaboration with the public, some of which are described below.

The CAF fire managers and dispatchers coordinate closely with the Bureau of Land Management, New Mexico State Forestry Service, New Mexico Fish and Wildlife Service, National Park Service, Bureau of Indian Affairs, Neighboring county emergency management centers in New Mexico and numerous rural and city fire departments, as well as coordinating with adjoining dispatch zones at Santa Fe, Durango, and Rio Grand/San Juan .

District Fire Prevention programs enhance public awareness and knowledge of fire management. This is being accomplished through the use of road signs, school programs, open house programs, “show-me trips”, mass media utilization, printed materials, and the Smokey Bear program.

With implementation of the National Fire Plan, the CAF has strived to hire local people as firefighters, to build and maintain fire agreements with local and county governments, to support local businesses during wildfire and prescribe fire responses, and encourage recycling in fire camps. The CAF will also continue to work with local governments on fire and fuels plans to protect communities at risk from wildfire near the National Forests and Grasslands.

### C. Link to Policy

The FMP is supplemented by wildland fire management guidance. This includes preparedness plans, pre-planned dispatch plans, manuals and handbooks, prescribed fire plans, and prevention

Section 2. Relationship to Land Management Planning and Fire Policy plans. This guidance provides the detailed operational parameters a fire manager needs to help achieve resource management and fire protection goals and objectives identified in the Forest LRMP.

## D. Link to Land and Resource Management Plan

The FMP is developed to interpret strategic decisions made in the Forest Plan and translate them into tactical context for a response area. The operational processes identified in the FMP stem from decisions in the Forest Plan that comply with the National Forest Management Act (NFMA) of 1976, the regulations for National Forest Land and Resource Management Planning, and the National Environmental Policy Act (NEPA) of 1969.

## E. Authorities

The following acts authorize and guide fire management activities for the protection of National Forest System lands and resources (FSM 5101 and 5108):

1. Organic Administration Act, Act of June 4, 1897 (16 U.S.C. 551) authorizes the Secretary of Agriculture to make provisions for the protection of National Forests against destruction by fire.
2. Bankhead-Jones Farm Tenant Act, Act of July 22, 1937 (7 U.S.C. 1010, 1011) authorizes and directs the Secretary of Agriculture to develop a program of land conservation and land utilization to "assist in controlling soil erosion, reforestation, preserving natural resources, protecting fish and wildlife, . . . mitigating floods, . . . protecting the watersheds of navigable streams, and protecting the public lands. . . ."
3. Wilderness Act, Act of September 3, 1964 (16 U.S.C. 1131, 1132) authorizes the Secretary of Agriculture to take such measures as may be necessary in the control of fire within designated wilderness.
4. National Forest Management Act, Act of October 22, 1976 (16 U.S.C. 1600 et seq.) directs the Secretary of Agriculture to specify guidelines for land management plans to ensure protection of forest resources. Implementing regulations at Title 36, Part 219 of the Code of Federal Regulations (36 CFR 219.27) specify that consistent with the relative resource values involved, management prescriptions in forest plans must minimize serious or long-lasting hazards from wildfire.
5. Clean Air Act, as amended (42 U.S.C. 7401 et seq.) provides for the protection and enhancement of the nation's air resources and applies to the application and management of prescribed fire.
6. Healthy Forests Restoration Act (HFRA) – PL 108-148 to improve the capacity of the Secretary of Agriculture to conduct hazardous fuels reduction projects aimed at protecting communities, watersheds, and certain other at-risk lands from catastrophic wildfire, to enhance efforts to protect watersheds and address threats to forest and rangeland health, including catastrophic wildfire, across the landscape, and for other purposes on National Forest System lands.

The following additional authorities provide for Forest Service wildfire protection activities on other lands under appropriate circumstances:

Section 2. Relationship to Land Management Planning and Fire Policy

1. Economy Act of 1932, Act of June 30, 1932 (41 U.S.C. 686) provides for procurement of materials, supplies, equipment, work, or services from other federal agencies.

2. Granger-Thye Act, Act of April 24, 1950 (16 U.S.C. 572) authorizes expenditure of Forest Service funds to erect buildings, lookout towers, and other structures on land owned by states. It provides for the procurement and operation of aerial facilities and services for the protection and management of the national forests and other lands administered by the Forest Service.

3. Reciprocal Fire Protection Act, Act of May 27, 1955 (42 U.S.C. 1856) authorizes reciprocal agreements with federal, state, and other wildland fire protection organizations.

4. Wildfire Suppression Assistance Act, Act of April 7, 1989 (42 U.S.C. 1856) authorizes the Secretary of Agriculture to enter into agreements with fire organizations of foreign countries for assistance in wildfire protection.

The following references may be consulted for guidance on the minimum standards and procedures in various aspects of wildland fire management.

5. Federal Wildland Fire Management Policy and Program Review, Final Report, December 18, 1995, and the 2001 update establishes joint Federal wildland fire management principles, policy, and recommendations

6. Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 20, 2003 clarifies information in the report "Review and Update of the 1995 Federal Wildland Fire Management Policy" (January 2001) and sets forth direction for consistent implementation of policy at the operational level.

7. Field Managers Course Guide (NWCG, PMS 901-1) contains information on training principles and guidelines, wildfire training course systems, and course descriptions.

8. Firefighters Guide (NWCG, NFES 1571, and PMS 414-1) contains material concerning firefighting basic practices.

9. National Fire Danger Rating System User's Guide (NWCG, NFES 1522, PMS 430-3) provides information and guidelines on the National Fire Danger Rating System (NFDRS); information concerning location, instrumentation, and maintenance of fire danger weather stations; and instructions for predicting fire danger.

10. National Interagency Mobilization Guide (NFES 2092) guide provides current dispatching and mobilization direction and procedures.

11. Prescribed Fire Complexity Rating System Guide (NWCG, NFES 2474, PMS 424) provides guidance on the complexity elements and process to be used in determining the initial complexity of a project as high, moderate, or low.

12. Prescribed Fire Smoke Management Guide (NWCG, NFES 1279, PMS 420-1) provides guidelines for planning and managing smoke from prescribed fires to achieve air quality requirements through improved smoke management practices.

13. Weather Station Handbook - An Interagency Guide for Wildland Managers (NWCG, PMS 426-1) provides standards and procedures for situating, installing, operating, and maintaining automated and manual weather stations.

14. Draft Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide, March, 2006 provides unified direction and guidance for prescribed fire planning and implementation.

15. Wildland and Prescribed Fire Qualification System Guide (NWCG, PMS 310-1) provides descriptions, qualifications, and requirements for fire suppression and prescribed fire positions.

16. Standards for Fire and Aviation Operations (USDI Bureau of Land Management National Interagency Fire Center, Boise, ID) sets standards, policy, and agency specific direction for safe and effective fire and aviation management operations.

17. Incident Response Pocket Guide (NWCG, PMS 461) provides a number of checklists and management practices for use in responding to wildland fires and other incidents.

18. FSH 5109.17 – Fire and Aviation Management Qualifications Handbook establishes positions, qualifications, and certification requirements in fire and aviation management to ensure Forest Service personnel have the organization, training and qualifications to carry out fire and aviation management policies and programs in a safe, cost-efficient manner, consistent with land and resource management objectives.

19. Wildland Fire Use Implementation Procedures Reference Guide – February, 2005 provides direction, guidance and assistance in implementing the Federal Wildland Fire Management Policy, especially associated with the planning and implementation of wildland fire use.

20. Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide provides interagency guidance on carrying out the Federal Wildland Fire Management Policy. This guide is available from the Fire and Aviation Management Staff, Washington Office and is being replaced by documents 15, 10, and 2 above in the near future.

## Section II – Relationship to Land Management Planning and Fire Policy

### A. Reference to Planning and Documents

Forest-wide management goals, objectives, standards, guidelines, and desired conditions relevant to fire management planning are located in the CAF LRMP of 1988 and Amendments through, June 2002.

### B. Reference to Policy Documents

Numerous reports, strategies and plans have been developed over the past few years that provide guidance and direction relevant to fire management planning. A brief summary of these documents with highlights follows:

#### **1. Western National Forests – A Cohesive Strategy is Needed to Address Catastrophic Wildlife Threats (April 1999)**

In April of 1999, the General Accounting Office (GAO) issued a report, *Western National Forests – A Cohesive Strategy is Needed to Address Catastrophic Wildlife Threats*, that described the extent and seriousness of problems related to the health of national forests in the interior west; the status of efforts by the Forest Service to address the most serious of these problems; and barriers to successfully addressing these problems and options for overcoming them. The report contained a recommendation to the Secretary of Agriculture for developing a more cohesive strategy to address growing threats to national forest resources and nearby communities from catastrophic wildfires.

#### **2. Managing Impacts of Wildfires on Communities and the Environment – A Report to the President in Response to the Wildfires of 2000 (September 2000)**

In 2000, the Secretaries of Agriculture and Interior prepared a report, *Managing Impacts of Wildfires on Communities and the Environment*. This report made recommendations on how to best respond to the fires of 2000, reduce the impacts of those fires on communities, and ensure sufficient firefighting resources in the future.

#### **3. Protecting People and Sustaining Resources in fire-adapted Ecosystems – A Cohesive Strategy (October 2000)**

In October of 2000, the Forest Service prepared *Protecting People and Sustaining Resources in Fire-adapted Ecosystems – A Cohesive Strategy*. This document provides a strategic framework for reducing hazardous fuels buildup within wildland-urban interface communities, readily accessible municipal watersheds, threatened and endangered species' habitat, and other important local features. The objective of this strategy was to describe actions that could restore healthy, diverse, resilient ecological systems on a priority basis to minimize the potential for uncharacteristic intense fires.

#### **4. 2001 Federal Wildland Fire Management Policy and Program Review (January 2001)**

The *2001 Federal Wildland Fire Management Policy and Program Review* was chartered by the Secretaries of the Interior and Agriculture to ensure that Federal policies are uniform and programs are cooperative and cohesive. The review resulted in the 2001 Federal Fire Policy, which replaced the 1995 Federal Fire Policy. The review addressed five major areas and presented nine guiding principles fundamental to wildland fire management.

The success of the actions recommended in this report depends upon four things:

1. Every agency administrator must ensure that these policies are incorporated into all actions.
2. Fire professionals must work with agency administrators to make the policies work on the ground.
3. Managers and staffs must actively implement the recommendations and work with their constituents to ensure success.
4. Every employee of every agency must be committed to follow through on the ground.
5. A Collaborative Approach for Reducing Wildland Fire Risk to Communities and the Environment – 10 Year Comprehensive Strategy (August 2001)

In the FY 2001 Interior and Related Agencies Appropriations Act (P.L. 106-291), Congress directed the Secretaries of Agriculture and Interior to work with the Governors to develop *A Collaborative Approach for Reducing Wildland Fire Risk to Communities and the Environment – 10 Year Comprehensive Strategy*. This report was completed as directed in August of 2001 and reflects the views of a broad cross-section of governmental and nongovernmental stakeholders; outlines a comprehensive approach to the management of wildland fire, hazardous fuels, and ecosystem restoration and rehabilitation on Federal and adjacent State, tribal, and private forest and range lands in the United States; emphasizes measures to reduce risk to communities and the environment; and provides an effective framework for collaboration to accomplish this.

An open, collaborative process among multiple levels of government and a range of interests characterizes the fulfillment of this strategy. The end results sought by all stakeholders are healthier watersheds, enhanced community protection, and diminished risk and consequences of severe wildfires. The primary goals of the 10-year Comprehensive Strategy are:

6. Improve prevention and suppression.
7. Reduce hazardous fuels.
8. Restore fire-adapted ecosystems.
9. Promote community assistance.

Its three guiding principles are:

10. Priority setting that emphasizes the protection of communities and other high-priority watersheds at risk.
11. Collaboration among governments and broadly representative stakeholders.
12. Accountability through performance measures and monitoring for results.
13. A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment – 10-Year Comprehensive Strategy Implementation Plan (May 2002)

In May of 2002, *A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment – 10-Year Comprehensive Strategy Implementation Plan* was completed that describes a specific organizational approach and actions to achieve the 10-Year Comprehensive Strategy long term objectives. The Implementation

Plan outlines a five-step approach that includes planning, setting priorities, actions by strategy goal, funding, and monitoring/evaluation. Actions proposed in the plan included:

### **A. Improve Fire Prevention and Suppression**

- Prepare and implement a consistent preparedness-planning model for Federal agencies that provides cost-effective fire protection among all administrative boundaries, considers State and local protection needs and resources in the wildland-urban interface and is based on historic levels of fire activity.
- Improve fire suppression decision-making training for line officers, fire suppression managers, and responsible officials (including communication with local jurisdictional agency representatives regarding the outcomes of their decisions, risks, placement of firefighter resources, suppression strategies, and costs).
- Assess the training, equipment, safety awareness of, and services provided by rural, volunteer, and other firefighters that work in the wildland-urban interface and report those findings to Congress.
- Prepare awareness and training information on the use of minimum impact suppression activities and deliver through standard firefighting training programs.
- Develop and distribute a fire prevention plan template and materials for wildland-urban interface communities that includes strategies for training and technology transfer.
- Compile reports of wildland-urban interface communities protected as a direct result of suppressed wildland fire.

### **B. Reduce Hazardous Fuels**

- Utilize, as appropriate, the Forest Service's and the Department of Interior's combined Cohesive Strategy for all fire management plans.
- Develop a fire management plan template that incorporates the objectives and priorities established through the 10-Year Strategy and determine a schedule for implementation.
- Establish a common, Internet-based information management system for all five Federal wildlife fire fighting agencies and participating State or Tribal entities to provide status of wildland fires, fire regimes and condition classes, hazardous fuel treatment and thinning projects.
- Develop and implement a process for Federal, State, Tribal, and local government to collaborate on the annual selection of fuel treatment projects within their respective jurisdictions.
- Assess state and federal regulatory processes governing projects and activities done in conformance with the 10-Year Comprehensive Strategy and Implementation Plan and identify measures to improve timely decision-making.

### **C. Restore Fire-adapted Ecosystems**

- Provide training and guidance for Federal, Tribal, State, and private land managers/owners to enable rapid assessment of burned lands and the implementation of appropriate stabilization techniques.
- Provide research and develop products for restoration and rehabilitation treatments, including addressing invasive species considerations for promoting the establishment of native seed and plant material, to meet needs identified at the State/regional and Tribal level.
- Develop and implement a process for Federal, State, Tribal, and local government to collaborate on the annual selection of ecosystem restoration projects within their respective jurisdictions.

#### **D. Promote Community Assistance**

- Develop and adopt local land use plans and ordinances that provide for the maintenance of defensible space and fuel management on municipal and private property.
- Develop and maintain an accurate prioritized list of all communities designated by states as being at-risk of wildland fire, including contact information.
- Develop a memorandum of understanding among Federal wildland fire agencies and the National Association of State Foresters for promoting FIREWISE programs to more wildland urban interface communities.

#### **E. Thirtymile Accident Prevention Implementation Plan and Hazard Abatement Plan**

From the Forest Service investigation of the 30-Mile Fire, the *Thirtymile Accident Prevention Implementation Plan* was completed on December 14<sup>th</sup> of 2001. In response to OSHA violations, the Forest Service developed the *Hazard Abatement Plan* in March of 2002. Direction provided in these documents, as well as subsequent direction related to the Thirtymile incident is incorporated into this plan in various places.

#### **H. Cramer Accident Prevention Plan**

From the Forest Service investigation of the Cramer Fire, the *Cramer Accident Prevention Plan*. Direction provided in this document is incorporated into this plan in various places.

## **C. Goals and Desired Conditions**

The CAF Forest Plan describes forest-wide desired conditions, goals, objectives, and standards, as well as management area (MA) direction with respect to Fire Management.

#### **Desired Conditions**

During the past century of forest management, the influence of disturbance, particularly fire, has diminished. As a desired condition overall, the Carson National Forest (CAF) will be managed so that disturbances (including insects and diseases, fire, animals and human activities) do not obstruct expected uses, values, commodities, ecosystem functioning or the normal patterns of change. The susceptibility of vegetation to catastrophic fire and outbreaks of insect and disease pests will be reduced, where appropriate, through proactive vegetation, fire and fuels management practices that promote vigorous, productive, resilient and diverse ecosystems. A combination of suppression, prevention and fuel treatment activities will be used to restore fire to an ecological role in maintaining the CAF as a biologically diverse and sustainable ecosystem.

#### **Forest-Wide General Direction Statements Related to Fire**

- Wilderness Area Management:
  - 16– Maintain fire-dependent ecosystems using prescribed fires ignited naturally. Reclaim areas disturbed as part of fire control activities to meet the visual quality objective of retention.
- Fire Planning and Suppression

## Section 2. Relationship to Land Management Planning and Fire Policy

01 – Provide a level of protection from wildfire that is cost efficient and that will meet management objectives for the area considering the following:

- The values of the resources that are threatened by fire.
  - The probability of fire occurrence.
  - The fuel bed that fires will probably occur in.
  - The weather conditions that will probably influence fires that occur.
  - The costs of fire protection programs.
  - The social, economic, political, cultural, environmental, life and property concerns; and
  - Management objectives for the area. Use the Fire Management Analysis process (FSH 5109.19) for this analysis.
- **Escaped-Fire Suppression**

01 - Take suppression action on all escaped fires considering the following:

    - Public safety
    - Firefighter safety
    - The values of the resources threatened by the fire (both positive and negative).
    - Management objectives for the threatened area(s).
    - The fuel beds the fire may burn in.
    - The current and projected weather conditions that will influence fire behavior.
    - Natural barriers and fuelbreaks
    - Social, economic, political, cultural, and environmental concerns.
    - Costs of alternative suppression strategies. Use the Wildland Fire Situation Analysis to make this determination (FSM 5130.31).
  - **Fuel Treatment**

01 – Maintain fuel conditions, which permit fire suppression forces to meet fire protection objectives for the area.
  - **Vegetation Treated by Burning**

01 – Use prescribed fire to accomplish resource management objectives, such as reducing fuel load buildup, wildlife habitat improvement, etc.

02 – Limit use of prescribed fires on areas adjacent to riparian areas to protect riparian and aquatic values.

03 – Use unplanned ignition on areas identified in this Plan to achieve management objectives.
  - **Air Resource Management**

01 – Comply with State and Federal air quality standards. (see FSM 2120)

## Forest-Wide Standards and Guidelines Related To Fire

**Management Area Prescriptions:** A prescription for each management area will reflect the objectives and range of conditions that these objectives can be accomplished.

**Fire Suppression:** Fire suppression response will be appropriate for each fire ignition considering the fire environment and suppression forces. Appropriate actions to consider are confinement, containment, surveillance, and/or depending upon the specific fire situation, declaring the unplanned natural ignitions a prescribed natural fire and managing it according to the management area prescription. Every consideration will be given to use wildfire as prescribed fires to help meet management area objectives while providing for public safety and property protection.

## Wildlife

### Mexican Spotted Owl<sup>1</sup>

**Standards.**<sup>2</sup> Provide three levels of habitat management—protected, restricted, and other forest and woodland types to achieve a diversity of habitat conditions across the landscape.

Protected areas include delineated protected activity centers; mixed conifer and pine oak forest with slopes greater than 40 percent where timber harvest has not occurred in the last 20 years; and reserved lands which include wilderness, research natural areas, wild and scenic rivers, and congressionally recognized wilderness study areas.

Restricted areas include all mixed conifer, pine-oak, and riparian forests outside protected areas.

Other forest and woodland types include all ponderosa pine, spruce-fir, woodland, and aspen forest outside protected and restricted areas.

Allow no timber harvest except for fuelwood and fire risk abatement in established protected activity centers.

Allow for no timber harvest except for fire risk abatement in mixed conifer and pine-oak forests on slopes greater than 40 percent where timber harvest has not occurred in the last 20 years.

**General.** Breeding season is March to August 31.

Protected Areas – 600 acres around activity center Protected Activity Centers (found only on the Jicarilla Ranger District): Treat fuel accumulations to abate fire risk:

- Select for treatment 10 percent of the protected activity centers where nest sites are known in each recovery unit having high fire risk conditions. Select another 10 percent of the protected activity centers in which nest sites are known as a paired sample to serve as control areas.
- Designate a 100-acre “no treatment” area around the known nest site of each selected protected activity center. Habitat in the “no treatment” area should be as similar as possible in structure and composition as that found in the activity center.
- Use combinations of thinning trees less than 9 inches in diameter, mechanical fuel treatment, and prescribed fire to abate fire risk in the remainder of the selected protected activity center outside the 100-acre “no treatment” area.

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<sup>1</sup> 1996 Record of Decision for Amendment of Forest Plans

<sup>2</sup> These are excerpts taken from the 1996 Record of Decision Region-wide Amendment of Forest Plans specifically related to fire.

## Section 2. Relationship to Land Management Planning and Fire Policy

- Retain woody debris larger than 12 inches in diameter, snags, clumps of broad-leafed woody vegetation, and hardwood trees larger than 10 inches in diameter at the root collar.
- Select and treat additional PACs in 10 percent increments if monitoring of the initial sample shows there were no negative impacts or if there were negative impacts, which can be mitigated by modifying treatment methods.
- Use light prescribed burns in non-selected PACs on a case-by-case basis. Burning should avoid a 100-acre “no treatment” area around the activity center. Large woody debris, snags, clumps of broad-leafed woody vegetation should be retained and hardwood trees larger than 10 inches diameter at the root collar.

Pre- and post-treatment monitoring should be conducted in all PACs treated for fire risk abatement (see monitoring guidelines).

See other Standards and Guidelines for Mexican Spotted Owl by Management Area.

**Prescribed Fire.** Improve forage conditions by using prescribed fire where environmental analysis shows beneficial effects and in accordance with approved burning plans.

The management direction and goals in the Carson Forest Plan describe the desired future mosaic of land and resource conditions for the Carson National Forests and the planning, analysis, monitoring, and adjustments that must be done to make these goals a reality. Full attainment of these goals and objectives can be influenced by Congressional budget allocations, changed circumstances, or new information

### **Management Area Prescriptions (Standards and Guidelines)**

Refer to the Land Management Plan for the forest for specific direction.

### **Mexican Spotted Owl (1996 Record of Decision for Amendment of Forest Plans)**

#### Guidelines

**General.** Breeding season is March to August 31.

**Protected Areas.** 600 acres around activity center (Jicarilla Ranger District ONLY).

**Protected Activity Centers** (found only on the Jicarilla Ranger District). Treat fuel accumulations to abate fire risk:

- Select for treatment 10 percent of the protected activity centers where nest sites are known in each recovery unit having high fire risk conditions. Select another 10 percent of the protected activity centers in which nest sites are known as a paired sample to serve as control areas.
- Designate a 100-acre “no treatment” area around the known nest site of each selected protected activity center. Habitat in the no treatment area should be as similar as possible in structure and composition as that found in the activity center.
- Use combinations of thinning trees less than 9 inches in diameter, mechanical fuel treatment, and prescribed fire to abate fire risk in the remainder of the selected protected activity center outside the 100-acre “no treatment” area.
- Retain woody debris larger than 12 inches in diameter, snags, clumps of broad-leafed woody vegetation, and hardwood trees larger than 10 inches in diameter at the root collar.

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- Select and treat additional PACs in 10 percent increments if monitoring of the initial sample shows there were no negative impacts or if there were negative impacts, which can be mitigated by modifying treatment methods.
- Use light prescribed burns in non-selected PACs on a case-by-case basis. Burning should avoid a 100-acre “no treatment” area around the activity center. Large woody debris, snags, clumps of broad-leafed woody vegetation should be retained and hardwood trees larger than 10 inches diameter at the root collar.
- Pre- and post-treatment monitoring should be conducted in all PACs treated for fire risk abatement (see monitoring guidelines).

**Steep Slopes** (Mixed conifer outside protected activity centers with slopes greater than 40 percent that have not been logged within the past 20 years):

- In PACs with steep slopes, treat fuel accumulations to abate fire risk.
- Use combination of thinning trees less than 9 inches in diameter, mechanical fuel removal, and prescribed fire.
- Retain woody debris larger than 12 inches in diameter, snags, clumps of broad-leafed woody vegetation, and hardwood trees larger than 10 inches in diameter at the root collar.
- Pre- and post-treatment monitoring should be conducted in all PACs treated for fire risk abatement.
- In Reserved Lands (Wilderness, Research Natural Areas, Wild and Scenic Rivers, and Congressionally Recognized Wilderness Study Areas), allow prescribed fire where appropriate.

**Restricted Areas** (Mixed conifer & riparian forests outside of protected areas):

- Attempt to mimic natural disturbance patterns by incorporating natural variation, such as irregular tree spacing and various patch sizes, into management prescriptions.
- Encourage prescribed fire and prescribed natural fire to reduce hazardous fuel accumulation. To reduce ladder fuels and the risk of crown fire, thinning from below before burning may be desirable or necessary.

**Other Forest and Woodland Types** (Ponderosa pine, spruce-fir, woodland, and aspen forests outside protected and restricted areas):

Apply ecosystem approaches to manage for landscape diversity mimicking natural disturbance patterns by incorporating natural variation in stand conditions and retaining special features such as snags and large trees, utilizing appropriate fires, and by retention of existing old growth in accordance with forest plan old growth standards and guidelines.

**Ecosystem Management in Northern Goshawk Habitats (1996 Record of Decision for Amendment of Forest Plans, pp. 91-93)**

### **Applicability**

The northern goshawk standards and guidelines apply to the forest and woodland communities described below that are outside of Mexican spotted owl protected and restricted areas. Within Mexican spotted owl protected and restricted areas, the Mexican spotted owl standards and guidelines take precedence over the northern goshawk standards and guidelines. One or the other

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set of standards and guidelines apply to all forest and woodland communities but the Mexican spotted owl standards always take precedence in areas of overlap.

### **Standards**

Specific vegetation management for landscapes outside Goshawk post-fledging family areas, within post-fledging family areas, and within nesting areas are addressed in the Forest LRMP.

The order of preferred treatment of woody debris for landscapes outside Goshawk post-fledging family areas is 1) prescribed burning, 2) lopping and scattering, 3) hand piling or machine grapple piling, and 4) dozer piling.

The preferred treatment to maintain the desired structure for landscapes within nesting areas is to thin from below with non-uniform spacing and to use handtools and fire to reduce fuel loads. Lopping and scattering of thinning debris is preferred if prescribed fire cannot be used. Piling of debris should be limited. When necessary, hand piling should be used to minimize compaction within piles and to minimize displacement and destruction of the forest floor and the herbaceous layer. Do not grapple or Dozer pile debris.

Low intensity ground fires are allowed at any time in all forested cover types, but high intensity crown fires are not acceptable in the post-fledging family area or nest areas. Avoid burning the entire home range of a goshawk pair in a single year. For fires planned in the occupied nest area, a fire management plan [prescribed fire plan] should be prepared. The fire management plan [prescribed fire plan] should minimize the risk of goshawk abandonment with low intensity ground fire burns in the nesting area. Prescribed fire within nesting areas should be planned to move with prevailing winds away from the nest tree to minimize smoke and the risk of developing a crown fire, thereby driving the adults off or consuming the nest tree.

### **Forest-wide goals and objectives are identified below:**

- Reduce the amount and intensity of severe wildland fires.
- Where appropriate, reintroduce fire into fire-dependant ecosystems.

Reduce the threat of wildfire damage to human communities and natural resources

- **Fuel Treatment**
- Standard – Prescribed fire is authorized forestwide. (Use prescribed fire in wilderness only to meet wilderness fire management objectives.)  
**Standard.** Wildland fire will be used to protect, maintain and enhance resources and as nearly as possible allow to function its natural ecological role. In areas authorized for wildland fire use, the full range of management responses—from full suppression to monitoring—may be used.

### **Management Area (MA )Direction**

The following is a summary table that displays management areas identified in the Forest LRMP and the appropriate suppression response that is allowed within each of those management areas, as well as significant management restrictions.

For more specifics on each Management Area refer to the LRMP.

**Table II-1. Fire Management Direction Summary Table****Table 2**

Description of MA	Primary Resource Emphasis	Appropriate Suppression Response					Appropriate Fire Management Activity
		Confine	Contain	Control	Restrictions	Planned	Natural
Developed Recreation Sites	Emphasis is for developed recreation in existing and proposed facilities.	No	No	Yes	Least costs plus loss	No	No
Winter Sports Sites	Provide for existing winter sports, downhill skiing, cross country skiing and dispersed recreation rest of the year	No	Yes	Yes	Least costs plus loss	Yes	No
Admin Sites	Provide for administrative sites	No	No	Yes	Least costs plus loss	No	No
Utility Corridors	Emphasis is for major oil and gas pipelines, electrical, telephone lines and water lines.	No	No	Yes	Least costs plus loss	No	No
Semi primitive Motorized Recreation Opportunity	Emphasis is for motorized recreation opportunities, such as snowmobiling, four wheeling, motorcycling	Yes	Yes	Yes	Least costs plus loss	Yes	No
Rural and Roaded-Natural Recreation Opportunity	Motorized and nonmotorized recreation activities.	Yes	Yes	Yes	Least costs plus loss	Yes	No
Semi primitive Nonmotorized Recreation Opportunity	Recreation in both roaded and unroaded areas.	Yes	Yes	Yes	Least costs plus loss	Yes	No
Wildlife Habitat for Management Indicator Species	Habitat needs of one or more management indicator species	Yes	Yes	Yes	Least costs plus loss	Yes	No
Aspen Management	Maintaining and improving aspen sites	Yes	Yes	Yes	Least costs plus loss	Yes	No
Big Game Winter Range	Improve and maintain forage and cover on winter ranges	Yes	Yes	Yes	Least costs plus loss	Yes	No
Livestock Grazing	Emphasis on improving and maintaining range conditions	Yes commo with range staff	Yes	Yes	Least costs plus loss	Yes	No
Wood-Fiber Production and	Emphasis on wood-fiber production and utilization of saw	Yes communi cating	Yes	Yes	Least costs plus loss	Yes	No

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Utilization (saw logs)	timber	with timber staff					
Wood-Fiber Production and Utilization for Products other than Saw timber	Emphasis on Small diameter timber utilization	Yes	Yes	Yes	Least costs plus loss	Yes	No
Primitive Wilderness Opportunities	Emphasis is to provide protection and perpetuation of natural bio-physical conditions	Yes	Yes	Yes	MIMT suppression tactics when needed light hand on the land	No	No
Semi primitive Wilderness Opportunities	Emphasis is to provide protection and perpetuation of natural bio-physical conditions	Yes	Yes	Yes	MIMT suppression tactics when appropriate	Yes	No
Riparian Area Management	Management of all the component ecosystems of riparian areas.	No	Yes	Yes	Least costs plus loss	Yes	No
Special Interest Areas	Protection of areas	Yes	Yes	Yes	Least costs plus loss, aggressively suppress fires that endanger areas	No	No

**Carson Forest Plan Standards and Guidelines for Wildfire Suppression**

1. **Standard.** Human life (firefighter and public safety) is the highest priority during a fire. Once firefighters have been assigned to a fire, their safety becomes the highest value to be protected. Property and natural and cultural resources are lower priorities.

**Guideline.** When assigning protection priorities to property and natural and cultural resources, decisions will be based on relative values to be protected, commensurate with fire management costs.

2. **Standard.** Human-caused fires (either accidental or arson) are unwanted wildland fires, and will be suppressed. Natural ignitions will be suppressed in areas not covered by an approved fire management plan.

**Guidelines:**

- a. Fires are suppressed at minimum cost, considering firefighter and public safety, benefits and values to protected, consistent with resource objectives. Implement low impact fire use tactics in the project area and other sensitive locations where possible while maintaining the most cost effective procedures possible.
- b. Maintain fire support services (dispatch, cache, communications, etc.). Train and maintain forces held in reserve for support to initial attack or as reinforcements on escaped fires (hotshot crews and special equipment).
- c. Cooperate as a partner in wildland/urban interface wildland firefighting, reduce hazardous fuels, cooperate in prevention and educational opportunities and provide technical assistance.

3. **Standard.** Return fire to its more natural role in the ecosystem consistent with safety of persons, property and other resources.

**Guideline.** Treat activity-created fuels to meet initial attack objectives. Fuelwood utilization is a major emphasis to reduce forest residues. YUM, RUM, and other yarding techniques are employed to facilitate increased fuelwood utilization in areas easily accessible to the public. Natural fuels will be treated in conjunction with activity-created fuels or by fire management area prescriptions.

4. **Standard.** Implement Wildland and Prescribed Fire Policy based on the Wildland Prescribed Fire Management Policy Implementation Procedures Reference Guide. A Wildfire Implementation Plan (WFIP) will be initiated for all wildland fires that have an approved WFI Plan. Preparation of the WFIP will follow the direction given in the Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide.

**Guidelines:**

- a. Fire use will be initiated on vegetation types where the natural role of fire has been identified through a Wildland Fire Implementation Plan. A decision for fire use within the wilderness shall not be based on benefits to wildlife, maintenance of vegetation types, improvements in forage production, or enhancement of other resource values. Fire use will be used to control invasion of woody and tree species into natural openings, grasslands, and meadows. There may be additional benefits, which result from the decision of fire use but are not objectives for managing fire in wilderness. Planning...Every area with burnable vegetation must have an approved fire management plan. Fire management plans must be consistent with firefighter and public safety, values to be protected, and land and resource management plans, and must address public health issues. Fire Management Plans must also address all potential wildland fire occurrences and include the full range of fire management actions. All use of fire for resource management requires a formal prescription. Management actions taken on wildland fires will be consistent with approved fire management plans.
- b. Reduce to an acceptable level the risks and consequences associated with unwanted wildland fire within the forest and wildland/urban interface. Reduce unnatural fuel loadings, fire proof adjacent private lands, promote wildlife food, cover values, and increase livestock forage productivity.
- c. Smoking, campfire, and powersaw restrictions, hoot owl shifts, and area closures will be implemented according to Forest Fire Restriction and Closure Plan (Tool Box) and Forest Industrial Fire Precaution Plan.
- d. Accomplish fire prevention activities by continued participation in public education, personal contacts, and regulated use.

**Prescribed Fire**

1. **Standard.** Prescribed fire is authorized forestwide. (Use prescribed fire in wilderness only to meet wilderness fire management objectives.)
2. **Standard.** Wildland fire will be used to protect, maintain and enhance resources and as nearly as possible allow to function its natural ecological role. In areas authorized for wildland fire use, the full range of management responses—from full suppression to monitoring—may be used.

**Guidelines:**

- a. When Wildland fire use is authorized there will be exceptions:
  - Administrative sites
  - Developed recreation sites

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- Summer home sites
- Designated communication sites
- Oil and gas facilities
- Mining facilities
- Above-ground utility corridors
- High-use travel corridors.
- Complete fire management analysis planning and designate fire management areas within the first decade. A wildland fire implementation plan will be initiated for all wildland fire if appropriate.
- Continue to collect information on and evaluate the effectiveness of implemented prescribed fire prescriptions during the first decade.
- Fuelbreaks are constructed and maintained in the timber type following each silvicultural treatment by mechanical treatment and/or prescribed fire.
- Continue fuels management inventory through the preattack planning process.
- Activity and natural fuels are treated by lopping and scattering, crushing, removing, chipping, and prescribed broadcast burning.
- Achieve better dispersal of smoke through management of fire use by identifying and avoiding smoke sensitive areas and reducing emission. Complying with the State Air Quality Standards and the NAAQS.
- Maintain high quality visual conditions in the Wheeler Peak Wilderness. The form, line, texture, and color of characteristic landscapes will be clearly distinguishable when viewed as middle ground. Cultural resources and ecosystems will remain unmodified by long duration air pollutants. Determine baseline information and the background condition of the above air quality related values and specify limits of acceptable change that will protect values in Class I airsheds.

**Standard** - Assist and coordinate with the state in developing and applying air quality and smoke management standards. Maintain agreements with cooperating agency.

**Guideline** - Reduce hazardous fuels. The full range of fuel reduction methods is authorized, consistent with forest and management area emphasis and direction.

# Section III – Wildland Fire Management Strategies

## A. General Management Considerations

Fire management will be directly influenced by guiding principles and goals delineated in the *2001 Federal Wildland Fire Management Policy and Program Review, A Collaborative Approach for Reducing Wildland Fire Risk to Communities and the Environment – 10 Year Comprehensive Strategy*, the Washington Office Fire and Aviation Operations Action Plan, and other recent guiding documents.

Emphasis areas will include improving prevention and suppression activities; reducing hazardous fuels – particularly around communities, interface areas, and high-priority watersheds at risk; restoring fire adapted ecosystems; promoting collaboration among governments, communities, and stakeholders; and being accountable through performance measures and monitoring for results.

In pursuing these activities, firefighter and public safety will dominate actions; and decisions will incorporate sound risk management and consider economic viability based on values to be protected, costs, and land/resource management objectives. Based on the best available science, the role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process at all levels.

## B. Wildland Fire Management Goals

Goals of this fire management plan provide the programmatic direction for the wildland fire program. Development of these goals reflects Forest Plan direction as well as direction found in the 2000 Federal Fire Policy and support goals and guiding principles of the Comprehensive Strategy.

### Improve Prevention and Suppression

- Make firefighter and public safety the highest priority in every fire management activity.
- Provide a high standard of fire protection capability based upon budget allocations and available training opportunities that meet Forest Plan objectives, respond to the needs of cooperators, and meet public expectations.
- Execute suppression and fire use activities safely, efficiently and effectively, using the Job Hazard Analysis.
- Implement the appropriate management response and manage wildland fires at minimum cost consistent with land and resource management objectives, and fire management direction contained in the PSICC Forest LRMP, and Regional and National policies.
- Design suppression and fire use activities to protect and/or restore/enhance the soil resource, rangeland allotment forage, riparian areas, fisheries and wildlife habitat, and vegetative composition and diversity at the landscape level. (Incident

Commanders have the authority to supersede natural and cultural resource considerations and constraints to provide for safety to firefighters, other personnel, and the public when a potentially life-threatening situation exists – FSM 5130.45 - 1).

- Utilize Fire Prevention technicians and the Forest Fire Prevention Officer to promote FIREWISE tactics, promote acceptance of fire management activities through education, promote the use of burning permits, and reduce human-caused starts.

#### Reduce Hazardous Fuels/Restore Fire Adapted Ecosystems

- Utilize Fire Use to accomplish Goal 3 of the 10-year Comprehensive Strategy Implementation Plan—“Restore Fire-adapted Ecosystems”. Focus on number of high priority acres moved to a better condition class per million dollars of gross investment as the performance measure, as indicated in the Implementation Plan.
- Except where such activities and practices threaten public safety or adversely affect the resources adjacent to or outside designated wilderness areas, allow fire to play a role compatible with the restoration and perpetuation of the natural diversity of plants and animals.
- Consider, when implementing fire management activities and practices, existing fuel accumulations and fuels created by vegetative treatments, and estimate fire behavior through modeling to: (1) define potential conflicts with smoke management and air quality in local zones and adjacent down-range zones; (2) prioritize opportunities (based on condition class, fire regime, and location) that provide the widest treatment window and are least weather dependent; and (3) test all alternatives in the social and political environment.
- Meet or exceed air quality standards developed by the State of Colorado for all fuel treatment activities.
- Maximize use of NFPORS as a planning tool and to ensure accountability and provide for monitoring – complete an annual summary report of monitoring and evaluation of 1<sup>st</sup> and 2<sup>nd</sup> order fire effects for relevant past, present, and future prescribed fire activities.
- Assist the Forest Planning Team in developing fire management goals and objectives/standards that maximize fire use based on the best available science.
- Develop accurate GIS maps that portray condition class, fire regime, and fuel model by polygon.

#### Promote Community Assistance

- Coordinate suppression and fire use activities with adjacent landowners, and other government agencies identified in the site-specific analysis, documentation and corresponding decision.
- Notify the public prior to implementing any fuel treatments via a news release(s) in local newspaper(s) and follow any additional direction in the NEPA document for a particular project.
- Use Forest Historian when coordinating suppression and fire use activities with Indian Tribes and State SHPO.

- Promote the importance of public education and participation in all Fire Management areas, providing citizens the opportunity to better understand, appreciate, and make informed conclusions concerning the program.
- Assist in completing community fire plans and provide expertise for their successful implementation.
- Continue dialogue and assistance with local RFD's and understand their role in Community Fire Plans.

## C. Wildland Fire Management Options

This section displays the scope of wildland fire management program components that will be implemented within the Forest or administrative unit and further developed through the FMP. For the CAF, three fire management components will be pursued: **wildland fire suppression** (suppression of all unwanted wildland fires); **fire use** (the use of both natural ignitions in areas designated for wildland fire use under an approved plan, and management-ignited prescribed fires to meet resource objectives); and **non-fire fuels management applications** (mechanical treatments to modify fire behavior and reduce wildfire risk).

### 1. Appropriate Management Response

The concept of appropriate management response is integral to fire management policy. Management responses are programmed to accept resource management needs and constraints, reflect a commitment to safety, are cost effective, and accomplish desired objectives while maintaining the versatility to varying intensity as conditions change. The term **appropriate management response** is defined as **the specific actions taken in response to a wildland fire to implement protection and/or fire use objectives**. It allows managers to utilize a full range of responses. It does not lock tactical options to fire type designations. As conditions change, the particular response can change to accomplish the same objective. Appropriate management response options can include:

- **Monitoring from a distance** - Fire situations where inactive fire behavior and low threats require only periodic monitoring from a nearby location or aircraft.
- **Monitoring on-site** - Fire situations that require the physical placement of monitors on the fire site to track the fire's spread, intensity, and/or characteristics.
- **Confinement** - Actions taken when fires are not likely to have resource benefit and an analysis of strategic alternatives indicates threats from the fire do not require costly deployment of large numbers of suppression resources for mitigation or suppression. Typically these fires will have little to no on-the-ground activity and fire movement remains confined within a pre-determined area bounded by natural barriers or fuel changes.
- **Monitoring plus contingency actions** - Monitoring is carried out on fires managed for resource benefits but circumstances necessitate preparation of contingency actions to satisfy external influences and ensure adequate preparation for possible undesirable developments.
- **Monitoring plus mitigation actions** - Actions on fires managed for resource benefits that either pose real, but not necessarily immediate, threats or do not have a totally naturally defensible boundary. These fires are monitored but operational actions are developed and implemented to delay, direct, or check fire spread, or to contain the fire to a defined area, and/or to ensure public safety (through signing, information, and trail/area closures).
- **Initial attack** - A planned response to a wildfire given the wildfire's potential fire behavior. The objective of initial attack is to stop the spread of the fire and put it out at least cost. This

is an action where an initial response is taken to suppress wildfires consistent with firefighter and public safety and values to be protected.

- **Wildfire suppression with multiple strategies** - This action categorizes wildfires where a combination of tactics such as direct attack, indirect attack, and confinement by natural barriers are utilized to accomplish protection objectives as directed in a Wildland Fire Situation Analysis (WFSA).
- **Control and extinguishments** - These actions are taken on a wildfire when the selected WFSA alternative indicates a control strategy. Sufficient resources are assigned to achieve control of the fire with a minimum of acres burned.

The appropriate management response is not a replacement term for prescribed natural fire, or the suppression strategies of control, contain, confine, limited or modified, but it is a concept that offers managers a full spectrum of responses. It is based on objectives, environmental and fuel conditions, constraints, safety, and ability to accomplish objectives. It includes wildland fire suppression at all levels, including aggressive initial attack. Use of this concept dispels the interpretation that there is only one way to respond to each set of circumstances

The purpose of giving management the ability to select the appropriate management response on every wildland fire is to provide the greatest flexibility possible and to achieve greater balance in the program.

#### **a. Wildland Fire Suppression**

All unwanted wildland fires on the CAF will be suppressed. Unwanted wildland fires include (1) all person-caused fires; (2) natural ignitions in areas designated for wildland fire use under an approved plan that either threatens to exceed their prescriptive criteria for wildland fire use or that exceed the tactical capabilities of assigned resources; (3) prescribed fires that are declared wildfires; and (4) all natural ignitions outside wildland fire use areas.

The appropriate management response to these unwanted fires will include specific strategies and actions executed to meet the objectives identified in the LMP. Measures to protect life and provide for firefighter and public safety will be developed and applied during implementation of all suppression actions. Every firefighter, every fireline supervisor, every fire manager and every line officer must accept personal responsibility to ensure compliance with safe firefighting operations. Preplanning, situational awareness, monitoring success and failure, and expediting the pre-positioning of resources to safely complete objectives will be utilized during these efforts.

The appropriate management response will meet FMP direction and may range from control, minimizing the acreage burned, to monitoring a specific wildfire confined to a predetermined area where and when appropriate based upon the Wildland Fire Situation Analysis (WFSA). Any wildland fire managed under a suppression strategy can not be used to meet resource objectives (Federal Wildland and Prescribed Fire Policy, 1995).

#### **b. Fire Use**

Fire Use includes both **wildland fire use** and **prescribed fire** to meet resource objectives. Success is dependent upon the accuracy of predictions, and the estimated effects measured against site-specific resource objectives and desired conditions.

**Wildland Fire Use** – is the application of the appropriate management response to naturally-ignited wildland fires to accomplish specific resource management objectives in predefined designated areas. Wildland Fire Use is based upon the integration of ecological principles, processes and desired conditions. This approach to fire management ensures the use

of sound scientific information, ecological and silvicultural knowledge, and the freedom to adapt that knowledge to local landscape conditions. Wildland Fire Use will be designed to accommodate the ecological capabilities of each site in order to maintain, restore or perpetuate desirable forest conditions.

Wildland Fire Use operations will supplement planning efforts with accurate monitoring, evaluation and recommendations for future actions. The objective is to provide assurance that fire use from either management ignitions or natural ignitions promotes restoration, maintenance, or the perpetuation of desirable ecosystem characteristics, based upon the land management goals for a particular landscape.

**Prescribed Fire** – is the management of ignited fires to meet site-specific objectives. These actions result from integrated planning efforts and require a prescribed fire plan and prescription. The burn plan describes the conditions under which the fire may be ignited by hand, ground-based vehicle or aerial applications

### c. **Non-Fire Fuels Management Applications**

Mechanical treatment of fuels is a viable and necessary component of the overall Forest fuels management program. Mechanical treatments may include, but are not limited to: salvage logging, commercial thinning, whole tree yarding, yarding tops, yum (yarding unmerchantable material) yarding, handpiling, hand slashing and pre-commercial thinning, machine piling, and lopping. Impacts of these fuels management techniques will be analyzed during the NEPA process so that alternatives can be assessed in order to compare potential impacts of these techniques on soils, water, and other resources.

## D. Description of Wildland Fire Management Strategies by Fire Management Units

### *Introduction*

The Carson National Forest is located in northern New Mexico stretching from the Merino Valley east of the Sangre de Cristo Mountains across to the Four Corners region and north to the southern border of Colorado. Elevations range from around 5,500 feet MSL to mountain peaks greater than 13,000 feet Mean Sea Level (MSL). The Forest encompasses more than 1.5 million acres of Federal jurisdiction. Lower elevation lands are typically in private ownership or are managed by the Bureau of Land Management (BLM). Small inholdings of State land are located adjacent to the Forest in several locations. The Carson National Forest includes six Ranger Districts: Canjilon, El Rito, Jicarilla, Camino Real, Tres Piedras, and Questa. The Jicarilla Ranger District is co-managed with the Farmington Field Office of the Bureau of Land Management.

Appendix Q Fire Management Zones.

The Carson National Forest is divided into three Fire Management Units (FMU): TB – Timber; WL – Woodland; and WD – Wilderness

### **TB - Timber**

**Ponderosa Pine** (17% of total):

There are two management areas that address ponderosa pine: Management area 4 is ponderosa pine under 40 percent and Management area 5 is mixed conifer and ponderosa pine over 40 percent.

The ponderosa pine vegetative type is the largest of the Carson's commercial zone. There are two general stand conditions that occur in Management area 4.

Ponderosa pine with gambel oak understory occurs on a wide variety of elevation and climatic ranges, however, it is most commonly found on warm, dry slopes. The oak usually comes in after a site disturbance, such as fire or logging. The understory is characterized by relatively pure stands of ponderosa pine regeneration with inclusions of Douglas fir, white fir, gambol oak, pinon pine and juniper, with ponderosa pine being the dominant species that occupies more than 75 percent of this site. Ponderosa pine can be found in transition zones between pinon-juniper, Douglas-fir and white fir and is most productive in this zone. Natural fuel accumulations range from light to heavy, 5 tons to over 15 tons per acre, and fire occurrence is the highest on the forest. Logging and precommercial thinning can add 10 to 30 tons per acre. These accumulations

can produce sufficient heat and flame length to kill residual trees during periods of high or extreme fire danger. Dispersed recreational use is heavy and risk of person-caused fires is high.

Most of the remaining overmature trees and large snags within the pine type are on the steep slopes of Management area 5, and extend to Management area 4. Snags are important to snag dependent species of wildlife as we get into areas where snags are less frequent.

**Mixed Conifer** (13% of total):

The size and distribution of aspen patches provide a living map of fire history or other catastrophes. Wildfires have played an important role in the history of this area. Man has been controlling wildfires for approximately 80 years and natural mortality has resulted in fuel loadings of 10 tons to 100 tons per acre. Grasses and forbs are quick to take over a burned area and vegetative succession begins again. Douglas fir, mistletoe and spruce budworm are prevalent and are responsible for many small concentrations of snags.

The woody vegetative composition of this unit is variable and consists of overstories and understories of ponderosa pine, Douglas-fir, white-fir, Engelmann spruce and aspen in a wide variety of mixtures.

The lower elevation range borders the pure ponderosa pine type and the upper range borders the spruce/fir type.

Although large fires have occurred in this area, the frequency is quite low with the exception of extremely dry seasons. During these periods, this area fire can become very active as the fires in the 1994, 1996, 2000, and 2002 fire seasons resulted in active fire behavior in areas of higher elevation.

**Other** (spruce, aspen) (13% of total):

This area has an overstory of aspen with an understory ranging from forbs and grass to sparse conifer reproduction, usually white-fir, corkbark fir or spruce. Acres of aspen stands with stocked conifer understories are included, without treatment those stands with conifer understory or grass will convert to conifer or grass type as the aspen overstories dies, thus losing the aspen component. The existing aspen stands are a direct result of past wildfires. Aspen stands provide natural firebreaks that aid in stopping wildfires that originate in the adjacent vegetative types. The only fire occurrence is from adjacent vegetative types.

**Values:**

- Private lands & homes, archaeological and historical sites, Visual aesthetics, Water quality, special status species.

**Unit Objectives:**

- Carson Forest Plan Management Area objectives.
- Protection of human life, archaeological and historic sites, and private property.

**Wildland Fire Management Direction:**

- Ensure that wildland fire is contained within natural or man-made barriers/firebreaks.
- Utilize wildland fire for resource benefit where appropriate.

**Wildland Fire Suppression Recommendations and Restrictions:**

- Ambient air quality standards (PM-10 & PM-2.5) for adjacent communities will not be violated from WFU fires in this area.
- Unacceptable soil and water quality impacts outside wilderness as defined by standards and guidelines established in the Forest Plan will be avoided.
- If T&E/Special status species plant or animal communities present – adhere to Forest Plan restrictions.
- When preparedness level is 3, 4, or 5, the objective in this vegetative type will be to suppress all fires within two miles of lands of another ownership at 40 acres or less by the most economical means to protect life and property. In other areas or when the preparedness level is 3 or less the objective will be to suppress wildfires at 160 acres or less by the most economical means. The total burned area will not exceed 40 acres per year when the preparedness level is 3, 4, or 5.

**General Guidance for Prescribed Vegetation Treatments (site-specific EA required):**

- Reduce hazardous fuel loading and the risks of wildland fire escaping public lands.
- To maintain or create diverse seral stages and improve herbaceous understory in aspen and mixed mountain shrubland vegetation types.
- Increase the quantity of sagebrush shrublands by reducing the encroachment of pinon-juniper and oak woodlands on sagebrush communities.
- Reduce the risks of large-scale fires in critical watershed areas.
- Reduce fuels around significant cultural sites and adjacent private values.

**WL - Woodland**

**Woodland** (43% of total):

There are two conditions that exist in this area; Pinon pine, Rocky Mountain juniper and Cedar comprising the tree canopy with a wide variety of grass, forbs and shrubs in the understory. The transition zone where the pinon-juniper woodland type joins the ponderosa pine, is characterized by dry, warm climatic conditions and poor ponderosa site productivity classes.

There are numerous two-track nonsystem roads that provide access into the area.

**Unit Description** Elevations range from about 6,000 feet to just over 7,500 feet above sea level. The lower to mid elevation vegetation is mountain shrublands dominated by Gambel’s oak with associated shrubs that include mountain mahogany, chokecherry and snowberry. Typical species in the drier sites include mountain sagebrush, rabbitbrush, and grasses. The drier, low elevation sites are made up of open pinon-juniper woodlands that can include; sagebrush, oak, serviceberry, and mountain mahogany, mixed with grasses and forbs.

**Values:**

- Private lands & homes, archaeological and historical sites, visual aesthetics, water quality, special status species.

**Unit Objectives:**

- Carson Forest Plan Management Area objectives.
- Protection of archaeological and historic sites.

**Wildland Fire Management Direction:**

- Lower priority for suppression and managed using the appropriate management response commensurate with pre-determined constraints (possible negative affects to values and unit objectives).
- Ensure that wildland fire is contained within natural or man-made barriers/firebreaks.
- Utilize wildland fire for resource benefit where appropriate.

**Wildland Fire Suppression Recommendations and Restrictions:**

- Ambient air quality standards (PM-10 & PM-2.5) for adjacent communities will not be violated from WFU fires in this area.
- Unacceptable soil and water quality impacts outside wilderness as defined by standards and guidelines established in the Forest Plan will be avoided.
- If T&E/Special status species plant or animal communities present – adhere to Forest Plan restrictions.
- The suppression objective is to suppress all fires at less than one acre during all periods when the managed age class consists of seedlings, saplings and poles. The objective will be to manage fires in these age classes in accordance with the management area prescription.

**General Guidance for Prescribed Vegetation Treatments (site-specific EA required):**

- Reduce hazardous fuel loading and the risks of wildland fire escaping public lands.
- To maintain or create diverse seral stages and improve herbaceous understory in aspen and mixed mountain shrubland vegetation types.

## Section 3 – Wildland Fire Management Strategies

- Increase the quantity of sagebrush shrublands by reducing the encroachment of pinon-juniper and oak woodlands on sagebrush communities.
- Reduce the risks of large-scale fires in critical watershed areas.
- Reduce fuels around significant cultural sites.

### **WL – Wilderness**

#### **Wilderness.** (14% of total)

The landscape is characterized by steep, high-elevation, mountainous terrain dissected by several deep drainages. Deep canyons and valleys are abundant which contain lakes, streams. Elevations range from 8,000 feet to just over 13,000 feet above sea level. These areas are moderate recreation use areas and include recreational rivers, and other developed recreation complexes. The higher elevations or north-facing slopes are a combination of aspen and mixed conifer, primarily Douglas fir, Englemann spruce, and sub-alpine fir. Lower elevations are primarily mountain shrublands dominated by Gambel's oak with associated shrubs that include mountain mahogany, serviceberry, chokecherry and snowberry. Many areas above 12,000 feet elevation feature large expanses of alpine tundra and alpine willow along with large rock escarpments.

#### **Values:**

- Developed recreation facilities, ski areas, visitor safety, private lands, cabins & ski huts, historical sites, visual aesthetics, scenic values, Wilderness characteristics, special status wildlife species.

#### **Unit Objectives:**

- Carson Forest Plan Management Area objectives.
- Permit lightning caused fires to play, as much as possible, their natural ecological role.
- Prevent irreversible and irretrievable impacts to naturalness & roadlessness.
- Protect visual aesthetics and scenic values.
- Conservation of special status species plant and animal communities.
- Reduce to an acceptable level, the risks and consequences of wildland fire within or escaping from the area.
- Protection of known significant archaeological and historic sites.

#### **Wildland Fire Management Direction:**

- Lower priority for suppression.

- If pre-determined criteria have been specified and are met, naturally occurring fires may be managed under a Wildland Fire Use strategy.
- Wildfires under a suppression strategy will be managed using the appropriate management response commensurate with pre-determined constraints (possible negative affects to values and unit objectives).
- Ensure that wildland fires under a suppression strategy are contained within natural or man-made barriers/firebreaks.

**Wildland Fire Suppression Recommendations and Restrictions:**

Should a wildfire require suppression action, the appropriate suppression response will include considerations to protect the wilderness or natural, undeveloped integrity of the area, and not cause undue damage. This will include use of Minimum Impact Suppression Tactics wherever possible.

Ambient air quality standards (PM-10 & PM-2.5) for adjacent communities will not be violated from WFU fires in this area.

- Unacceptable soil and water quality impacts outside wilderness as defined by standards and guidelines established in the Forest Plan will be avoided.
- T&E/Special status species plant or animal communities present - minimize surface disturbance (by using retardant, water, engines/wet lines, backfires, etc.) and limit motor vehicle use to existing roads and trails.

**Historical fire occurrence and fire situation:**

- Fire occurrence is low within these areas, typically less than five ignitions per year.
- Lightning is the primary ignition source but some human caused fire also occurs.
- Area is characterized by a cool, moist climate; average high temperatures during the summer run between 55-75 degrees and low relative humidity's run between 20-25%
- Area experiences a split fire season, with the first drying trend running late May to early July. This drying period is halted by monsoon moisture, which arrives in early July. Due to the heavy snow accumulations over much of the area, fire occurrence during this first drying period is rare except for very poor snow years. The monsoon breaks down in August thus starting the second drying period, which continues into October. This drying period is most likely to experience conditions favorable for fires.
- The predominant fire regime is a low frequency/high intensity regime. Fire behavior is often minimal due to the cool, moist climate, and most ignitions are single tree type fires that affect less than 1 acre. Over time however, persistent drought conditions can create situations where conifers can easily torch once ignited and ground fuels will also support fire spread. Combined with a strong wind event, active crown runs can occur during extended dry periods that can create stand replacing fires of medium to large size (100+ acres).

- Rock escarpments, wet meadows, and avalanche chutes are found throughout the area which provides numerous breaks in fuel continuity.

**General Guidance for Prescribed Vegetation Treatments (site-specific EA required):**

- Reduce to an acceptable level, the risks and consequences of unwanted wildland fires within Wildland Fire Use areas or wildland fires escaping from Wildland Fire Use areas.
- To allow for the development of vegetation types that natural events would produce within these areas.
- To maintain or create diverse seral stages and improve herbaceous understory in sagebrush, mixed mountain shrublands/aspen vegetation types.
- Reduce fuels around significant cultural sites, developments, and other public or private improvements.
- Reduce the potential for epidemic levels of insect activity.

Ambient air quality standards (PM-10 & PM-2.5) for adjacent communities will not be violated from WFU fires in this area.

- Unacceptable soil and water quality impacts outside wilderness as defined by standards and guidelines established in the Forest Plan will be avoided.
- T&E/Special status species plant or animal communities present - minimize surface disturbance (by using retardant, water, engines/wet lines, backfires, etc.) and limit motor vehicle use to existing roads and trails.

**Historical fire occurrence and fire situation:**

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- Reduce to an acceptable level, the risks and consequences of unwanted wildland fires within Wildland Fire Use areas or wildland fires escaping from Wildland Fire Use areas.
- To allow for the development of vegetation types that natural events would produce within these areas.
- To maintain or create diverse seral stages and improve herbaceous understory in sagebrush, mixed mountain shrublands/aspen vegetation types.
- Reduce fuels around significant cultural sites, developments, and other public or private improvements.
- Reduce the potential for epidemic levels of insect activity.

This FMU contains designated wilderness areas and land being managed for wilderness values, but is not formally designated wilderness. The majority of fires remains small during all but the most extreme fire seasons, and can be easily suppressed in the initial attack stage. However, fires can get very large due when extreme drought conditions are present. Fire starts within this unit have a low probability of impacting pre-existing human values; and therefore can be managed to restore the natural role of fire, reduce high fuel loads, and enhance long-term resource benefits. Values at risk are generally low within the unit, but fires can have the potential to impact adjoining units with much higher values. Wildland fire use is a primary strategy used in this FMU, although other strategies can be used.

For additional specific Unit direction refer to the Forest Plan for each of the specific 21 units.



# Section IV. Wildland Fire Management Program Components

## A. General Implementation Procedures

Wildland fires occurring in appropriate FMU will not be managed for resource benefit and will be suppressed through initial attack unless an approved WFIP is in place. A Wildland Fire Implementation Plan (WFIP) shall be initiated for all naturally occurring wildland fires if appropriate. The duty officer will be responsible for completing Stage I: Initial Fire Assessment that provides the decision framework for selecting the appropriate management response. This decision must be made within 2 hours of verification of a natural ignition as described in the Implementation Guide. Stage II (Short-term Implementation Actions) is required within 24 hours after completion of Stage I if managing the fire for resource benefits. Stage III (Long-term Implementation Actions) is required 24 hours after completion of Stage II or when the Periodic Fire Assessment indicates the need.

The Regional Forester has authority and responsibility for approving the WFIP during Preparedness Level IV and V. The Forest Supervisor has authority and responsibility for approving the WFIP at all other Preparedness Levels and this authority may be delegated (FSM 5140.42.2). The appropriate line officer must assign a qualified Fire Use Manger (FUMA) for each wildland fire managed for resource benefits (FSM 5145.3). Refer to (Appendix G) for the FSM 5140-Fire Use Chapter. Refer to (Appendix H) for the WFIP implementation stages, requirement status, and completion timeframes.

Human-caused fires occurring in any FMU will not be managed for resource benefit.

## B. Wildland Fire Suppression

### 1. Range of Potential Fire Behavior

Potential fire behavior varies greatly across the Forest, ranging from fast-spreading brush fires, to high-severity crown fires, to slow-spreading, low intensity surface fires. Hazard areas (low, moderate, and high) have been defined to coincide with expected fire behavior under typical summer weather conditions.

### 2. Preparedness Actions

#### a. Fire Prevention Activities

The Forest receives about half a million recreation visitor days per year due to its proximity to major population centers. Visitors enjoy four seasons of recreation. The result of this high use can put visitors at risk during high fire danger levels. Every district will manage visitor use during these high risk periods.

All preparedness activities will be conducted in a manner providing the appropriate level of protection from damage by wildland fire (FSM 5120.2) based upon annual budget allocations. Preparedness planning will ensure plans, annual organizations (Appendix A), and operations are implemented in a safe and cost effective manner.

Preparedness planning and reviews ensure the timely recognition of critical wildland fire situations, establish a process for analyzing those situations, set priorities, and implement the appropriate wildland fire management response. Preparedness includes fire detection, dispatching of wildland fire forces, identifying appropriate communication systems, rating of fire danger, fire weather monitoring, wildland fire training and qualifications, and prescribed fire support on the CAF. These activities will:

- Meet direction contained in the Forest Plan and incorporate the 2001 Wildland and Prescribed Fire Management Policy.
- Provide a proactive fire management program that supports resource management objectives.
- Ensure safe, efficient, and cost-effective practices.
- Operate within standards and guidelines established in this FMP.
- Meet standards established through cooperative agreements, annual operating plans and memorandums of understanding for the protection of non-National Forest wild lands within the CAF's protection boundary.

### **Special Orders and Closures**

Fire mangers, law enforcement, and public affairs coordinate the implementation of special orders or closures. Cooperators, adjoining forests, and the media will be notified by the Public Affairs Officer (PAO) of the special orders or closures. Refer to (Appendix B) for the Carson National Forest fire restriction implementation criteria toolbox. All New Mexico Public Resources Codes (PRC) applicable to fire management activities and Code of Federal Regulations (CFR) related to fire prevention, detection, and pre-suppression will be enforced.

### **Industrial Operations and Fire Precautions**

The sale administrator and/or fire prevention personnel will inspect the industrial operation for the required fire safety measures included in the contract. Refer to Appendix T for the Industrial Operation Plan. The purpose of fire restrictions and closures is to reduce the risk of human-caused fire during periods of extended extreme fire danger. Restrictions and closures are keyed to the TDCC's current "Fire Preparedness Level" and the identified "Specific Management Action and Consideration". The Regional Forester and Forest Supervisor have authority to issue restrictions and closures on National Forest Lands. District Rangers, who are responsible for implementation and enforcement of restrictions, will be contacted for proper coordination prior to a decision to enter any level of restriction.

Fire restrictions or closures are coordinated with area fire management partners. The Interagency Fire Board Members adopted the Restriction Toolbox. A copy of the plan is attached as appendix B. Regional Forester's permanent orders on spark arrestors and use of fireworks will be enforced all year. Fire plans in contracts and permits will govern operations of contractors and permittees.

All wildfires will be investigated for cause. Trained Fire Management fire investigators will respond. More are needed and a future prevention goal will be to develop additional trained investigators. If human cause is suspected and sufficient evidence is available and/or the cost of the fire is significant, then a fire investigator will be called in for investigation. The Timber Sale Administrator is responsible for completing a periodic fire prevention inspection of the Timber Sale Contractor's equipment and sale area. The Forest Service Representative and/or Sale

Administrator will enforce all requirements of the contract related to fire prevention precautionary measures. Inspection of and requirements placed on Special Use operations will include fire prevention considerations. Trained individuals will conduct fire prevention inspections. Compliance inspections should be completed in accordance with contract requirements or per manual direction in the case of special use permits. Inspections are for the protection of the CAF and the operators. Appendix C.

#### **b. Annual Fire Training Activities**

##### **Forest fire qualifications review committee, the red card system, and mandatory training needed annually. Annual Fire Training Activities**

Annually, a plan for regional and local multi-agency training is published and posted on the Forest and Regional website at <http://www.fs.fed.us/r3/carson> and <http://www.fs.fed.us/r3/fire> respectively. These are supplement to this Fire Management Plan.

Each Ranger District is responsible for training new employees, and for reinforcing the training of permanent and returning temporary employees.

All training courses sponsored by the Forest or District will be coordinated with other agencies and jurisdictions in the Taos Dispatch Center(TDC) through the TDC Training Coordinator. The TDC is responsible for sponsorship and coordination of 200 and 300 level planning function courses along with Status Check-in Recorder, Situation Unit Leader, DEMOB, and Resource and Documentation Unit Leaders. Generally, TDC offers the planning section material every other year. The 100 to 300 level classes will be offered on an as-needed basis.

##### **Fire Safety Refresher Training**

Annually, prior to fire season, a mandatory one-day Fire Safety Refresher Training will be given to all personnel who will be participating in fire suppression and/or prescribed fire activities. Each year before fire season officially starts, approximately April 1, each Unit will host their own refresher courses, in coordination with other agencies in the area. The Refresher Training will consist of Fire Shelter purpose and use, practice shelter deployments, and any pertinent fire safety related topics such as Fire Orders and Watch Out Situations; Look-outs, Communications, Escape Routes, and Safety Zones (LCES); and Look up, Look down, and Look Around, and review of the 30-mile incident, and South Canyon Fire. NWCG has provided material for the wildland fire refresher as well as other related information, which can be found at [http://www.nifc.gov/safety\\_study/index.htm](http://www.nifc.gov/safety_study/index.htm). Interagency Fire Job Qualification Cards will *not* be issued to individuals until their supervisors have certified that they have completed the annual Fire Safety Refresher Training and passed (if required) the Work Capacity Test (WCT) (FSM 5135.5).

Refresher Training is not a substitute to the required training for Fire Fighter Type 2 (Basic 40 hour: I-100, Introduction to Incident Command System; S-130 Firefighter Training; and S-190, Introduction to Wildland Fire Behavior).

**Physical Fitness Standards**

In addition to training and experience, physical fitness standards, when applicable, must be met for Incident Command System (ICS) position certification. Annually, prior to fire season, all persons expected to perform fire duties and take a WCT must be informed of the requirement in a timely manner. Those required to pass the WCT should be informed at least four weeks prior to a scheduled WCT to allow time for fitness training. Each person, before taking the WCT, will complete the Health-Screening Questionnaire (HSQ), sign an Informed Consent Form, and take a physical.

An HSQ will be provided to each current employee to perform a personal assessment with instructions for its use. Individuals required to obtain a physical examination will be provided the information needed to obtain one. The HSQ will be reviewed by the local servicing human resources office. The designated human resources specialist will determine whether the person meets the criteria to begin training or is to be referred to a qualified medical physician for further evaluation. Individuals can elect to use their own health care provider or use one of the facilities that the Forest has identified. The Forest will pay for the physical.

The WCT is the only means to qualify for one of three levels of fitness standards required in wildland firefighting:

**Table 3. Physical fitness standards**

<b>Fitness Requirement</b>	<b>Test</b>	<b>Description</b>
Arduous	Pack Test	3-mile hike with 45-pound pack in 45 min
Moderate	Field Test	2-mile hike with 25-pound pack in 30 min
Light	Walk Test	1-mile hike in 16 min

Determination of employees’ roles in the fire program and their required fitness expectation can be found in FSH 5109.17, WO amendment 5109.17-2002-3, effective May 14, 2002.

All employees involved with or planning to be involved with wildland fire activities must work with their fire program manager(s) to determine their appropriate duties and the level of work capacity testing for which they must qualify. Additionally, all employees required to pass a WCT will only participate in the fitness category as required by their ICS position.

Fire funded employees (assigned to fire crews and identified in the Fire Management Plan “tactical resources”) shall be allowed up to 5 hours per week of physical training when not engaged in wildland fire operations. Employees not funded by fire shall be allowed up to 3 hours per week of physical training, consistent with wellness programs, at the employee’s request and with the supervisor’s approval. Training may begin up to 6 months prior to scheduled testing, and continue after passing the test, until the end of the proclaimed fire season. The Carson’s proclaimed fire season is from May 15 thru September 30. Fire program funds may be used for approved physical training time based on guaranteed availability for fire-related assignments.

All Work Capacity Test administrators must be certified and provide the required documentation. Certification requirements are included in the publication “Work Capacity Tests for Wildland

Firefighters: Test Administrator’s Guide.” Work Capacity Administrators should review letters dated March 18 and 29, 2002 concerning the latest requirements to administer the tests. More information can be found on the Regional web page at <http://www.fs.fed.us/r3/fire>.

The above website also contains the following information:

- “6 Minutes for Safety,” training for safety on the fireline
- Topics that can be used on a weekly basis to keep personnel abreast of new safety items. To view the latest SafeNet information – click Fire Management,
- Information containing safety issues, concerns, and resolutions while on the fireline
- Access to submit a SafeNet
- Review SafeComs, safety issues concerning aircraft – click OAS

See Appendix Y for a hardcopy of the SafeNet and SafeCom forms and additional info

### **Qualifications and Needs Assessment**

The policy and guidelines in FSH 5109.17 Wildland Fire Qualifications Handbook, 310-1 Wildland Fire Qualifications Subsystem Guide, and the R-3 Fire Training Nomination and Selection Process provide for standardization of Forest training requirements and documentation. Contact the Taos Dispatch Center for the current red card qualifications list.

The Fire Management Organization will make every reasonable attempt to have sufficient numbers of qualified wildland fire and support personnel available to meet current and anticipated fire management needs safely, efficiently and effectively. All employees dispatched to wildland fires or participating on fire use activities will meet the standards required by the Wildland Fire Qualification Subsystem Guide, NWCG 310-1, and the Wildland Fire Qualifications Handbook, FSH 5109.17.

CAF Fire Management Forest Fire Qualification Review Committee clarifies the most recent policy on ICS implementation; describe guidelines and processes for certifications and de-certification of personnel; set priorities for training and trainee and currency assignments; ascertain strengths and weaknesses in current employee qualifications; and define roles and responsibilities.

Any employee who may be assigned to fireline duties will have completed Basic firefighter training: S-130, S-190, L-180, and I-100. In addition, for returning firefighters, an annual 8 hour minimum “refresher” training is also required that must consist of Fire Shelter purpose and use (including practice deployment) training and any other pertinent fire safety related topics such as: Fire Orders and Watch Out Situations, LCES, and Look up, Look Down and Look Around. Completion of the refresher course is required at the beginning of the field season before employees can participate in any prescribed and wildland fire activities. The Work Capacity Test must also be passed annually, but operates on an anniversary cycle where an employee is certified up to a year from the last time he or she passed the test. The intent of these requirements is to assure that all employees are fit for and properly trained to safely accomplish the fuels and fire

management mission. Supervisors may modify these requirements based on specific situations and conditions, following proper documentation.

All individuals participating on wildland fire assignments or fire use activities described in the Wildland and Prescribed Fire Qualifications System Guide, 310-1 and FSH 5109.17 must meet the required fitness category. The Guide assigns a fitness category with each qualification, and fitness categories are: (1) arduous; (2) moderate; (3) light; and (4) none. For the moderate and light categories, the Physician’s Letter, Health Screening Questionnaire (HSQ) and Certificate of Medical Examination (SF-78) will be distributed by the District Training Officer and returned to the TDC’s Human Capital Management. Names of individual who are approved to take the WCT and successfully pass it will be forwarded to the TDC and entered into the IQCS data base. For the arduous category, the new Federal Interagency Wildland Firefighter Medical Qualification Standards Program will be implemented by each Unit. Successful completion of the appropriate Work Capacity Test will be documented on individual IQCS cards and in the CAF’s IQCS data base.

Fire qualification cards are issued annually per guidance in FSH 5109.17, Chapter 20. The Forest Supervisor, through the CAF’s Wildland Forest Review Committee, is responsible for assuring personnel have current approved fire qualification cards prior to dispatch to an incident.

Temporary employees are expected to report to work prepared to pass the WCT at the arduous level. Current Forest Service employees authorized or expected to perform wildland fire or prescribed fire assignments that require the arduous fitness level may be authorized up to 5 hours per week of official time for suitable physical exercise to maintain the arduous fitness level. However, supervisors are encouraged to develop and implement appropriate project work activities that can maintain physical fitness in lieu of scheduled physical exercise when appropriate. The applicable time period for scheduled physical exercise includes 4 to 8 weeks prior to the scheduled test date, and after the test date, for as long as the employee is expected to maintain that fitness level.

**Table IV-1. Work Capacity Test Category, Distance, Weight, and Time**

**Table 4**

<i>Work Category</i>	<i>Test</i>	<i>Distance</i>	<i>Weight</i>	<i>Time*</i>
Arduous	Pack Test	3 miles	45 lbs.	45 min.
Moderate	Field Test	2 miles	25 lbs.	30 min.

\*may be adjusted for elevation

Fire training course instruction at the 100 and 200 levels will be done at the District, Forest or Zone level, and in cooperation with neighboring units to share training opportunities and responsibilities. Nominations to fire training courses at the Zone, Geographic or National level will be done based upon priorities established at the PSICC Wildland Fire Training and

Qualifications Committee's fall meeting. Nominations will be made by the local unit for each nominee, using the NWCG interagency training nomination form. District Training Officers will complete the form and forward it accordingly. A list of personnel and their qualifications/training needs is listed in an appendix K to this plan.

## C. Fire Season Readiness

### a. Annual Preparedness Check Schedule

Preparedness plans will be developed as described in FSM 5120, will comply with National, Regional and TDCC policy, and will be consolidated by the Fire Management Organization as part of the Mobilization Guide.

Refer to Appendix D for a readiness inspection checklist.

Specific district summaries and recommended actions will be forwarded and discussed with the Forest Supervisor and respective District Rangers by the FFMO. The preparedness review schedule for 2007 is:

- Canjilon RD – May 4th
- El Rito RD – May 5th
- Jicarilla RD– May 8th
- Camino Real RD – May 9th
- Tres Piedras RD– May 10<sup>th</sup>/17th
- Questa RD – May 11th
- IHC – May 18th

A proficiency review of all modules should be scheduled each spring and a Spring All-Fire meeting is a future proposal. Simulation training at the district level will also occur throughout the summer to maintain proficiency.

These resources are primarily available for fire suppression and wildland fire use activities through the 1997 Interagency Agreement for Fire Management for use by the Forest or Zone, as well as regionally and nationally. However, they can be utilized for prescribed fire and other activities as described in local, regional, or national agreements, charters, and Memoranda of Understanding. In addition to the Forest resources, the other agency units within Taos Zone

Resources other than the suppression forces—engines and helicopters on-Forest and interagency resources in northern New Mexico—are Area or National resources. These will be ordered through normal dispatch channels by procedures specified in the *Southwest Area Mobilization Guide* and in the TAZ Charter.

A list of Regional and National resources is contained in the Southwest Area Mobilization Plan catalogues. Because these Area resources and Forest resources are constantly changing and relocating, their status can best be assessed daily by means of Regional and Forest daily situation reports

### **Annual Preparedness Reviews**

Preparedness planning and reviews will assist in recognition of critical wildland fire situations, establish a process for analyzing those situations, setting priorities, and implementing the appropriate management response.

The Forest Fire Staff Officer or the Forest AFMO will schedule preparedness reviews on each District annually by May 1, or as soon as possible after wildland fire training has been completed. The Fire Management Preparedness Checklist for Districts (Appendix D) will be used to document the preparedness reviews. The Forest Fire Staff Officer or Forest Operations Specialist will provide a written summary, and recommendation actions will be forwarded and discussed with the Forest Supervisor and respective District Rangers.

### **Fire Season Start and Stop Criteria with Typical Dates**

The fire season criteria are based on the historical fire season duration. Ninety percent of all fires occur between April 1 and September 30. Fire season typically starts in early April unless conditions warrant an earlier or later start. Fire season normally ends following a traditional snow fall in late October or early November.

The CAF is highly diverse biologically, topographically, and climatologically. This can result in as many as 3 distinct fire seasons occurring within a single year on some areas. This situation provides a significant coordination, budgetary and planning challenge for Fire Managers. In general, for initial attack planning and budgeting purposes, fire season starts around April 1st. At this time, the seasonal workforce begins work, 5-day staffing begins, and crews convert to a workday schedule of 0800-1630, then in May convert to a 7-day coverage with 0900-1800 schedule for the remainder of the fire season.

Although the lowlands typically come into fire season first, fires can occur any time of year and it is possible for large fires to happen outside of the established fire season. In these instances, permanent employees with proper fire line qualifications and local cooperator units will be used to fight fires. During extreme fire conditions, additional funding and resources will be obtained through severity requests as needed.

A season-ending event sometime in October would involve precipitation lasting 3-5 days that provided good general precipitation coverage with precipitation amounts ranging from 0.15 to 1.25 inches. However, a recognizable season-ending event does not always occur on many areas of the TDCC. Season-ending conditions often come about due to shorter fall days, cooler temperatures with good humidity recovery at night, and ERC's that remain steady at 20 or below.

Outside of the planned fire season of approximately May 1 to Oct. 15<sup>th</sup>, the need for 7-day coverage staffing and a determination of minimum drawdown levels will be assessed on a weekly basis through discussions by the FFDO, DFDO, and the Center Manager.

### Administrative Unit or District Level Fire Cache Considerations Including Appropriate Stocking Levels and Management

The following standard caches and equipment are available for any incident in progress. All the caches are stocked to inventoried specifications.

- Regional Cache—located at the Interagency Mob Center in Albuquerque, NM.
- Zone Caches—located at the Camino Real Ranger District, the El Rito Ranger District, and at the Jicarilla Ranger District.
- Engine, Crew, and Prevention Patrol Replacement Caches—Adequate to restock apparatus and crew for immediate initial attack capability and located at individual stations.
- All engines have a supply of fire foam and wetting agent on hand.
- Hotshot Cache—Adequate to maintain crew availability and located at the Hotshot Base

### Available Forest Equipment Resources

**Table 5. Available Forest equipment resources**

Resource	Location
Aerial Ignition Device	Questa RD
Fixed wing AA A/C (BPA)	Supervisor's Office, Taos
Airtanker 5/13-6/21	Albuquerque, NM
Airtanker 5/30-7/14	Alamogordo, NM
Airtanker 6/10-7/26	Durango, Colorado
1 type 6x engine with foam capability	Canjilon RD
1 type 6x engines with foam capability	El Rito, RD
1 type 6x engines with foam capability	Jicarilla, RD
1 type 6 engine with foam capability	Camino Real, RD
1 type 6 engine with foam capability	Tres Piedras RD
1 type 6 engine with foam capability	Questa RD
Fixed wing Air Recon (BPA)	Supervisor's Office, Taos

All requests for any of the above listed resources will be placed through the TAZ Coordination Center and documented on a Resource Order.

Other equipment available within the Taos Zone from other agencies or from commercial sources will be ordered through the Coordination Center or Expanded Dispatch. A Forest Supply Plan to include Emergency Equipment Rental Agreements (EERAs), Blanket Purchase Agreements (BPAs), etc., will be developed and maintained by the Forest Purchasing and Procurement Section annually by April 1. The Forest Supply Plan is a supplement to this FMP and will be used to fill requests for equipment and supplies during fires. Resources other than suppression forces—engines and helicopters on-Forest and interagency resources in northern New Mexico—are Area

or National resources. These will be ordered through normal dispatch channels by procedures specified in the *Southwest Area Mobilization Guide* and in the TAZ Charter.

A list of Regional and National resources is contained in the Southwest Area Mobilization Plan catalogue. Because these Area resources and Forest resources are constantly changing and relocating, their status can best be assessed daily by means of the Regional and Forest daily situation reports.

### **Equipment and Supply Management**

For **Initial Attack**: All supply orders shall be initiated by the incident. All requests shall have an “S” number assigned either by the Coordination Center or from the District assigned block of numbers. Upon receipt of an initial order, the Coordination Center will establish procedures with the District for filling the request(s). The District may then support the incident for local purchases or request that the Coordination Center process all orders. Items not available in the local District community will be ordered through the Coordination Center.

The following block of “S” numbers are assigned to the districts for initial attack support. These numbers should be used sequentially with Resource Order Numbers and P-numbers assigned by Dispatch, and with each new incident the sequence will begin over. Identify procedure for 2003.

**Table 6**

Canjilon	NMCAF-001-S 1, 2, 3, 4, etc.
El Rito	NMCAF-002-S 1, 2, 3, 4, etc.
Jicarilla	NMCAF-003-S 1, 2, 3, 4, etc
Camino Real	NMCAF-004-S 1, 2, 3, 4, etc
Tres Piedras	NMCAF-006-S 1, 2, 3, 4, etc
Questa	NMCAF-007-S 1, 2, 3, 4, etc

When an incident transitions from Initial Attack to a Type I or Type II Incident Management Team, the “S” numbers will continue from the numbers established at the Coordination Center. The Center Manager and the District Purchaser will coordinate the transition. When a Type I or Type II Incident Management Team manages the incident, all orders will be placed through the incident Supply Unit Leader to the TAZ Expanded Dispatch Supply Desk. The Expanded Supply Desk will coordinate with the hosting District when processing orders. The intent is to provide the local community with as much business as possible.

### **Detection**

#### **Fixed Detection**

The Forest’s objective is to achieve prompt fire detection and reporting to the Coordination Center. This ensures a timely suppression response to all unplanned and unwanted ignitions, and a management response that assesses natural ignitions in the

Wildland Fire Use FMU, as potential wildland fire use candidates. Generally, the lookout will be staffed intermittently by May 1 with days off Wednesday and Thursday. During periods of forecast lightning or high lightning occurrence, the lookout may be staffed 7 days per week. Operational procedures for lookouts can be found in Chapter 30, FSM 5108.

**Table 7. Lookout Towers**

District	Name	Elevation	Access
Camino Real	Picuris	10,500	Road
El Rito	Kiowa	10,500	Road
BIA Jicarilla	Carracas	9,000	Road
Jemez (SAF)	Deadman	10,500	Road
Jemez (SAF)	Clara Peak	10,500	Road

Lookouts are expected to respond to smoke within 10 minutes and to plot the base of the smoke to within plus or minus 2 degrees azimuth, and plus or minus ½ mile distance, to relate the smoke to the nearest landmarks, and to provide an accurate legal description. This information will be relayed to the Coordination Center using the radio. It is important to avoid the use cellular phones to communicate any initial wildland fire starts. Additionally, lookouts will provide Coordination Center dispatchers with as much of the following “size-up” information as possible:

- Color of Smoke
- Fire behavior
- Structures threatened
- Estimated size
- Wind direction and estimated wind speed
- Fuel type
- Exposure and percentage of slope
- Position on slope
- Access

Furthermore, they are also required to report to the Coordination Center any abrupt changes in weather conditions, especially wind direction and speed, cumulus buildup and/or observed lightning, and precipitation.

On an as-needed or when-requested basis, lookouts may act as a communications relay. When relaying information using radio transmissions, lookouts must convey the information without any material change to the content or meaning.

The lookout will report approaching storms and cloud-to-ground lightning strikes and will report all confirmed wildland fire starts to TDC via radio and give the information listed on the Fire Size-up Report form. It is important not to use telephones (cell or landline) to communicate wildland fire starts. Information subsequent to the initial

detection report, and/or not vital to the responding forces tactical actions can be relayed via telephone to reduce radio traffic.

The lookout will notify TDC when going in and out-of-service during the day or for the evening. During increased wildland fire or lightning activity, any overtime will be relayed by the lookout to his or her District in a timely manner. The lookout may also act as a communications relay when needed.

### **Aerial Detection**

The Forest uses fixed-wing aircraft and occasionally helicopters for aerial detection of wildfires. The general guidelines for aerial detection use are as follows:

- As determined by fire danger levels
- As weather conditions warrant
- As assistance in the location and monitoring of wildland fires
- To recon potential wildland fire use candidates in the Wildland Fire Use FMU

Requests for aerial detection aircraft must go through the Coordination Center.

The Carson NF contracts for a fixed wing aircraft during fire season to support the suppression effort by providing air attack as well as aerial observation and reconnaissance. The policy on aircraft use is found in the aviation management plan (Appendix E). In addition, a Call When Needed (CWN) helicopter can be used to supplement the aerial detection program. An important part of detection mobilization is ground detection. Each ranger district annually updates a Lightning Detection Plan. Aerial detection procedures can be found in Chapter 40, FSH 5709.11.:

### **Fire Weather and Fire Danger**

A variety of BLM and USFS weather stations are used to assess the climatologically effects on ignitions during planning and daily projected fire behavior. Management of these stations will be described in the NFDRS Operating Plan that is being developed for the TDC. Interagency Fire Danger Operating and Preparedness Plans are also being developed this year. Preliminary analysis from these plans was used to determine climatic breakpoints and fire business thresholds from which preparedness plans were developed. The above Operating Plans will become appendices to this FMP when they are approved

Weather stations are operated year round on the TDC. All fire weather observations need to be transferred into WIMS no later than 1400 MDT. The TDC will forward observations and forecasts generated from the RAWS information to all districts. Districts planning prescribed fire projects may continue to take daily weather readings at the end of the fire season as needed.

### **NFDRS**

Fire weather predictions are made based on fire weather information obtained from stations that coincide with National Weather Service forecast zones. Throughout all elevations on the Forest the NFDRS fuel model G, K and C best represent the area.

**Table 8. Weather Stations**

Station Name	Fuel Model	Elev.	Aspect	Slope Class	Climate Class	ERC*		ID #
						90	97	
Truchas	G,K,C		NW	3	3		82	290701
Jemez	G,K,C		S	3	3		82	290702
Jarita Mesa	G,K,C		Flat	3	3		**	290204

\*Based on station location and quality of historical weather data, Truchas is the representative station for determining forest-wide weather indices used for dispatch levels, activity levels, and other decision criteria (See Appendix F). \*\*ERC calculations are not available for Jarita Mesa due to insufficient data.

### National Fire Danger Rating System (NFDRS)

NFDRS Fire Danger indicators are used in determining dispatch levels, activity levels, fire restrictions, and as aids in decision-making for appropriate fire management response. Energy Release Components (ERC), live fuel moisture, and 1000-hour fuel moisture are used as a criteria for decisions based on weather trends because they are not subject to large daily fluctuations. Ignition Component (IC), Burning Index (BI), 10-hour fuel moisture, and windspeed are more likely to fluctuate daily and, therefore, are more useful in decisions involving short-term weather factors. The charts in Appendix F illustrate how NFDRS indicators are used on the Forest. The criteria levels were determined through analysis of historical weather data from Penasco weather station (1970-1999) using the FireFamily Plus software program.

#### f. Policy and Manual Direction

- Module Leader Supervisor – Engine, Hotshot, Helitack, and other regular crews used for fire suppression must be trained to standards and accompanied by properly qualified supervisors. On the regular supervisor’s day off, a qualified employee will serve as the alternate supervisor. If no qualified supervisor is present, the module is not available for fire dispatch.
- Module strength:
- Engine module - Qualified supervisor, engine operator, trained crew. The recommended staffing for a Type III engine crew is four-person effective. A minimum of three persons, including a qualified engine boss/driver-operator is allowed for reasons such as limited funding, extended staffing, or drawdown.
- Hotshot crew and Type I handcrew - Minimum of 18 and maximum of 20 persons, including the superintendent, foreman, and trained crew.
- Helitack module - Qualified supervisor, assistant supervisor, trained crew. The helitack crew will be at a minimum three-person effective.
- Helishot module - Qualified supervisor, assistant supervisor, trained crew.
- Handcrew – Qualified Agency Rep., crewboss, trained crew, with a maximum of twenty people including a trainee.

- Fire use module - Qualified supervisor, assistant supervisor, trained crew.
- Minimum draw down of fire suppression resources for the Forest will consist of:
- 3 duty officers - minimum Division Supervisor qualified
- 3 engines - Type III, minimum three-person effective
- 1 handcrew - 20-person

## Staffing Levels/Preparedness Levels

**Staffing level (SL)** can be thought of as a readiness level that represents a way of linking fire danger information to fire management decisions. The concept divides the fire danger continuum into classes to which preplanned management actions can be tied. The staffing level on the TDC is a five-tier (1-5) fire danger rating system that will be based on Energy Release Component and indicators of fire business and used to guide initial attack staffing needs (“readiness” decisions that are set in charts and lists that follow).

**Preparedness level (PL)** is a more wide-scoping planning mechanism that is based not only on current and forecasted burning conditions, but more importantly, based on fire activity, both present and expected and on resource availability and commitment. Five preparedness levels are recognized and summarized as follows:

**PL-1** – Wildfire activity within the TDC zone is light and there are no large fires uncontained. There is little or no commitment of area resources.

**PL-2** – Wildfire activity has increased with most fires remaining at low to moderate complexity. Moderate potential exists for escaped large fire and extended attack for more than one burning period. Potential exists for mobilization between adjacent Interagency Dispatch Centers through the neighborhood agreement.

**PL-3** – Wildfire activity has increased with multiple new fires occurring in the TDC zone. High potential exists for fires to escape initial attack and become moderate to high complexity incidents. Fifty percent of zone resources are committed to incidents.

**PL-4** – Wildfire activity has increased with multiple incidents occurring in the TDC zone. One of more incidents have transitioned to a Type II incident or greater. Potential exists for wildfires to become high complexity incidents. Up to 50% of TDC zone resources are committed to incidents.

**PL-5** – Wildfire incidents have escaped initial attack and one of more IMT’s are in the TDC zone. Continued high potential exists for additional activity and increased complexity. Fifty percent of TDCC resources are committed and resources are being ordered through the GACC.

Preparedness level will be used to determine staffing needs within the TDCC. A chart used to guide these decisions is attached as an appendix. A determination of the appropriate daily preparedness level based on the descriptions of conditions described above will be determined by the TDC Manager, in consultation with the FFDO as needed.

Staffing level will be used to determine initial attack staffing on the TDC. Beginning around May 1, a daily staffing level will be identified by 1600 hrs of the previous day. Staffing levels will be determined through discussion between the TDC, the FFDO and the DFDOs as needed. This decision will take into account NFDRS indices, the level of

fire activity, and other risk and fire potential factors. A flow-chart will be used to determine an over-all daily staffing level, based to some extent on the average of all fire danger rating areas.

Outside of the normal fire season, staffing levels will be determined by the FFDO in consultation with the DFDO's and the TDC Manager, as needed.

## **Policy and Forest Service Manual and Handbook Direction**

### **Wildland Fire Safety**

All strategic and tactical fire management decisions will give firefighter and public safety the highest priority. All fire suppression actions will be anchored to the time-tested Rules of Engagement, including the 10 Standard Fire Orders, 18 Watch Out Situations, the principles of LCES, Common Denominators of Fire Behavior on Tragedy Fires, and Downhill Line Construction Guidelines. The 10 Standard Fire Orders will not be compromised. **Don't Bend Them, and Don't Break Them!** On every fire, look up, look down, look around, and assess the fire environment against the 18 Watch Out Situations, and mitigate those situations as needed.

#### **Code of Conduct 2002, Thirtymile Hazard Abatement Plan**

- Firefighter safety comes first on every fire every time.
- The 10 Standard Firefighting Orders are firm: we don't break them; we don't bend them.
- All 18 Watch Out Situations must be mitigated before engagement or re-engagement of suppression activities.
- Every firefighter has the right to know that their assignments are safe.
- Every fireline supervisor, every fire manager, and every administrator has the responsibility to confirm that safe practices are known and observed (Executive Summary, Responsibilities).

All employees are responsible for protecting themselves and other fire fighters from injury or accidents. It is understood through the annual fire safety refreshers presented by Forest and District fire managers that individual fireline personnel have the responsibility and the right to question the actions of the IC to gain a better understanding of the tactics and safety mitigation measures incorporated into executing a particular suppression strategy.

The use of wireless phones is authorized and will actually reduce radio traffic during critical times. Cellular phones should only be used to communicate logistical requests, resource orders, and other non-tactical information.

Wireless phones will not be used to communicate tactical information, fire reports, or weather updates. These items must be transmitted over the radio to ensure everyone is informed in a timely manner and made aware of the situation(s).

All individuals will wear personal protective clothing and equipment as outlined in the Health and Safety Code Handbook, FSH 6709.11 and the Fireline Handbook, FSH 5109.32a, page 42).

### **Fire Shelters**

All fireline personnel will be issued fire shelters and will be expected to carry them, ready for immediate use, during wildland fire management activities—suppression, prescribed fire and fire use operations. On an annual basis prior to fire season, all fire shelters will be checked to ensure that unacceptable wear has not compromised the designed effectiveness of the shelter. After each

fire assignment, individual firefighters are responsible for checking the condition of their fire shelter.

All fireline personnel will attend the annual Fire Safety Refresher training, which includes fire shelter training. Additionally, they are required to successfully complete S-130 and S-190

**Forest Pocket Card, Incident Response Pocket Guide, Fireline Handbook, Standard for Fire and Aviation Operations 2002 “Red Book”**

Pocket Card. All firefighting supervisors are issued a “Pocket Card” and Incident Response Pocket Guide (NFES 1077/PMS 461). They are required to carry and use them on each incident. The Pocket Card lists the Fire Danger Area, Fire Danger Interpretation, Local Thresholds, describes the Fire Danger Component used, and Past Experiences. (See Appendix R)

The Incident Response Pocket Guide includes the following: operational procedures, all risk checklists, personnel safety, aviation, and other references.

Fireline Handbook. All first line supervisors will be issued a Fireline Handbook and are required to carry them into the field. The Fireline Handbook provides ready access to the 10 Standard Fire Orders, 18 Watch Out Situations, the principles of LCES, Common Denominators of Fire Behavior on Tragedy Fires, and Downhill Line Construction Guidelines. Fire suppression actions shall comply with the Fire Orders and incorporate appropriate mitigation measures based upon the Watch Out Situations.

The Standards for Fire and Aviation Operations Handbook (referred as the “Redbook”) was developed to provide clear policy and guidance for fire suppression and aviation operations. Additionally, the Handbook provides a reference for current operational policies, procedures, and guidelines for managing wildland fire and aviation operations. All first line supervisors will be issued a “Red Book” and are required to carry them into the field.

**Engines**

Each engine will maintain the minimum standard components for pump capacity, tank capacity, hose quantity, and number of personnel for the engine typing identified in the Fireline Handbook, 1998, PMS 410-1. Additionally, the engines will maintain the minimum stocking levels required in the Standards for Fire and Aviation Operations, without exceeding the vehicle weight limitations.

**Aviation Management**

The Forest uses fixed and rotor wing aircraft for a variety of tasks including: fire suppression, personnel transport, recon/detection, project work, search and rescue, prescribed burning, photographic work and administrative use. Refer to Appendix E for the Forest Aviation Management Plan that establishes policy and guidelines. Aircraft responding to and from a fire will flight follow with Dispatch on National Flight Following. Once on scene, the aircraft should establish contact with ground crews on Air To Ground Frequency, 168.625. For local initial attack fires, all aircraft will still flight-follow with Dispatch.

All aviation operations will comply with the current CAF Aviation Management Plan attached as an appendix. The purpose of the Aviation Management Plan is to provide a working tool and reference for aviation policies, regulations, procedures and other

necessary information for implementing a safe and cost effective aviation program on the forest. The Forest Aviation Plan will be reviewed each year and updated as necessary.

Wildfire related air operations that can be anticipated on the TDCC are as follows:

- A helibase is located at the Taos Administrative Site. Aircraft orders can be filled through Call-When-Needed Contracts. All aircraft orders must be made through TDC.
- Charter aircraft use is available from various companies near and adjacent to the TDC. These contractors are used for both fire detection flights and charter flights of fire overhead to and from wildfires.
- A BLM or BIA SEAT reload base can be operated at Dulce, NM or at the Taos Airport.

The TDC owns a Premo Mark III Aerial Ignition System located at the Taos Dispatch Center.

### **Initial Attack**

The objective of initial attack fire suppression is to safely and efficiently stop the spread of a fire and put it out at least cost using an appropriate management response (strategy) in conformance with existing policy and procedures. Mitigations to provide for firefighter and public safety will be developed and applied before, and monitored/updated during, all suppression activities. Development and implementation of all strategies will consider resource values, economic expenditures, and the use of critical firefighting resources based on the values to be protected. These efforts will be accomplished through preplanning, situational awareness, monitoring of success and failure, and expediting the pre-positioning of resources to safely complete objectives. Initial attack suppression strategies such as direct attack, indirect attack and confinement by natural barriers will be determined by the IC with agreement with the Duty Officer (for a confinement strategy, approval by the District Ranger will also be required).

Suppression actions range from aggressive initial attack to a combination of strategies to achieve confinement. All suppression actions will be consistent with firefighter, public safety, and values to be protected. The intensity of suppression action will be based on local and predicted conditions at the time of the fire. The Duty Officer will determine the appropriate initial suppression action.

### **Initial Attack Priorities and Determining the Appropriate Initial Attack Strategy (including confinement)**

The challenge facing the line officer, fire manager and firefighter is to select suppression strategies commensurate with the fire's probable or potential behavior. The appropriate suppression strategy will be initiated to provide the most reasonable and probable course of action in order to minimize fire suppression costs and resource damage commensurate with fire behavior, potential environmental impacts, safety and smoke management considerations. Each of the FMUs has a variety of differing values and risks that influence the appropriate wildland fire management response.. Setting priorities in multiple fire situations will be done through discussion between the FFDO, DFDO, and TDC Manager as needed. In setting priorities, safety hazards, threats to human life or property, net value change, threats to municipal watersheds, location of management activities and uses, special flora/fauna habitat areas, and archeological, paleontological and heritage sites will be considered.

The range of the appropriate management responses used on the Carson National Forest will be based on Forest Plan, FMU objectives, relative risk, external influences, complexity, and defensibility of management boundaries. To estimate appropriate methods to implement desired/necessary strategies, use the Appropriate Management Response Chart on the next page. Lines must be drawn to connect the top and bottom variables and the left and right variable. The point at which the two lines intersect indicates the appropriate management response.

**Criteria For The Appropriate Initial Attack Response Consistent With LRMP Objectives**

The Forest has identified critical suppression areas. These are areas known as the Wildland Urban Interface areas and other special management unit areas. Refer to the Land Management Plan for specific details.

The levels of dispatch ratings based on daily fire danger indices. Typically, an increase in the numbers of resources is dispatched as dispatch levels change from low to high. The table below illustrates how the dispatch levels are calculated from Ignition Component (IC) and Energy Release Component (ERC).

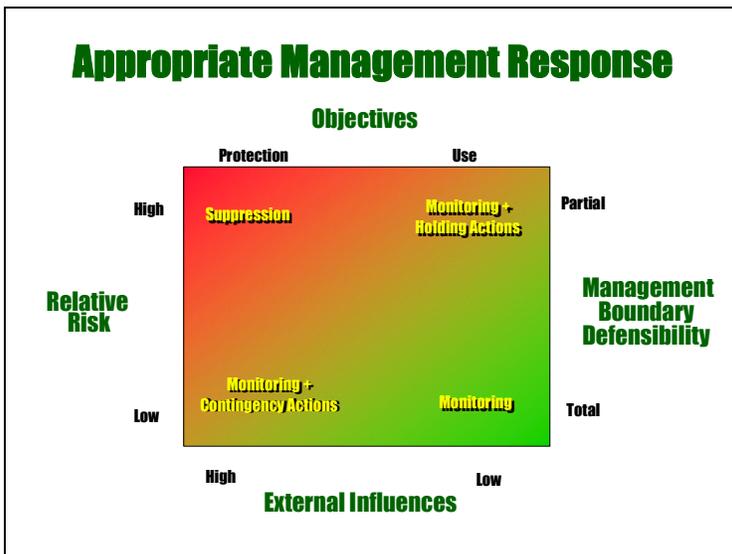


Figure 1. Appropriate Management Response Chart

**Minimum CAF Drawdown Levels**

Minimum drawdown levels provide guidelines for determining the minimum number and type of resources that need to be available on-forest or ordered as the list is depleted, at a given staffing level. This list of resources is considered adequate to provide additional coverage should more than one fire occur simultaneously across the TDC (see charts and lists that follow). As with the dispatching guidelines, any deviations from these guidelines will involve consultation between TDC, the FDO, and DFDO's, and the rationale for any changes will be recorded on the daily resource lineup.

**Management Actions and Management Action Points**

Management Action Points for each staffing level have been established to determine management actions related to filling off-forest resource orders and responses to single and multiple incidents.

The following charts and lists clarify the information that will be used to assist Fire Managers during initial attack dispatching.

**STAFFING LEVEL 1**

**Table 9**

<i>Minimum TDC Drawdown Level</i>
1 FFDO 3 District FDOs (qualified at ICT4 & Single Res. Boss) 2 Wildland Engines 4 Fire Prevention Technician

**Table 10**

<i>Management Action Point</i>	<i>Management Action</i>
Single unplanned ignition:	Follow Taos Dispatch Plan
Anticipating or experiencing more than 1 ignition.	Maintain Minimum Drawdown Level (MDL) – shift TDC resources or order appropriate resources. Consider extended staffing into the evening.
Requests for resources outside Zone	Fill resource orders and go below MDL to support other geographic areas.

**STAFFING LEVEL 2**

**Table 11**

<i>Minimum TDC Drawdown Level</i>
1 FFDO 3 District FDOs (qualified at ICT4 & Single Res. Boss) 5 Wildland Engines 3 Fire Prevention Technician

**Table 12**

<i>Management Action Point</i>	<i>Management Action</i>
Single unplanned ignition:	Follow Taos Dispatch Plan
Anticipating or experiencing more than 1 ignition.	Maintain Minimum Drawdown Level (MDL) – shift TDC resources or order appropriate resources. Consider extended staffing into the evening.
Requests for resources outside Zone	Fill resource orders and go below MDL to support other geographic areas when preparedness is expected to remain on average at PL 2.

**STAFFING LEVEL 3**

**Table 13**

<i>Minimum TDC Drawdown Level</i>
1 FFDO 6 District FDOs (qualified at ICT4 & STLD) 6 Wildland Engines 1 IA Module 4 Fire Prevention Technician 1 Fire Investigators 2 ICT3s

**Table 14**

<i>Management Action Point</i>	<i>Management Action</i>
Single unplanned ignition:	Follow Taos Dispatch Plan
Anticipating or experiencing more than 1 ignition.	Maintain Minimum Drawdown Level (MDL) – shift TDCC resources or order appropriate resources. Status a contract Dozer. Consider ordering Type 3 helicopter with crew. Consider extended staffing into the evening.
Requests for resources outside Zone	Fill resource orders but maintain MDL while supporting other geographic areas.

**STAFFING LEVEL 4**

**Table 15**

<i>Minimum TDC Drawdown Level</i>	
1 FFDO	4 ICT3s
6 District FDOs (qualified at ICT4 & TFLD)	1 Helicopter
6 Wildland Engines	2 contract engines
2 IA Module	
6 Fire Prevention Technicians/1 FP Team	
2 Fire Investigators	

**Table 16**

<i>Management Action Point</i>	<i>Management Action</i>
Single unplanned ignition:	Follow Taos Dispatch Plan
Anticipating or experiencing more than 1 ignition.	Maintain Minimum Drawdown Level (MDL) – shift TDC resources or order appropriate resources. Consider extended staffing into the evening. Status and monitor contract Dozer. Consider ordering additional engines, type 1 crews, air resources, ATGS, Fire Information Officer, Fire Behavior Analyst, SEAT, and additional overhead including safety positions. Consider putting Type III team on alert. Districts consider filling support positions – planning, logistics, finance. FFDO, DFDOs and TDC will consult to set incident priorities and order additional resources listed above as needed, considering number of starts to date and resistance to control and other current conditions. Provide arriving off-Forest resources with thorough briefing on fuel conditions, observed and anticipated fire behavior. Also consider TDC restrictions/closures/evacuation plans.
Requests for resources outside Zone	Fill resource orders but maintain MDL while supporting other geographic areas.

**STAFFING LEVEL 5**

**Table 17**

<i>Minimum TDC Drawdown Level</i>	
1 FFDO	4 ICT3s
6 District FDOs (qualified at ICT4 & TFLD)	1 Helicopter
6 Wildland Engines	1 Aviation Officer
6 Fire Prevention Technicians/1 FP Team	LEO Liaison
2 Fire Investigators	1 Fire Information Officer
1 Task Force Leader	4 contract engines

**Table 18**

<i>Management Action Point</i>	<i>Management Action</i>
Single unplanned ignition:	Follow Taos Dispatch Plan
Anticipating or experiencing more than 1 ignition.	Maintain Minimum Drawdown Level (MDL) – shift TDCC resources or order appropriate resources. Status of contract Dozer. Consider ordering

	resources listed at PL 4 and in addition, consider type 1 helicopter, prevention team, and. ATGS and other additional air support resources, additional Fire Information Officers, Fire Behavior analyst, SEAT, strike team of engines including structure engines, additional Type 1 crews, and additional overhead including Safety positions. Consider putting Type III team on alert. Districts consider filling support positions – planning, logistics, finance. FFDO, DFDOs and PIDC will consult to set incident priorities and order additional resources listed above as needed, considering number of starts to date and resistance to control and other current conditions. Provide arriving off-Forest resources with thorough briefing on fuel conditions, observed and anticipated fire behavior. Also consider TDCC restrictions/closures/evacuation plans.
Requests for resources outside Zone	Fill resource orders but maintain MDL while supporting other geographic areas.

### District Fire Duty Officer Qualifications

The goal of Fire Management is to have all district duty officers qualified at the ICT III level. However, not all districts can meet this standard at the present time. Until such time the forest will accept lower qualifications to meet the objective of Operational Oversight the forest will adopt the following standards: The forest will continue to develop those positions at every opportunity to meet the goal of Fire Management.

**Table 19**

NFDRS	LOW	MODERATE	HIGH	VERY HIGH	EXTREME
Minimum Qualification	Single Resource Boss and I.C. Type IV	Single Resource Boss and I.C. Type IV	Strike Team Leader and I.C. Type IV	Division/Group Supervisor and I.C. Type III	Division/Group Supervisor and I.C. Type III

**Duty Officer Responsibilities:**

The Zone FMO will identify a duty officer (D.O.) for each district on his zone. The D.O. is responsible for the following:

- Is responsible for all incident management related activities (fire suppression, vehicle accidents, hazmat, public assist, and other emergencies) on the unit.
- Responsible for compiling the necessary information for the daily resource lineup, communicating it to the dispatch center and ensuring those resources are fully qualified.

## Section 5. Organizational and Budgetary Parameters

- Conducts the daily morning briefing to ensure all firefighters are aware of the fire weather forecast, fire activity, staffing levels, safety issues, ERC and fire behavior.
- Fills off-district / off-forest incident requests.
- Has authority to make decisions committing resources for initial, extended attack, or incident support positions.
- Makes strategic and tactical decisions for placement and use of resources in the Zone, including making recommendations to Agency Administrator (Line Officer) for Incident Management Teams as incidents develop.
- Is responsible for monitoring the incident to ensure the IC operates within the limits of available resources and the appropriate ICS organization is in place to execute the tactical actions. Ensures the IC completes performance evaluations, and the After Action Reviews completed in a timely manner.
- Maintains oversight on preparedness staffing (ensures District meets Specific Action Guide).
- Coordinates with other district duty officers and/or Taos Zone Dispatch to request resources to ensure preparedness staffing.
- Approves and signs fire replacement orders.
- Requests additional resources when required staffing levels cannot be met.
- Performs readiness inspections on fire resources.
- Serves as the single contact from Dispatch outside of regular work hours.
- Coordinates with Taos dispatch on logistical needs for off unit resources.
- Is responsible for all incident management related activities (fire suppression, vehicle accidents, hazmat, public assist, and other emergencies) on the unit.
- Responsible for compiling the necessary information for the daily resource lineup, communicating it to the dispatch center and ensuring those resources are fully qualified.
- Conducts the daily morning briefing to ensure all firefighters are aware of the fire weather forecast, fire activity, staffing levels, safety issues, ERC and fire behavior.
- Fills off-District / off-Forest incident requests.
- Has authority to make decisions committing resources for initial, extended attack, or incident support positions.
- Makes strategic and tactical decisions for placement and use of resources on incidents, including making recommendations to Agency Administrator (Line Officer) for Incident Management Teams as incidents develop.
- Is responsible for monitoring the incident to ensure the IC operates within the limits of available resources and the appropriate ICS organization is in place to execute the tactical actions. Ensures the IC completes performance evaluations, and the After Action Reviews completed in a timely manner.
- Maintains oversight on preparedness staffing (ensures District meets Specific Action Guide).
- Coordinates with other district duty officers and/or Taos Zone Dispatch to request resources to ensure preparedness staffing.
- Arranges for transportation to and from off-forest personnel incident assignments.
- Approves and signs fire replacement orders.
- Requests additional resources when required staffing levels cannot be met.
- Completes Project Work Plans annually and monitors budget spending to stay within limitations.
- Performs readiness inspections on fire resources.

### **Severity**

Severity authorizations may be granted at the Regional level for adjustments of planned specific actions and staffing in excess of the planned and budgeted program to improve initial attack response capabilities and wildfire prevention activities and the subsequent use of emergency funds for those adjustments. Request should be based on seasonal variations in weather or fire occurrence which increase fire severity significantly above the level normally expected. Requests for severity to the Regional Office should follow the format described in FSM 5192.25 – **Severity Request Components**. Typical uses of severity funds are described in FSM 5192.22 – **Typical Uses**. On the TDCC, minimum severity needs will be determined by comparing the drawdown levels by staffing level with what is presently available on-Forest and requesting funds to cover additional needs. Severity needs should also consider other factors such as time of year, forest use, fuel/weather conditions, potential for multiple fires, fatigue, etc.

### **7Adjective Fire Danger Rating**

In 1974, the Forest Service, Bureau of Land Management and State Forestry organizations established a standard adjective description for five levels of fire danger for use in public information releases and fire prevention signing. For this purpose only, fire danger is expressed using the adjective levels **Low** (L – green), **Moderate** (M – blue), **High** (H – yellow), **Very High** (VH – Orange), and **Extreme** (E – red).

The resultant adjective fire danger information will be used by agency personnel to maintain awareness of public and industrial entities. Utilizing fire danger signs that exist, as well as building more, should be utilized to convey fire danger to the public. The amount of interaction will depend on the magnitude of the adjective fire danger.

The TDC will use the average Adjective Fire Danger Rating based on the WIMS outputs each afternoon during fire season. To minimize confusion for the public, districts are encouraged to use this average daily rating. However, because of the diversity in fire conditions across the PSICC on any given day, and the difficulty in getting cooperators agreement, it is recognized that there may be occasions when different districts utilize different ratings within a given day.

### **Communicating Staffing/Fire Danger Information and Decisions**

The need to communicate daily fire weather, fire danger and staffing information to and from resources and the TDC is critical to initial attack success as well as to providing for firefighter and public safety. To effectively meet this need, the following will be implemented during the normal fire season:

At 1000 daily, TDC will be contacted by each district by radio/fax to ascertain what resources are available for the day. This information will include the Duty Officer's name, engines and hand crews by designator, prevention techs, lookouts, aircraft, and additional suppression overhead. This information may also be e-mailed to the Center prior to the call to reduce radio traffic. However, the Center will still contact the district in order to check radio repeater functioning. The District FDO is responsible for providing this information to the Center. Following this check-in, the Center will

compile a complete list of resources available for the day and announce that information over the radio, along with a synopsis of the weather.

At 1600, TDC will announce the afternoon weather and also announce the overall staffing level and associated adjective fire danger rating predicted for the following day.

Movement of wildland fire resources between units and requests for shared or off-Forest resources will be coordinated through TDC and discussed with the FFDO as needed. TDC will initiate actions to fill-in behind resources committed to incidents based upon TDC capabilities and minimum drawdown levels described in the tables above.

TDC will also announce over the radio all Red Flag warnings, fire weather watches and other fire-pertinent weather events as soon as they are received. Field personnel including any IC’s on on-going fires will be required to verify reception of these kinds of announcements.

**Table 20. Calculation of dispatch levels from ignition component (IC) and energy release component (ERC)**

		<b>1. IC</b>				
		0 – 30	31 – 45	46 – 50	51 – 60	61 +
<b>2. ERC</b>	0 – 37	Low	Low	Mod	Mod	High
	38 – 74	Mod	Mod	High	<b>4. High</b>	High
	70 +	High	High	High	High	High

**Contingency Plan**

If a situation occurs where one or more districts or the TDC becomes overloaded due to multiple ignitions or a major wildland fire, an Expanded Dispatch Support Organization will be set up either at the district or at the SO to organize and implement service and support functions.

When either multiple or large wildland fire support greatly increases beyond the normal fire workload, the appropriate TDC fire support organization will be staffed in a timely manner to meet anticipated needs. This may include additional support functions at the district level to assist the DFMO and/or an expanded dispatch organization at the TDC. An Expanded Dispatch Organization will be implemented, and additional support personnel will be activated by the FFDO in coordination with needs identified by the Forest Supervisor. The TDC Manager has the responsibility to coordinate and oversee these Expanded Dispatch Support Operations. Based upon the TDC's wildland fire situation and in consultation with the DFMO’s and Center Manager as needed, the FFDO may activate all or any part of the following listed positions.

- Logistics Coordinator
- Fire Ground Safety Specialist or Safety Officer (SOFR)

- Aviation Coordinator, Aviation Safety Specialist, or Aviation Branch Director (AOBD)
- Incident Business Advisor
- Public/Fire Information Officer
- Communications (IT and Voice) Specialist

When the TDC and/or adjoining units have an unusual number of wildland fires burning at one time or when large wildland fires have depleted firefighting resources throughout the area, there is usually a need for a high degree of coordination and the establishment of priorities beyond the capabilities of the TDC Fire Management Organization. A Multi-Agency Coordinating (MAC) group to manage incident support activities may be activated at the Zone or Geographic Area level to provide overall wildland fire management direction; and provide, upward, priorities for the use of resources; and goals and objectives for strategic and tactical actions. Position descriptions for the Incident Support Organization and MAC Group Coordination can be found in the NICC Mobilization Guide, Chapter 30.

### **Confinement As An Initial Attack Suppression Strategy**

Confinement may be used as a strategy during initial attack actions resulting from the initial fire assessment in Stage I of the WFIP as long as it is not used to meet resource objectives. Confinement can also be a strategic selection through the Wildland Fire Situation Analysis (WFSA) process when a fire has exceeded or is expected to exceed extended attack capability or planned management capability. Prepare a WFIP or WFSA as the fire or management considerations dictate. Refer to (Appendix T) for the complete Wildland and Prescribed Fire Management Policy Implementation and Procedures Reference Guide.

Initial attack will be each district's responsibility; proper documentation and protocol will be followed. All calls will be documented on the Initial Attack (IA) form and forward to the appropriate district or agency for action. Each district will be responsible for entering its respective fire report into FIRESTAT database by the designated due date.

First responder will become the IA incident commander until such time as higher qualified personnel arrive and take over depending on complexity. This philosophy will continue through extended attack. The most qualified individual will become the incident commander unless otherwise indicated. Notification of all transitions will be broadcast over the radio and check-in required, to make sure all personnel have been advised of transition. A complexity analysis will be performed on every incident and documented on the forest IA booklet. The IA booklet will be used as the first form of documentation for the transition to extended attack. Extended attack will expand as appropriate and position filled as needed. In the event extended attack needs to transition to a team configuration, a WFSA and the team transition checklist and delegation of authority will be complete and ready to hand over to the team.

In the event of a prescribe fire escape, the burn boss will transition to incident commander and all initial attack responsibilities apply.

Depleted resources: In the event the forest has depleted all of its initial attack resources, the forest will commence to using first, any forest resources that are qualified but in other functional areas,

and any cooperating resources that are available, then contract and AD resources. Any resource used will still be subject to the NWCG qualification system and the fire business management principles guidelines.

These resources will in effect take the place of the depleted resources and continue to accomplish the work originally designated.

### **Response Times**

IA modules are expected to immediately respond upon notification of being dispatched. Time required to reach the fire will depend on location of the fire. Travel will be done in a safe manner, following all state highway speed limits as well as Forest Service speed restrictions.

### **Restrictions and Special Concerns**

#### *(1) Use of Lights and Sirens*

Follow protocols in an attached appendix.

#### *(2) Wildland Fire Suppression Action on Private Lands*

When planning indicates the potential need to cross private land, seek permission prior to fire season (except when: 1) The appropriate Annual Operating Plan is approved and allows for such suppression; or 2) Local Sheriff (or “Acting”) has given permission). Permission should be obtained from the landowner as soon as practical. Suppression actions should not be delayed in the interim between detection of an incident and the appropriation of landowner approval. Fire suppression activities on private land may be initiated without permission of the landowner when necessary to protect National Forest System lands or when the wildland fire is on private lands within the TDC protection boundary.

#### *(3) Evacuation*

State Police have the sole authority to order an evacuation. If a determination is made by the IC to evacuate an area threatened by a wildland fire, the following steps will be initiated:

- a. IC will notify TDC.
- b. IC may initiate the evacuation plan for an area immediately threatened until a State Police representative arrives.
- c. Upon notification, the State Police will take the lead in all evacuation procedures that occur on private lands and coordinate those efforts with Forest Service Law Enforcement.
- d. Potentially affected adjacent counties, or those identified in the evacuation plan will be notified by the State Police or County Sheriff.
- e. Forest Supervisor will be kept informed of all actions by the FFDO.

In large fire situations managed by incident management teams, Team Operations and Planning section personnel will work closely with county law enforcement to develop evacuation plans that include trigger points for pre-evacuation notifications and evacuations.

*(4) Human-Caused Fires*

The IA IC is responsible for sizing-up the wildland fire and determining whether a fire investigator is required. If an investigator is needed, the IA IC will protect the origin of the fire and notify TDC concerning the appropriate actions. If a Fire Investigator is not on-scene, TDC will contact the closest available fire investigator and make arrangements to have the fire investigated as soon as possible.

Fire investigators will:

- Investigate all person-caused fires or fires with suspicious origins.
- Complete an investigation fire report. This report should be completed within 5 working days after the date of the fire and given to the Forest Law Enforcement Officer. A copy will also be attached to the individual fire report and submitted to TDC.

*(5) Structural Fires*

Structure fire protection operations include the suppression of wildland fires that are threatening improvements. Fire Management's primary responsibility is to suppress a wildland fire before it reaches a structure. As such, self-contained breathing apparatus are not employed on Forest Service engine modules on the TDC. Structure fire suppression, including exterior and interior actions on burning structures, is the responsibility of State or local Rural Fire Districts. If reports of structure fires are received, TDC will notify the appropriate County 911 immediately, and the 911 Dispatcher will dispatch the appropriate Rural Fire District(s).

*(6) Vehicle and Dump Fires*

Do not undertake direct attack on any vehicle or dump fire on National Forest System lands or those private lands within the TDC protection boundary unless it is absolutely necessary to protect life or prevent the spread of fire into the wildland. Appropriate Forest Service Law Enforcement personnel will be contacted and dispatched through TDC.

*(7) Hazardous Materials*

Limit actions of Forest Service personnel on incidents involving hazardous materials to those emergency measures necessary for the immediate protection of themselves and the public. If the material is a health or safety hazard requiring special measures for control and abatement, promptly notify TDC, and they will notify the appropriate public safety

agency. Further guidance can be found in the Hazardous Materials Emergency Response Plan available at TDC.

*(8) Emergency Firefighters*

Only fully qualified Emergency Firefighters will be used to assist in initial attack or large wildland fire operations (FSM 5130). Planned employment of emergency firefighters, whether used for initial attack or large wildland fire management, will be coordinated at the Forest level, with the Human Resource Group working with the Job Service to provide the requested firefighters. Conditions of employment are: (1) individuals must be a minimum of 18 years of age; (2) meet the appropriate physical fitness requirements; and (3) meet the Forest Service medical exam requirements. A fire qualifications card will be issued to each qualifying individual.

As a minimum, emergency firefighters must complete the following training as described in NWCG guidelines:

**24 hours of classroom training to include:**

- (a) S-130, Basic Firefighter training
- (b) S-190, Introduction to Fire Behavior
- (c) Yearly 8 hour Standards For Survival (Including Fire Shelter use and instruction).

**8 hours of field training to include: NWCG Guide lines**

- (a) Use of hand tools
- (b) Fireline construction
- (c) Mop-up
- (d) Water Handling and Use
- (e) Safety

**The Forest Service will provide the following equipment** (As per JHA or Health and Safety Code Handbook):

Nomex Pants	Eye protection	Canteens
Nomex Shirts	Hardhat with chinstrap	First Aid kit
Leather Gloves	Headlamp	Packsack
Fire Shelter	Sleeping Bag	

**Employee-supplied equipment will include:**

- (a) Leather boots with non-skid soles with at least 8" tops,
- (b) Personal items and gear necessary to sustain an individual for 2 weeks.

*(9) Delegated Authorities*

See **Delegated Signature Authority** in Section V of this plan.

*(10) Social and Political Concerns*

The Carson National Forests is located next to rapidly expanding urban areas. Forest users include residents, seasonal visitors, permittees. Use includes day hiking, picnicking, four-wheeling, ATV use, wilderness backpacking, rock climbing, mountain climbing, fishing, camping. Recreation visitor use days range from moderate to very heavy. The normal fire season on the TDC runs from approximately April 1 to mid October. Occurrence and intensity of fires

during these months vary in concert with the cyclical weather conditions. Because it is consistently hot and dry, the period from May through mid July has the greatest probability of ignitions and high intensity fires.

As the population continues to expand, demands on the TDC will increase proportionately with the population, risk of human caused fires will increase, and the risk to private property and to natural resources will also increase. As a result, the TDC has increased its cooperative and collaborative efforts to develop interagency partners to support a consistent fire management program.

With the close proximity of the Carson National Forests to large metropolitan areas, providing appropriate and timely information to the public, especially the information media, is a significant challenge for Fire Managers. Furthermore, during initial attack activities, TDC as well as initial attack resources need to stay focused on initial attack activities, and for safety reasons, they must not become distracted from their mission during an incident by responding to media and other public information requests. In responding to this issue, Fire Management has worked closely with the Forest Public Information Officer to develop a written plan of how the TDC will respond to public and media requests associated with initial attack activities. This plan is attached in Appendix.I

## 4. Extended Attack and Large Fire Suppression

### **a. Determining Extended Attack Needs and Implementing the Complexity Decision Process for Incident Management Transfer**

For all initial attack incidents, the DFDO/FFDO and IC will concurrently complete the TDC Incident Complexity Analysis as described in the TDCC Initial Attack Size-up Booklet and IC Incident Organizer (Monitoring Section), and the current Interagency Standards for Fire and Fire Aviation Operations Guide. These procedures will be followed to identify and mitigate safety issues by selecting a different strategy, tactic, or higher qualification of incident management personnel to safely and effectively manage the incident. Periodic review of the complexity analysis will determine extended attack needs. Where initial attack is unsuccessful (typically when more than 12 hours have passed since the start of initial attack and crews on-site have failed to contain the fire), the WFSA will be used to analyze the situation and determine the appropriate strategy.

**In completing the TDC Incident Complexity Analysis, certain assumptions are made:**

- As the incident complexity escalates, the need for an Incident Management Team or organization increases accordingly.
- To facilitate assembling an efficient and effective organization, District FDOs will be involved during the early stages of the WFSA or the TDC Incident Complexity Analysis.
- The analysis is not a cure-all for the decision process. Local fire history, current fire conditions, Staffing Level, number of starts, Minimum Drawdown Levels, and other management requirements must be considered.

### Typical Type V, IV, and III Incident Organizations

All DFDOs and ICs will follow the processes and procedures outlined within the current Standards for Fire and Aviation Operations, and the TDC Incident Complexity Analysis as described in the TDC Initial Attack Size-up Booklet and IC Incident Organizer (Monitoring Section) for each incident. These protocols and procedures will be completed by the DFDO or IC during the incident and maintained on file at the District office.

#### *Type V Incident*

- Firefighting resources typically assigned vary from 2 to 6 firefighters and support equipment.
- Generally, the incident is contained within the first operational period, and often within the first few hours after firefighting resources arrive on-site.

#### *Type IV Incident*

- Firefighting resources typically assigned vary from a single module, to several resources, a taskforce or a strike team.
- Command staff and general staff functions are not activated.
- Generally, the incident is usually limited to one operational period and no IAP is required.
- A documented operational briefing will be conducted for all in-coming resources.

#### *Type III Incident*

- Type III Incident Command organizations manage initial attack or extended attack fires with a significant number of resources assigned until the suppression objective is obtained, or until the Transfer of Command to Type I or Type II Incident Command Team is completed.
- Where extended attack with a Type III organization will likely involve several days, completion of an approved WFSA is recommended, and an IAP is required for each operational period following IA. The Incident Complexity Analysis in the WFSA will determine the depth and level of organization necessary to manage the incident (for these incidents, the **Basic WFSA** program is recommended).
- Some or all of the command and general staff positions may be activated, usually at the division/group supervisor and/or the unit leader level, or as identified in the IAP.
- Resources will vary and may include mixes of single resources to resources ranging from strike teams to taskforces.
- Incident may be divided into divisions and may involve multiple operational periods prior to achieving the suppression objective.
- Type III ICs will not have collateral duties.

The TDCC supports an interagency Type III Incident Management Team and maintains a roster of people available for dispatch should this team mobilize. The following table lists the minimum qualifications of the positions associated with this team.

**Table IV-3. Type III Organization Minimum Qualifications****Table 21**

<i>Position</i>	<i>Qualifications</i>
<i>Incident Commander</i>	<i>IC Type III</i>
<i>Operations</i>	Strike Team Leader or Task Force Leader
Logistics	Supply, Ground Support or Facilities Unit experience
Division	Single Resource Boss
Plans	Resource or Situation Unit experience
Finance	Time or Procurement Unit experience
Safety	Safety Officer
Information	Information Officer

*Incident Commander Responsibilities/Training*

New Type III Incident Commanders will be certified based on a simulation test. Type IV and V Incident Commanders will receive training each year that includes simulation training.

**Incident Commanders have the authority and responsibility:**

1. To make safety of firefighters, other personnel, and the public the highest priority in wildland fire suppression activities (FSM 5130.3). When a potentially life-threatening situation may exist, the Incident Commanders have the authority to supersede natural and cultural resource considerations and constraints to provide for the safety of firefighters, other personnel, and the public (FSM 5130.3, para 4).

2. To assign personnel to fireline positions for which they are fully qualified, as certified by their employing agency. Trainees may be assigned pursuant to the direction in the Fire and Aviation Management Qualifications Handbook (FSH 5109.17).

3. To ensure that performance ratings are completed on Type 3, 4, and 5 wildfires for all ground fireline personnel assigned from outside the local area. Ratings shall include compliance with the Ten Standard Fire Orders and the Eighteen Watch Out Situations. Performance ratings shall be maintained in the official incident files and distributed to the individuals rated and their home units.

4. To monitor the effectiveness of the planned strategy and tactics and to:
- Immediately delay, modify, or abandon firefighting action on any part of a wildland fire where strategies and tactics cannot be safely implemented.
  - Execute suppression actions when and where they are safe and effective.
  - Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of the applicable Eighteen Watch Out Situations has been accomplished.
  - Maintain command and control of all fireline resources.

5. To address fatigue (FSH 5109.34) in firefighters and other fire suppression personnel and ensure compliance with work/rest and length of commitment guidelines:

- a. Document actions to manage fatigue for all fires that exceed one operational period.
- b. Document preapprovals and justifications for excessively long work shifts and actions taken to ensure compliance with guidelines for work, rest, and length of commitment.

6. To personally conduct inspections for safety and health hazards, including compliance with the Ten Standard Fire Orders and mitigation of the Eighteen Watch Out Situations on Type 3, 4, and 5 fires, and, in conjunction with the Safety Officer on Type 1 and 2 fires, to document these inspections in unit logs and to include the documentation in incident records.

7. To ensure arriving ground fireline resources on Type 3, 4, and 5 wildfires have positive and documented contact with appropriate incident management personnel to address the briefing checklist elements in the Incident Response Pocket Guide prior to commencing work (FSM 5108).

*Type I and II Incidents*

The “Guide for Assessing Fire Complexity” in the WFSA will be used to determine the need for a Type I or Type II team.

**b. WFSA Development and Requirements**

The WFSA documents the decision-making process for determining the appropriate suppression strategy and estimated cost of an incident which is expected to, or has exceeded, the action planned for in the fire management plan. A WFSA must be completed when:

- a wildfire escapes initial action or is expected to exceed initial action;
- a wildfire being managed for resource benefits exceeds prescription parameters in the fire management plan.; or,
- a prescribed fire exceeds its prescription and is declared a wildfire.

The analysis shall be completed according to FSM 5131.13. The WFSA will be completed by the responsible Line Officer and FDO or other assigned fire manager. These documents will be reviewed and/or revised each day until the selected suppression strategy is attained.

The TDC's delegation of authority procedures outline the process used to ensure that Incident Management Teams (IMT) are thoroughly and completely briefed on their authority and responsibility prior to assuming responsibility for a specific incident(s). The briefing package will include the Line Officer Briefing, WFSA and Delegation of Authority (examples are attached in an appendix). Line Officer and FFMO participation is mandatory at these IMT briefings.

**c. Unit Example of Delegation of Authority for the Incident Commander**

An example of a Delegation of Authority letter is attached in Appendix. J

## 5. Exceeding Existing WFIP—Selecting a New Strategy

**a. Wildland Fire Use for Resource Benefits**

The Periodic Fire Assessment in WFIP Stage I will be used to determine when a wildfire managed for wildland fire use is no longer appropriate and suppression action is needed. A WFSA will be done to determine the appropriate suppression strategy

**b. Prescribed Fire**

If a prescribed fire exceeds its prescription parameters and can not be brought back into control with available contingency forces within 48 hours, it will be declared a wildfire and suppressed. Initial actions required to be taken will be described in the burn plan. A WFSA will be completed that will determine the appropriate suppression response.

## 6. Minimum Impact Management Techniques (MIMT) Requirements

Suppression actions on all wildland fires will have a minimum impact on physical resources. Minimum Impact Management Techniques (MIMT) will be implemented whenever suppression actions are taken. These techniques can be found in the Incident Response Pocket Guide, page 84.

## 7. Other Fire Suppression Considerations—Safety

Measures to protect life and provide for firefighter and public safety will be developed and followed during implementation of all suppression actions. All fire suppression actions will be anchored to the time-tested Rules of Engagement including the 10 Standard Fire Orders, 18 Watch Out Situations, and the principles of LACES. The 10 Standard Fire Orders will not be compromised (DON'T BEND THEM AND DON'T BREAK THEM). On every fire, look up, look down, look around and assess the fire environment against the 18 Watch Out Situations, and mitigate those situations as needed.

All employees are responsible for protecting themselves and other fire fighters from injury or accidents. It is understood through periodic fire safety refreshers presented by Forest and District fire managers that individual fireline personnel have the responsibility and the right to question the actions of the IC in order to gain a better understanding of the tactics and safety mitigation measures incorporated into executing a particular suppression strategy.

**Code of Conduct**

From Thirtymile Hazard Abatement Plan, 2002:

- Firefighter safety comes first on every fire every time.
- The 10 Standard Firefighting Orders are firm...we don't break them; we don't bend them.
- All 18 Watch Out Situations must be mitigated before engagement or re-engagement of suppression activities.
- Every firefighter has the right to know that his or her assignments are safe.
- Every fireline supervisor, every fire manager, and every administrator has the responsibility to confirm that safe practices are known and observed.

### **Personal Protective Clothing and Equipment**

All individuals will wear personal protective clothing and equipment as outlined in the Health and Safety Code Handbook, (FSH 6709.11 and the Fireline Handbook, FSH 5109.32a).

### **Fire Shelters**

All fireline personnel will be issued fire shelters and are required to carry them, ready for immediate use, during wildland fire suppression operations. For prescribed fire, use the Job Hazard Analysis to determine the need for the use of fire shelters. On an annual basis prior to fire season, all fire shelters will be checked to ensure that unacceptable wear has not compromised the designed effectiveness of the shelter. After each fire assignment, individual firefighters will be responsible for checking the condition of their fire shelters.

All fireline personnel will attend fire shelter training, Standards For Survival Refresher, and Entrapment Avoidance courses on an annual basis. All wildland firefighters will be required to take the established 8 hour NWCG Standards For Survival training annually. Firefighters will not carry the New Generation fire shelter without proper training in its use.

### **Work/Rest Guidelines**

The current Work/Rest Guidelines will be followed at all times. Refer to the Interagency Incident Business Management Handbook, Chapter 10.

### **TDC Pocket Card and Incident Response Pocket Guide**

The Forest Supervisor has the responsibility to develop historical fire danger data; to obtain Regional certification for and distribute Fire Danger Pocket Cards to each fireline supervisor on Type 3, 4 and 5 wildfires; and to post the cards on the national Wildfire Coordinating Group website at <http://famweb.nwcg.gov/pocketcards/default.htm>. All firefighting **supervisors** will be issued a TDCC Pocket Card and Incident Response Pocket Guide, and are required to carry and use them on each incident. The Pocket Card lists the fire danger area, fire danger interpretation, local thresholds, describes some of the components used, and sums up past experience. Appendix R.

The Incident Response Pocket Guide includes operational procedures, all-risk checklists, personal safety, aviation, and other references.

### **Fireline Handbook**

All first line supervisors will be issued a Fireline Handbook and are required to carry them into the field. The Fireline Handbook provides ready access to the 10 Standard Fire Orders and 18 Watch Out Situations. Fire suppression actions shall comply with the Fire Orders and incorporate appropriate mitigation measures based upon the Watch Out Situations.

### **Performance Ratings**

Incident Commanders will ensure that performance ratings are completed on Type 3-5 wildfires for all ground fireline personnel assigned from outside the local area. Ratings will include verifying compliance with the Ten Standard Fire Orders and the Watch Out Situations.

Issues and concerns will be addressed by fire managers, line officers, and affected parties.

## **D. Wildland Fire Use**

Wildland fire use refers to the management of naturally-ignited wildland fires to accomplish resource management objectives.

### **1.Objectives**

The objectives are to use fire from natural ignitions in a safe, carefully planned, and cost effective manner to benefit, protect, maintain, and enhance National Forest System resources, to reduce future suppression costs, and, to the extent possible, to restore natural ecological processes and achieve management objectives adopted in approved Forest land and resource management plans (FSM 1920, 5140.2).

### **2.Factors Affecting Decision Criteria for Wildland Fire Use**

The ability to adequately predict long-range fire behavior is a critical decision factor in assessing fire risk and complexity. Computer programs and tools such as RERAP, BEHAVE, Fire Family Plus, and Farsite can be used to help assess long-range fire behavior. Graphs and charts as outlined in chapter 4 of the Wildland and Prescribed Fire Policy Implementation Procedures Reference Guide (Appendix T), the Carson National Forest Wildland Fire Relative Risk Rating (below), Historical ERC Trends, and Historical Fire Season Duration will also aid in assessing fire risk and complexity.

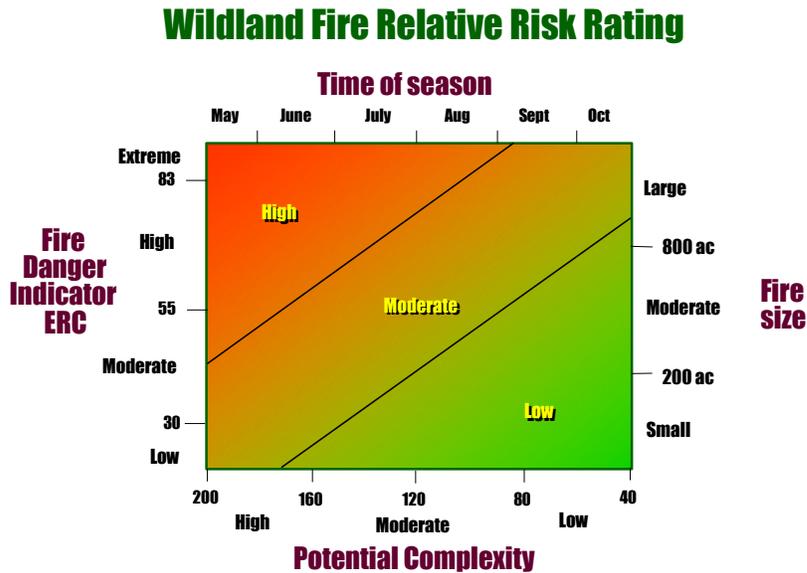


Figure 2. Wildland fire relative risk rating chart

### 3.Pre-Planned Implementation Procedures

Human-caused fires in any FMU will not be managed for resource benefit. Wildfires occurring in appropriate FMU will be assessed on a case-by-case basis to determine appropriate management response and implementation procedures.

### 4.Impacts of Plan Implementation

Impacts to air quality, wildlife, botany, heritage resources, Forest visitors, and possible economical impacts to resort and campgrounds may occur. The WFIP for each individual fire will address these impacts and necessary mitigation measures.

### 5. Required Personnel

Refer to Appendix K for qualified personnel.

### 6. Public Information

Public information and education will be an important part of the management of wildland fire use incidents. The WFIP for each individual fire will address the potential impacts to the public and communities and provide an information plan.

### 7. Records

A documentation package will be maintained by the FUMA or assigned individual for each wildland fire use incident. The contents of the package will vary with size and complexity of the incident but will include the WFIP and a map as a minimum.

**8. Cost Tracking**

A Management code will be assigned by the TAZ for each wildland fire use incident to track costs.

**E. Prescribed Fire**

**1. Annual Activities To Prepare For And Implement The Program**

The annual activities are listed below:

- Inventory and identify fuel treatment units
- Participate in interdisciplinary teams (IDT)
- Complete required NEPA documentation
- Prepare project plans and layout
- Prioritize proposed projects based on current year budget allocation
- Prepare and approve burn plans
- Obtain burn permits
- Implement projects
- Award contracts
- Complete monitoring requirements
- Report accomplishments

**Description of the Long-Term Prescribed Fire Program As It Relates To Each FMU**

**Table 22**

FMU	Long-term Prescribed Fire Program
TB, WL	Prescribed fire is used on a relatively larger scale to lower or maintain fuel profiles to reduce the damaging effects of fire. The priorities for prescribed fire treatments in this FMU are maintenance of previously treated areas, high hazard areas in condition class 2, and as a follow-up entry to mechanical treatment in condition class 3 areas.

TB, WL,WD	Prescribed fire is used with wildland fire use primarily to maintain condition class 1 areas and to reduce fuel profiles in areas of condition class 2 or 3.
WL, TB, WD	Prescribe fire is applied to reduce condition class 2 or 3 and to minimize effects of crown-fire.
TB,WL,	Combination of mechanical treatment and prescribe fire (pile burning) is used to reduce the fuel loading, canopy height, density and basal area of the WUI profile throughout the forest.

### Numbers of Qualified Personnel

Training and qualifications procedures are outlined in the NWCG 310-1, FSM 5140, and FSM 5109.17. The Forest training officer maintains the qualification and training database. Burn projects will only occur when there are sufficient and qualified personnel on scene as specified in the burn plan. The list of persons qualified for prescribed fire is in Appendix M.

### Weather, Fire Behavior, and Fire Effects Monitoring

A fire prescription is outlined in the burn plan. The prescription includes parameters for fire behavior and environmental variables. Weather observations are monitored at the project area by manual weather collection of temperature, relative humidity, wind speed and direction, and cloud cover, or by remote automated weather station (RAWS). The RAWS collects the dry bulb, wet bulb, relative humidity, calculated 10-hr. fuel moisture, wind speed and direction, minimum and maximum temperature and humidity (past 24 hours), and rainfall. A post-burn summary and checklist form located in the burn plan is completed to determine if the resource goals and air quality objectives were met. A risk assessment is included in the burn plan to address and mitigate potential hazards. The measurable objectives identified in the FMU are verified and monitored through the burn plan as described above.

The prescribed fire manager and/or burn boss will maintain a burn project folder that will contain the following documentation:

- Approved burn plan, smoke plan, and job hazard analysis
- Go-no-go checklist
- Post burn monitoring and accomplishment forms
- Burn organization chart
- Maps

- Weather files containing: spot request forms, daily spot weather forecasts, RAWS weather data, on site observation forms, smoke monitoring and dispersion observations

### **Reporting and Documentation for Accomplishments**

Prescribed fire accomplished acres are reported to the Taos Dispatch Coordination Center (TDCC) daily and recorded in a tracking database. All fuel treatment acres accomplished by fund type are summarized in the Management Attainment Report (MAR) each fiscal year. Daily summaries of burned acres (prescribed fire and wildland fire use) are also reported to the state New Mexico Air Quality Bureau (NMED) office each calendar year. Report fuel treatment accomplishments in accordance with MAR procedures (FSH 6509.11k).

### **2. Exceeding Existing Prescribed Fire Plan**

Prescribed burns exceeding the parameters of the plan will be suspended or suppressed. Reporting of the escaped fire will be consistent with the direction provided in FSM 5140. Fire suppression actions will be the same as described in the Fire Suppression section of this FMP (Section IV.C). A WFSA will be initiated as described in Section IV C.4.a & b of this document. Refer to the Contingency Plan section of the Prescribed Burn Plan if further information is needed to complete the WFSA.

### **3. Air Quality and Smoke Management**

#### **Pertinent Air Quality Issues**

The primary air quality issues relate to local air district coordination and mitigation of negative air quality effects from various smoke sources. Sources of smoke on the forest include agricultural burning in the valley to the west of the Forest, burning of forest debris by various agencies and the public, woodstoves, campfires, and wildland fire. Smoke from some of these activities can also travel to neighboring forests and states under certain atmospheric conditions. Recent efforts have focused on information sharing between burners and air regulators and also between Forest and Zones to prioritize burns in the event of any airshed restriction, consistency between air districts, and stronger coordination with the NMED, Air Quality Bureau.

#### **Program of Action that Complies with Clean Air Act**

The goals of air resource management on the Forest is to minimize air pollutants caused by Forest management activities and cooperate with NMED, Air Quality Division – Smoke Monitoring Department in monitoring and regulating off-forest air pollution sources. Emphasis will be placed on air quality-related values in Class I airsheds and communities. The objective is to maintain or improve air quality to meet requirements under the Clean Air Act. Mitigating the effects of fire and fuels management on air quality includes “remediating impairment of visibility in mandatory Class I federal areas which impairment results from manmade air pollution” (Clean Air Act Visibility Protection, Subpart II, 42 U.S.C. & 7491 et seq.).

#### **Location of Class I Airsheds**

Class I airsheds exist in the Wheeler Peak Wilderness and the Pecos Wilderness.

### **Description of pre-identified smoke sensitive areas**

The communities and recreation areas within and adjacent to the Carson National Forest are the pre-identified smoke sensitive areas and are addressed in each burn plan.

### **Local and Regional Restrictions and Procedures**

An example of a Smoke Management Plan, template, and air quality monitoring restrictions and procedures is located in (Appendix P).

## **F. Non-Fire Fuel Applications**

### **Non-fire Applications**

The Forest applies a strategic approach for locating both prescribed fire and non-fire fuel treatments across broad landscapes. Urban-wildland interface zones have the highest priority for hazard fuel reduction treatments. Old Forest emphasis areas characterized by high fire hazard and risk have the next highest priority for fuel treatments, followed by General Forest with high hazard and risk. Fuel treatments within sensitive habitats are approached more cautiously, and the intensity is limited within Old Forest emphasis areas, PACs, spotted owl home range core areas (ESA), and stands characterized by large trees and moderate to dense canopy cover.

### **Mechanical Treatment and Other Applications**

The Forest utilizes a variety of equipment for non-fire applications. Some of the methods used are: biomass, thinning, lop and scatter, shredding, mastication,, and chipping. These treatments are especially useful in areas where prescribed fire is not feasible or in smoke-sensitive areas.

### **Describe Annual Activities to Prepare for and Implement the Program**

The annual activities are listed below:

- Inventory and identify fuel treatment units
- Participate in interdisciplinary teams (IDT)
- Complete required NEPA documentation
- Prepare project plans and layout
- Prioritize proposed projects based on current year budget allocation
- Implement projects
- Award contracts
- Complete monitoring requirements
- Report accomplishments

### **Documentation Requirements for Monitoring**

The fuel project manager will monitor the measurable objectives identified in the FMU's and will maintain a project folder that will contain the following documentation:

- Approved NEPA documentation
- Maps
- Cost accounting
- Completed accomplishment form

### Describe Reporting and Documentation for Accomplishments

Non-fire accomplishments are reported to the S.O. fuels staff monthly and recorded in a tracking database. All fuel treatment acres accomplished by fund type are summarized in the Management Attainment Report (MAR) each fiscal year (FSH 6509.11k).

### Annual 2004 Planned Project List

Refer to Appendix N for the planned program of work.

## Section V – Organizational and Budgetary Parameters

### A. Current Fiscal Year Budget

**Table V-1. Budgetary and target information received from the Region for 2007:**  
**Table 23**

	<i>WFPR Wildland Fire Preparedness</i>	<i>WFHF Wildland Fire Hazardous Fuels</i>	<i>BDBD Timber Sale Brush Disposal</i>
<b>Total Forest Allocation</b>	<b>\$2,,038</b>	<b>\$823,000</b>	<b>\$0</b>
<b>OWCP</b>	<b>\$29,602</b>	<b>\$840</b>	<b>0</b>
<b>Unemployment</b>	<b>\$19,000</b>	<b>\$11,600</b>	<b>0</b>
<b>IHC</b>	<b>\$440,285</b>	<b>\$n/a</b>	<b>0</b>
<b>Funds Available to the Ground</b>	<b>\$1,549,113</b>	<b>\$810,560</b>	<b>\$0</b>
<b>Associated Targets</b>	<b>Firefighters – 32 Engines –6 Prevention –6</b>	<b>WUI- 1850 acres Non-WUI – 4,807 acres</b>	<b>0 acres</b>

		<b>Total: 6,657acres</b>	
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**WFPR –**

The 2007 Regional WFPR budget was disaggregated to the Forests based loosely on historic Forest NFMAS allocations. The Region’s expectation of production capabilities included funding 4 engine modules, 6 prevention technicians and 32 firefighters, utilizing a combination of WFHF and WFPR funding opportunities as well as an appropriate level of base-8 P-code savings risk.

At the SO level, the Forest Fire Management Officer supervises the Fire Management Program. A Forest FMO, an Assistant Forest FMO, Fire /Fuels Planner and Fire Prevention Officer are directly involved with fire management planning, prevention, training, coordination, prescribed fire management, and aviation management. Initial attack dispatching is handled by the Taos Interagency Dispatch Center, funded by a combination of WFPR, BLM funds, and other cooperators. When the resource needs extend beyond the Forest level, the Interagency Dispatch Centers will assist with resource needs.

The Type 6 engine modules located on each district consist of a 4 person (effective) crew for 7 days a week. Funding is 70%/30% WFPR/WFSU. Costs for the module are approximately \$123,000 per year each.

Program leadership (PA) dollars include the salaries for the Forest FMO, Assistant Forest FMO, Fire/Fuels Planner, Forest and District FPO, District FMOs, and District AFMOs. The District FMO/AFMO positions are also funded 70%/15%/15% WFPR/WFHF/WFSU and cover mandated work activities such as IQCS/IFPM, administration of cooperative/mutual aid agreements, supervision of fire personnel, and completion of fire reports, representing the district in fire management, and administering the fire/fuels management programs. The intent of Program Leadership is to provide leadership, oversight for efficiency, effectiveness and above all SAFETY.

Money is included to support the Remote Automated Weather Stations (RAWS). Each unit, including, the Supervisor’s Office is responsible for their fire prevention information and Smokey Bear program. Costs were estimated based on how much has been spent on a yearly basis in order to maintain this program.

**WFHF -**

To meet the 2007 WFHF target, the Forest decided to utilize a variety of fuels disposal methods that included underburning, broadcast burning, mechanical treatments using contractors, and disposal by force account crews. Several permanent fire management employees and seasonals worked outside their guaranteed tours piling, slashing and thinning to contribute to accomplishment of the target.

**Fire Management Analysis and Planning**

The Forest has in the past used the National Fire Management Analysis System (NFMAS) which will end this FY. With the recent downturn in fire management funding, this system has become outdated and is being replaced by a new Fire Program Analysis (FPA). The 2008 budget will be generated using a Fire Planning Analysis Tool(TBD).

### **B. Organization Chart Supported by the Current Fiscal Year Budget**

These charts below shows the FY07 funded Fire Management organization. The Forest staffed 6 engines and 6 prevention technicians for a total of 32 firefighters and a production capability of 62 chains/hour.

Section 5. Organizational and Budgetary Parameters

**Table V-2. TDCC Fire Management Suppression (WFPR) Organization – 2007**

**Table 24**

<i>Position</i>	<i>SO</i>	<i>Canjilon RD</i>	<i>El Rito RD</i>	<i>Jicarilla RDe</i>	<i>Camino Real RD</i>	<i>Tres Piedras RD</i>	<i>Questa RD</i>
Forest FMO	M.Kerrigan						
Asst. Forest FMO	G.Devis						
Fire/Fuels Planner	S. Miranda						
Forest Prvtn Specialist	D. Martinez						
Dispatch Ctr. Mngr.	E. Wilson						
Dispatch Ctr. Asst. Mngr.							
Lead Dispatcher	M. Valerio						
Lead Dispatcher	C. Martinez						
Lead Dispatcher							
Dispatcher (Seasonal)	M.Spears						
Dispatcher (Seasonal)	J.Santos						
Dispatcher (Seasonal)	vacant						
Dispatcher (Saasonal)	vacnat						
Zone FMO				BLM vacant	R. Corral	M.Armendarez	
District Asst. FMO		vacant	A. Martinez	C. Campbell	vacaant	L. Suazo	P. Mondragon
		<b>E1</b>	<b>E32</b>	<b>E3</b>	<b>E4</b>	<b>E6</b>	<b>E7</b>
Engine Captain		D. Martinez	M. Baca	A. Braun	M. Roybal	G. Allulinuas	E. Romero
Engine Asst. Captain		1	vacant	1	J.Trujillo	Vacant	Vacant
Engine Senior FFTR – Crew		1	1	1	1	1	1
Engine FFTR – seasonal		1	1	1	1	1	1
Prevention Technician		L. Ocana	D. Martinez	C.Bone	vacant	vacant	M. Gomez
IHC Superintendent	P. Delmerico						
IHC Asst. Sup.	J. Bone						
IHC Squad Leader	JJ. Starkey						
IHC Senior FFTR	R. Sack N. Daraeger E.Hurtado E.Gottlieb						
IHC Firefighter Crew	13						

**Table V-3. TDCC Fire Management Hazardous Fuels (WFHF) Organization – 2007**

**Table 25**

<i>Position</i>	<i>SO</i>	<i>D1</i>	<i>D2</i>	<i>D3</i>	<i>D4</i>	<i>D6</i>	<i>D7</i>
Natural Res. Officer	D. Rael						
Fire/Fuels Specialist	S.Miranda						
Fire Ecologist							

Fuels Specialists							
			vacant	C.Campbell	vacant		
Fuels Technicians							
Fuels Crew							
Fuels Crew.							
Fuels Crew							
Fuels Crew							
Dozer Operator							

### *C. Fire Management Leadership Goals and Responsibilities*

#### **1. Goals**

The Forest Fire Management Organization is committed to developing safe and effective programs. All levels of the Team communicate opportunities to improve the planning and operation's potential for the Forest and each unit. Leadership is not a function of status or position. Through the respect of their peers, team leaders and individuals are granted authority because of their ability to lead in special or unique situations, to provide timely feedback, and to adapt to changing conditions. Leadership is displayed through creativity, process participation and ownership in the results.

#### **2. Responsibilities**

Supervisors have the authority to direct suppression and fire use programs through oversight, guidance, process evaluation and desired results. These leaders have the right to make timely decisions based upon the best available information, within the bounds of accepted standards and with appropriate explanation. In daily fire management operations, the nature of some decisions may not allow for a real-time explanation; however, team ownership in decisions is desired. Ownership is held securely with the understanding that an explanation is expected and forthcoming.

The Forest does not take responsibility, oversight and accountability lightly. The Fire Management Organization views safety as stated in the Federal Wildland and Prescribed Fire Management Policy and Program Review, "Once people are committed to an incident, those resources become the highest values to be protected and receive the highest management considerations". In support of the policy and objectives listed above, the following documentation identifies specific Forest positions and the associated responsibilities:

#### **Forest Supervisor (FS) & District Ranger (DR)**

- To ensure that employees under their supervision are appropriately trained and made available as needed to support wildland fire suppression on the entire TDCC.
- To ensure that those employees with supervisory or managerial responsibilities in wildland fire management stay abreast of current fire suppression information, such as factors affecting wildland fire behavior, wildland fire suppression

- management and organization, contents of agency and interagency wildland fire management directives, fire management plans, and economic and risk analysis.
- To ensure that the assigned line officer declares each wildfire out or that they have delegated that authority to the FMO/FDO..
  - To ensure that all fire entrapments are promptly and aggressively investigated (FSM 5130.3).
  - To ensure that fatigue in firefighters and other wildland fire suppression personnel is identified and appropriately addressed (FSH 5109.34).
  - To ensure that employees are mobilized in wildland fire positions for which they are qualified pursuant to the Fire and Aviation Management Qualifications Handbook (FSH 5109.17).
  - To make safety of firefighters, other personnel, and the public the highest priority in wildland fire suppression activities (FSM 5130.3). When a potentially life-threatening situation may exist, the Forest Supervisors and District Rangers have the authority to supersede natural and cultural resource considerations and constraints to provide for the safety of firefighters, other personnel, and the public (FSM 5130.3, para.4).
  - To annually in person and with documentation, convey responsibilities, expectations, and authorities of Type 3, 4, and 5 Incident Commanders to:
    - a. Provide for safety and welfare of all personnel and the public.
    - b. Develop and implement viable strategies and tactics.
    - c. Monitor effectiveness of planned strategy and tactics.
    - d. Execute suppression actions when and where they are safe and effective.
    - e. Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of applicable Eighteen Watch Out Situations has been accomplished (FSH 5109.32a).
    - f. Immediately delay, modify, or abandon firefighting on any part of a wildland fire where strategies and tactics cannot be safely implemented.
    - g. Maintain command and control of all firefighting resources.
  - To ensure that supplemental inspections for safety and health hazards, including compliance with the Ten Standard Fire Orders and mitigation of the Eighteen Watch Out Situations, are documented in the incident records on a minimum of 10 percent of the unit's Type 3, 4, and 5 wildland fires.
  - Ensure that Incident Commanders on Type 1, 2, and 3 wildland fires have no collateral duties, except for those of unfilled Command and General Staff positions as described in the Fireline Handbook (FSH 5109.32a).
  - To assign an individual from the local unit to provide oversight to administrative and financial activities and to ensure fiscal integrity; to assign an Incident Business Advisor (IBA) to all Type 1 or complex incidents; and to ensure IBA oversight on Type 2, 3, 4, and 5 incidents.

Additional, but different responsibilities of the Forest Supervisor and of the District Ranger are:

**Forest Supervisor (FS)**

- Communicates annual expectations of leadership in fire management to all employees on the unit.
- Provides oversight of all Forest-wide fire management activities and is responsible for the safety of all personnel involved in those activities. Oversight includes establishing expectations for: (1) periodic preparedness reviews and proficiency testing; (2) identifying the appropriate management response for a wildland fire and the necessary organization to manage a specific response based upon a risk assessment; (3) initiating, organizing and approving the WFSA planning and risk assessment process, developing the delegation of authority, and completing the briefing package for large fire management; (4) integrating prescribed fire into the LMP, retaining signature authority for all aerial ignited prescribed burns, and delegating signature authority to District Rangers and Actings for all hand ignited prescribed burns based upon the complexity of the burn; and (5) retaining signature authority for all WFIP's Stages I, II, and III where actual or predicted fire behavior will encompass more than one District or Forest, and delegating signature authority to District Rangers and Actings for all other WFIPs after they have attained the requisite knowledge (see below).
- If necessary, ensures annual adjustments in the FMP reflect current conditions, budget and other significant considerations.
- Is responsible for all wildland fires managed under the suppression strategy and assigned to an Incident Management Team.
- Based upon the above criteria, the following individuals have been delegated the authority to approve prescribed burn plans and WFIPs. This authority is bound by the Rocky Mountain Area Preparedness Levels criteria. Any deviation from the requisite knowledge, skills and abilities, requires approval by the Forest Supervisor.

**Table V-4. Delegated Signature Authority.**

**Table 26**

<i>Name</i>	<i>Prescribed Burns **</i>	<i>WFSA Certification*</i>	<i>Forest/District WFIPs Stage I, II and III**</i>	<i>Revalidate</i>
<b>Canjillon RD:</b>				
T. Moseley	X	Certify ≤\$2MM	X	X
<b>El Rito RD:</b>				
D. Trujillo	X	Certify <\$2MM	X	X
<b>Jicarilla RD:</b>				
M. Catron	X	X	X	X
<b>Camino Real RD:</b>	X		X	X
J. Miera	X	Certify <\$2MM	X	X
<b>Tres Piedras RD:</b>				
B. Romero	X	Certify <\$2MM	X	X
<b>Questa RD:</b>				
vacant	X	Certify <\$2MM	X	X
<b>SO:</b>				
M. Chavez	X	Certify >\$2MM and <\$10MM	X	X
FFMO	X		X	X
FAFMO	X		X	X

1/ Not recommended due to related fire management responsibilities and duties.

\*Qualifications required for WFSA certification include:

**Forest Supervisor –**

- Participation in a minimum of one WFSA certification process and completing the National Fire Management Leadership course, or
- Attending a Regional WFSA training course, or
- Qualifying for a Type 1 or 2 Command and General Staff position.
- Alternative to the above would be attending a Regional line officer seminar covering WFSA, or assigning a qualified line officer and WFSA analyst to mentor and advise throughout the WFSA development and certification process.

**District Ranger –**

- Participation in a minimum of one WFSA certification process and completing the Local Fire Management Leadership course, or
- Attending a Regional WFSA training course, or
- Qualifying for a Type 1 or 2 Command and General Staff position.
- Shall conduct supplemental inspections on a minimum of 10 percent of their unit’s Type III, IV and V incidents and document those inspections in the incident records.

- Alternative to the above would be attending a Regional line officer seminar covering WFSA, or assigning a qualified line officer and WFSA analyst to mentor and advise throughout the WFSA development and certification process.

\*\*The requisite fire management knowledge and experience needed before an Acting Forest Supervisor, District Ranger, or Acting Ranger can be delegated prescribed fire and WFIP approval authority is defined below:

**a. Prescribed Fire** – Requisite knowledge requirements for approving Prescribed Fire Burn Plans may be attained by attending (1) and (2) described below:

**(1) A forest line officer prescribed fire workshop that addresses the following:**

- (a) Required elements of a Prescribed Fire Burn Plan.
- (b) Use of the Prescribed Fire Complexity Rating System Guide.
- (c) Review of Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide.
- (d) Review of FSM 5140.
- (e) Preparation and implementation of contingency and holding plans.
- (f) Qualifications of fire-use personnel listed in FSH 5109.17.
- (g) Developing and using worst-case scenarios.
- (h) Lessons learned from past fire-use events.

**(2) Either Fire Management for Agency Administrators or a Regional or National Fire Management Leadership course.**

**b. Wildland Fire Use** - Requisite knowledge requirements for approving wildland fire implementation plans may be attained by attending (1) and (2) described below:

- (1) A forest line officer wildland fire-use workshop that addresses the following:
  - (a) Required elements of a wildland fire implementation plan (WFIP).
  - (b) Review of Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide.
  - (c) Review of FSM 5140.
  - (d) Qualifications of fire-use personnel, FSH 5109.17.
  - (e) Developing and using worst-case scenarios.
  - (f) Lessons learned from past fire-use events.
- (2) Either Fire Management for Agency Administrators or a Regional or National Fire Management Leadership Course, or S-580, Fire-Use Applications.

**District Ranger (DR)**

- Communicates annual expectations of leadership in fire management to all employees on the unit.
- Provides oversight of all District-wide fire management activities and is directly responsible for the safety of all personnel involved in those activities on their respective Districts. Oversight may include active participation in the: (1) periodic preparedness reviews and proficiency testing; (2) identifies the

appropriate management response for a wildland fire, ensuring that the identity of the assigned IC is known to all suppression resources and developing the necessary organization to manage a specific response based upon a risk assessment; (3) initiation, organization and collaboration with the DFMO in the WFSA planning and risk assessment process, defining the objectives in the delegation of authority, completing the briefing package for large fire management and identifying the Resource Advisor; (4) integration of prescribed fire at the project planning level, delegated signature authority for all hand ignited prescribed burns, and delegates DR signature authority to Actings based upon their ability to meet requisite knowledge, skills and qualifications, and the complexity of the burn; and (5) delegated signature authority for all WFIP's Stages I, II, and III where actual or predicted fire behavior will remain within the confines of their District.

- Responsible for preparing the annual District operating plans that mitigate wildland fire risk through appropriate staffing, communications and equipment readiness actions. Ensures that they, and those involved in wildland fire activities on their district comply with firefighter and general safety policies. In the case of an entrapment, serious injury or fatality, is responsible for immediately notifying the Forest Supervisor.
- Responsible for briefing the large fire Incident Commanders regarding the fire suppression objectives, considerations and constraints.
- Ensures the appropriate team is established for wildland fires being managed as a wildland fire for resource benefit. Minimum staffing requires a Fire Use Manager (FUMA) assigned to a wildland fire requiring a WFIP. Ensures that a Fire Behavior Analyst (FBAN) and/or Long Term Fire Analyst (LTAN) are assigned as needed to develop the short-term or subsequent long-term fire behavior predictions. Ensures that the appropriate WFIP, Stage II and Stage III procedures and recommendations are made according to the approved Wildland Fire Use Management Plans.
- Once the prescribed burn plan or WFIPs are signed by the respective DRs or their designated Actings, any deviation from the prescriptive limits requires written approval by the respective District Ranger, designated acting, or Forest Supervisor prior to further action.
- Ensure accomplishment of after-action reviews as described in the Incident Response Pocket Guide (FSM 5108) for all Type 3 wildfires and for selected Type 4 and 5 wildfires.

### **Deputy Forest Supervisor**

- In the absence of the FS, serves as the Acting FS and is delegated signature authority for fire use and suppression, as described above (Responsibility, Forest Supervisor).

### **Natural Resources Officer –**

- Provides overall direction and oversight for the Forest's Fuels Management Program.

- Provides managerial, administrative and technical leadership in Fuels, and Air Quality.

**Forest Fire Management Officer (FFMO)**

- Responsible for all aspects of the Forest’s Fire Management programs. Provides specific program direction to the Districts, fiscal management, allocation and distribution of funds specific to MEL, fire and fuels planning, coordination, situational awareness leadership in wildland fire suppression, fire use and non-fire incidents
- Ensures annual adjustments in the FMP reflect current conditions, budget allocations and other significant considerations. FFMO provides oversight and direction in the development of the preparedness program, the Forest's FMP, mobilization guides, preparedness reviews before and during fire season, wildland fire prescriptions, appropriate management response to wildland fires, and the fire suppression training and qualifications program.
- Collaborates with Geographic Area counterparts and serves as the primary forest representative who negotiates financial needs and program priorities based upon activities schedule. Provides leadership and direction to the Fire Management Organization. Establishes standards, objectives and guidelines for all prescribed management ignitions and assures coordination with the Zones and Rocky Mountains.
- Coordinates workforce and equipment needs for fire management activities ensuring that fire use and fire protection responsibilities do not exceed forest capabilities and meets the Geographic Area direction.
- Upon request, functions as a representative for the Regional Director (State and Private Forestry) in fire use program leadership roles. Coordinates with the Forest Supervisor and District Rangers to organize and identify team members needed to complete a WFSA or WFIP, Stage III. Prior to Forest Supervisor's approval, reviews and recommends the appropriate suppression or management strategy. Provides leadership direction for the Fire Management Organization in establishing standards, objectives and guidelines addressing natural ignitions in wilderness and assures coordination across the Zones and the Rocky Mountains. Coordinates with the Rocky Mountains and other Forest(s) when tracking, monitoring and evaluating all natural ignitions occurring within the confines of the adjacent wilderness areas, and recommends necessary program adjustments. Monitors on-going activities to assure compliance with the approved WFIPs.
- To annually convey responsibilities, expectations, and authorities of Type 3, 4, and 5 Incident Commanders to:
  - Provide for safety and welfare of all personnel and the public.
  - Develop and implement viable strategies and tactics.
  - Monitor effectiveness of planned strategy and tactics.
  - Execute suppression actions when and where they are safe and effective.

- Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of applicable Eighteen Watch Out Situations has been accomplished (FSH 5109.32a).
- Immediately delay, modify, or abandon firefighting on any part of a wildland fire where strategies and tactics cannot be safely implemented.
- Maintain command and control of all firefighting resources

#### **Deputy Forest Fire Management Officer (DFFMO/Aviation Officer (FAO))**

- Responsible for the annual FMP update, with input from the FFMO, PIDC Manager, and District FMOs. This plan will be adjusted annually to reflect current direction, budget constraints, and firefighter safety issues.
- Upon request, provides leadership to Districts in completing a WFSA or WFIP.
- Updates County Annual Operating Plans.
- Collaborates with DFMOs to establish and assure fire management standards, objectives and guidelines are made part of the approved WFIPs. Participates in developing, tracking, monitoring and evaluating all assigned WFIPs and recommends necessary adjustments to the FFMO.
- Responsible for the management and supervision of all Forest air operations, including developing, updating, and carrying out the Forest Air Operations Plan in coordination with PIDC and other Forests.
- Responsible for all Forest and cooperative air operations and is COR for aviation contracts.
- Responsible for developing the master Forest-wide aerial ignition portion of the prescribed fire burn plan and reviewing site-specific aerial ignition burn plans.
- Represents the Forest fire management organization at the Rocky Mountain level.
- Responsible for the annual Air Operations Plan update, with input from the FFMO, PIDC, and District FMOs. This plan will be adjusted annually to reflect current direction, budget constraints, and firefighter safety issues.

#### **Forest Fuels Management Specialist**

- Responsible for coordinating Forest-wide fuels and prescribed fire management programs. This includes fire management planning to ensure consistent and integrated approach to multi-functional planning and implementation. Participates in Geographic Area and Forest-wide planning efforts, promotes wildland fire use and fuels management principles, and interdisciplinary cooperation with other resource specialist. Represents the Forest fire and fuels management organization during long-range Forest-wide planning efforts and identifies potential methods of assessment. Assist the FFMO in coordinating Forest-wide wildland fire suppression strategies, wildland fire use strategies and the management of non-fire incidents. In the absence of the FFMO, serves as the Acting FFMO.
- Provides leadership and reviews the fire management portion of the Sale Improvement Plan and C(T) 6.7 - Hazard Reduction and Site Preparation on all timbers sales over 1.0 MMBF.

- Ensures that fuels management is incorporated and integrated into all levels of planning and measured against the cost of operations.
- Upon request, provides leadership to Districts in completing a WFSA or WFIP.
- Coordinates smoke management with the State's Air Quality Bureau or DEQ, Region's Fire Use Specialist, Air Quality Specialist and the adjacent Forests. Functions as Airshed Coordinator.
- Responsible for technology transfer for current and upcoming fuel assessments techniques.

#### **Forest Fire Prevention Specialist (FPT)**

- Supports District Fire Prevention Technicians in preparing District Prevention Plans and in other fire prevention activities.
- Serves as a technical specialist and team leader in the Fire Program Analysis effort.
- Updates the PISCC Fuels and Prevention Management Plan annually.
- Gives formal and informal talks and prepares news releases as needed providing key fire messages through personal contacts specific to laws, rules, restrictions or closures.
- Member of the Wildland Urban Interface Taskforce.
- Assists Aviation Officer in support of aviation operations.

#### **Forest Fire Duty Officer (FFDO)**

- Must be at least DIVS and Type III IC qualified.
- Responsible for ensuring that the assigned IC is qualified, thoroughly briefed on the appropriate suppression strategy and tactics, and the IC is made known to the assigned firefighters. Authorized to utilize Forest Service vehicle daily from closest Unit Office or residence to facilitate fire management duties.
- Monitoring of incident(s) to ensure the IC(s) operates within the limits of available resources, and the appropriate ICS organization is in-place to execute the tactical actions.
- Provide oversight and direction in prioritizing the staffing of multiple starts across the Forest, repositioning firefighting resources, and coordinating with PIDC to define the next day's Staffing Level.
- Collaborates with the District FDOs to ensure the Forest Minimum Drawdown levels are appropriate on a daily basis.

#### **District Fire Management Officer (DFMO)**

- Responsible for carrying out all preparedness, suppression and fire use management activities on the District. This includes program management, supervision, training, career enhancement and target accomplishments with strict adherence to policy, direction and plans.
- District FMOs are responsible for completing the annual District operating plans, participating in Forest-wide wildland fire preparedness activities and assuring their respective staffing levels meet budget and safety standards.

- Shall conduct supplemental inspections on a minimum of 10 percent of their unit's Type III, IV and V incidents and document those inspections in the incident records.
- RXBP preparation assures: (1) operations comply with the defined parameters; (2) development and execution are done with trained and qualified personnel; (3) organizational size and structure reflects safety, risk, and complexity; (4) if on-site conditions change during execution of the burn, ensures the appropriate contacts are made and documented accordingly; and (5) District Rangers are informed of site-specific activities. Monitors and evaluates all District prescribed management ignitions, initiates reviews as required and recommends necessary adjustments to accomplish the predetermined objectives.
- Assists the District Ranger in organizing and identifying team members to complete a WFSA or WFIP, and assures the appropriate suppression or management strategy is implemented.
- Collaborates with the District Ranger and FFMO during the initial fire assessment, WFIP, Stage I, addressing natural ignitions as potential wildland fire use candidates within their respective administrative boundaries. Recommends the appropriate wildland fire management response to the District Ranger within 2 hours of wildland fire confirmation. Responsible for developing and carrying out the WFIP, Stages I to III. Serves as a Fire Use Manager, if qualified, or supervises the activities of the assigned Fire Use Manager.
- Responsible for briefing the District Ranger, FFMO and Forest Supervisor on the site-specific details of the WFIP(s) prior to the decision to approve or deny the recommended response.
- To annually convey responsibilities, expectations, and authorities of Type 3, 4, and 5 Incident Commanders to:
  - Provide for safety and welfare of all personnel and the public.
  - Develop and implement viable strategies and tactics.
  - Monitor effectiveness of planned strategy and tactics.
  - Execute suppression actions when and where they are safe and effective.
  - Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of applicable Eighteen Watch Out Situations has been accomplished (FSH 5109.32a).
  - Immediately delay, modify, or abandon firefighting on any part of a wildland fire where strategies and tactics cannot be safely implemented.Maintain command and control of all firefighting resources.

### **District Fuels Management Specialists**

- Participates in District planning efforts for fuels reduction and vegetation management projects; provides information/input regarding fuels, fire behavior, fire regimes, treatment methods, etc. For fuels reduction projects, may be the project lead.
- Develops and implements a monitoring plan that addresses project objectives.
- Plans and prioritizes district fuels projects. Ensures thinning contracts/agreements are in place to complete fuels projects. May be COR on mechanical treatment projects.

- Report District accomplishments for fuels and prescribed fire in NFPORS and/or FACTS.
- Responsible for writing, editing, and implementing prescribed fire burn plans (as qualified).

### **District Fire Duty Officer (DFDO)**

- The goal of Fire Management will be to have all DFDO's qualified as ICT3 and DIVS on the TDCC. However, not all of the districts can meet this goal at present and preparedness level drawdown charts in Section IV identify desired alternative qualifications.
- Responsible for compiling the necessary information for the daily resource lineup, communicating it to the FD, and ensuring those resources are fully qualified for their identified firefighting position. Authorized to utilize Forest Service vehicle daily from closest Unit Office or residence to facilitate fire management duties.
- Conducts the daily morning briefing to ensure all firefighters are aware of the fire weather forecast, previous day's wildland fire activity including resistance to control, TDCC Staffing Level, safety items, and the ERC and BI influence on fire behavior.
- Responsible for identifying the appropriate wildland fire management response for each wildland fire on his or her District. For a suppression response, completes a complexity analysis as needed with the incident IC to ensure that the identity of the IC is made known to the assigned firefighters. Monitoring the incident(s) to ensure the IC operates within the limits of available resources and the appropriate ICS organization is in-place to execute the tactical actions. Ensures the assigned IC completes performance evaluations on all out-of-forest crews and resources on all Type III, IV and V incidents, and the After Action Report is completed in a timely manner.
- Collaborates with the Forest FDO to prioritize the staffing of multiple starts across the Forest, preposition firefighting resources, and coordinates with the FD to order the necessary resources to meet appropriate Minimum Drawdown Levels. Shall coordinate with other DFDO's to ensure that supplemental inspections are conducted on a minimum of 10 percent of their unit's Type III, IV and V incidents and document those inspections in the incident records.

### **Fire Use Manager (FUMA)**

- A Fire Use Manager (FUMA) will be assigned by the District Ranger. They may be responsible for more than one fire concurrently, but should not be responsible for more than one significant wildland fire being managed under the wildland fire use strategy.
- The FUMA will supervise the assigned wildland fire use operations and remain available for the duration of the fire or ensure there is a formal Transfer of Command.
- The remainder of the team's organization and expertise will be determined by the District Ranger and/or the requirements set forth in the specific WFIP.

### **Supervisory Fire Engine Operator (SFEO) includes Assistant**

- Responsible for the safe operation of the fire engine module while responding to wildland fires.
- May function as the IC on Type III, IV and V incidents based upon their NIFQS, and provide for and ensure the safety of their crew.

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- Provides initial size up to FDO/TDC and ensures all assigned FFTRS understand the: (1) specific incident organization including strategy, tactics and objectives; (2) safety information including LCES discussion, aviation support, and communications; and (3) fuels, weather and topography effects on fire behavior. Keeps TDC informed, requests additional resources as necessary, and maintains records.
- Initiates the After Action Report discussion with the District FDO and ensures it completed in a timely manner.
- Jointly develops, establishes and implements training specific to tactics, fire weather and behavior, line construction, proper equipment use, safety, air operations, and work-rest.
- Implements a comprehensive physical training program ensuring the engine module is able to perform the required arduous firefighting duties.

### **Fire Prevention Technicians (FPT)**

- Responsible for protecting themselves and other workers from injury or accidents.
- Prepares District Prevention Plans identifying methods, routes, inspections, frequency of contacts and placement of signs, posters and messages.
- Patrols an assigned area, suppresses small fires, and makes the District FDOs aware of any suspicious observations.
- When not performing prevention duties, may function as the IC on Type III, IV and V incidents based upon their NIFQS.
- Collaborates with counterparts across the Forest and with the Forest Conservation Education Specialist to develop a comprehensive prevention information and education plan promoting fire prevention to Forest users and interface communities.
- Gives formal and informal talks providing key fire messages through personal contacts specific to laws, rules, restrictions or closures.
- Member of the Wildland Urban Interface Taskforce.

### **Fire Fighters (FFTRS)**

- All FFTRS are responsible for protecting themselves and other workers from injury or accidents.
- May function as the IC on Type III, IV and V incidents based upon their NIFQS, and provide for and ensure the safety of those assigned to the incident. It is understood through periodic fire safety refreshers presented by Forest and District fire managers that individual fireline personnel have the responsibility and the right to question the actions of the IC to better understand the tactics and safety mitigation measures incorporated into executing a particular suppression response.
- Responsible for learning and understanding the potential effects associated with the daily fire weather forecast, previous day's wildland fire activity including resistance to control, TDCC Staffing Level, and the ERC and BI influence on fire behavior.
- Without exception, every FFTR will use the Incident Response Pocket Guide (January 2002) on every incident, every time.
- Every FFTR assumes personal responsibility for monitoring, managing and meeting the work-rest requirements. Implements a comprehensive physical training program based upon their NIFQS to ensure the safe execution of their assigned firefighting duties.

**Incident Commander (IC) –(Type V, Type IV, Type III)**

- Prepare a complexity analysis on every fire at time of initial attack as part of the size up.
- Ensure all resources on Type III – V wildland fires are informed of the name of the assigned Incident Commander and any changes in incident command leadership.
- Ensure that Incident Commanders on Type I-III wildland fires have no collateral duties, except for those of unfilled Command and General Staff positions.
- Accomplish after-action reviews for all Type III wildland fires and for selected Type 4-5 wildland fires.
- Assign personnel to fireline positions for which they are fully qualified, as certified by their employing agency.
- Ensure that performance ratings are completed on Type III, IV, and V wildfires for all ground fireline personnel assigned from outside the local area. Compliance with the Ten Standard Fire Orders and the Watch Out Situations is included.
- Monitor the effectiveness of the planned strategy and tactics and to:
  - a. Immediately delay, modify, or abandon firefighting action on any part of a wildland fire where strategies and tactics cannot be safely implemented.
  - b. Execute suppression actions when and where they are safe and effective.
  - c. Ensure that all firefighting actions are in full compliance with the Ten Standard Fire Orders and that the mitigation of the applicable Watch Out Situations has been accomplished.
  - d. Maintain command and control of all fireline resources.
- Address fatigue in fire fighters and other fire suppression personnel and ensure compliance with work/rest and length of commitment guidelines:
  - a. Document actions to manage fatigue for all fires that exceed one operational period.
  - b. Document pre-approvals and justifications for excessively long work shifts and actions taken to ensure compliance with guidelines for work, rest, and length of commitment.
- Personally conduct inspections for safety and health hazards, including compliance with the Ten Standard Fire Orders and mitigation of the applicable Watch Out Situations on Type III – V wildland fires, and in conjunction with the Safety Officer on Type 1 and 2 wildland fires.
- Ensure arriving ground fireline resources on Type III – V wildfires have positive and documented contact with appropriate incident management personnel to address the briefing checklist elements in the Incident Response Pocket Guide prior to commencing work.
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## *D. Cooperative Agreements and Interagency Contacts*

Fire suppression is generally handled by the agency responsible for fire protection of the lands on which the fire occurs. However, undue delay in dispatching initial attack crews is not warranted simply because land ownership cannot be immediately determined. Interagency fire cooperation

agreements allow for initial attack to be made by the fire suppression forces that can arrive at a fire first, regardless of agency. During the first 12 hours of these mutual aid responses, it is the responsibility of the sending agency to ensure compliance with firefighter qualifications. Compensation during mutual aid responses will be as defined in the annual operating plans.

When a suppression effort goes beyond initial attack, and this Forest requests a cooperating agency's assistance, the following policy will apply:

- a. The Forest service will request a definite type and quantity of suppression forces. (Only the requested resources will be remunerated.) Personnel must meet required fire qualifications.
- b. When fires occur on lands known to be National Forest prior to dispatching, and suppression action is taken by a cooperating agency without U. S. Forest Service request, **only** that force needed to suppress the fire will be remunerated.
- c. All cooperating agency personnel and equipment determined to be reimbursable will be recorded on fire time slips **prior to release from the fire.**

#### **Taos Zone Interagency Fire Board**

The Taos Zone Interagency Zone Fire Board is an interagency board with the overall responsibility of furthering interagency cooperation, communications and coordination of all risk management activities as requested of those agencies represented in Northern New Mexico and Southern Colorado. Members include New Mexico State Forest Service, Carson National Forest, Rio Grande NF, Bureau of Land Management, National Park Service, U; S. Fish and Wildlife Service, Bureau of Indian Affairs, and County representatives. Responsibilities and duties of the Board can be found in the Board Charter attached in an appendix under O.

#### **Cooperating Agencies**

##### **a. National Weather Service**

The CAF obtains fire weather through the cooperation of the National Oceanic and Atmospheric Administration (NOAA), Weather Service, Forecast Office in Albuquerque, NM. Procedures are detailed in the current National Weather Service Fire Weather Operating Plan on file in the Taos Dispatch Centers.

##### **b. U. S. Government Agencies and the States of New Mexico**

Initial attack on other Federal lands will be made by the Federal agency, which can arrive first with effective forces. Refer to State of New Mexico Protection Agreement for specific details of the agreement between the USFS and other Federal Agencies.

##### **c. New Mexico Interagency Cooperative Fire Control Agreement**

Refer to the State of New Mexico Protection Agreement for specific details of the agreement between the USFS and the New Mexico State Forest Service.

#### **1. Counties – Annual Operating Plans (AOP)**

Each county that has signed the Cooperative Fire Control Agreement will prepare and distribute an annual operating plan, which is signed by its cooperators. The CAF is a cooperator with the following counties, and participates in the maintenance of their operating plans.

*Taos            Rio Arriba            Colfax*

The ability to execute the daily emergency management of incidents in a timely and cost efficient manner on the Carson is a direct result on how well we work with our cooperators. The location of the Carson National Forest results in an aggressive program of fire protection and public safety. The Cooperative Fire Protection Operating Plans and contact list binder is located in the Taos Dispatch Coordination Center.

The scope of the cooperative effort on this Forest is as follows:

- New Mexico Department of Forestry and Fire Protection- Cimarron
- New Mexico Department of Forestry and Fire Protection- Chama
- JPA - EMNRD/USDA/DOI
- Bureau of Land Management
- Santa Fe National Forest
- San Juan/Rio Grand National Forest
- Volunteer Fire Departments
- Local Fire Districts
- National Weather Service
- Local area Law Enforcement agencies
- New Mexico Environmental Department - Air Quality
- Rio Arriba Fire Protection
- Initial Attack Operating Plan
- WRP – Mobilization of Wildland Fire protection Resources
- JPA – Village of Red River /NMSF
- BIA
- Eight Northern Pueblos

Copies of the county's Annual Operating Plans are located at the Taos Dispatch Center. These AOP's are reviewed and updated annually.

### *E. Equipment Rental Agreements*

All ERA's are located in the CAF Service and Supply Plan. The contracting officer for equipment/supplies is Denis Rino. Located at the CAF Supervisors Office.

## *F. Contract Suppression and Prescribed Fire Resources*

All ERA's are located in the CAF Service and Supply Plan. The contracting officer for equipment/supplies is Denis Rino. Located at the CAF Supervisors Office.

# SECTION VI – MONITORING AND EVALUATION

## **A. Annual Monitoring Requirements**

The 1988 Forest Plan requires the monitoring of fuels reduction activities by reporting annually on acres of fuels treated as well as a discussion on the amount of project level analysis accomplished. In addition, one fuels disposal project annually is to be reviewed as to whether it meets applicable State and Federal Ambient Air Quality standards.

Monitoring and evaluation play a central role in adaptive management and are conducted for three primary purposes:

- Ensure appropriate implementation of standards and guidelines (implementation monitoring)
- To track resource conditions and mark trends toward or away from desired conditions (status and change monitoring)
- To deal with uncertainties regarding the effectiveness and effects of land management activities (cause and effect monitoring)

Information gained through monitoring and evaluation will be used to adjust management direction in the future, where warranted, and inform future LRMP amendments and revisions.

## **B. Reporting Requirements**

Annual reporting requirements include:

- Management Attainment Report (MAR)
- Brush Disposal (BD) fund balance
- Individual fire reports (5100-29)
- Annual fire report
- Agricultural burning summary reports to each Air Pollution Control District
- National Fire Plan
- National Fire Plan Operations and Reporting System (NFPORS)
- Training accomplishments
- Accident reports
- Aircraft summaries

- Current year budget summary (5100-2)

### 1. Situation Reporting—Daily

The daily situation report gives an accounting of all wildland fire activity, resources assigned or available. TDC will enter the consolidated Forest situation information into the Situation report at the required time, for inclusion in the Taos Zone Situation Report for the next day. The daily NICC and Taos Dispatch Center situation reports are generally available by 0830 to all districts via the Internet.

### 2. Fire Assignment Availability Reporting—Daily

The District FDO is responsible for assuring availability is reported each pay period through the ROSS system year around. Each District has been given access rights for self statusing all fire personnel on their district. Non-fire personnel have also been given self statusing capability. The Districts will list their fire qualified personnel and show whether they are available for assignment anywhere within the Geographic Area, National or locally only, or are unavailable. TDC will sweep the ROSS data base the last Saturday of each pay period. All fire and non fire personnel will need to update their pay period availability on the following Sunday or Monday of each PP. Personnel assigned to overhead teams will remain as available locally per regional mob guide. This allows for accurate availability.

### 3. Forest Fire Weather Monitoring and Reporting—Daily

The District FMO is responsible for ensuring that weather observations from the manual weather stations on the Forest will be recorded for 1400 MDT (1300 MST), and transmitted by phone or radio to TDC by 1300. TDC will gather the data from all weather stations in the zone and consolidate for input into WIMS via computer no later than 1500 daily. Computation of indices is completed in the WIMS program and current day indices, as well as forecast indices for the next day, will be retrieved from WIMS by TDC and filed on the TDC website accessible by districts by 1630. TDC will read the morning forecast at 0930 and the afternoon forecast at 1600 each day during fire season (May 1st to October 15<sup>th</sup>) unless activity precludes it.

**Morning line-up:** TDC will request a District resource line up by radio at 0930. Each District will report available resources that are staffed and equipped for initial attack for the day. At 0930 TDC will then broadcast morning zone weather (today and tonight forecast) and report resource line-up.

**Afternoon Report:** At 1600 TDC will broadcast afternoon weather narrative only for the Pueblo and Boulder weather service offices. In addition the TDC forecasted response levels will be broadcasted and posted to the TDC web site.

#### 4. Fuel Moisture Monitoring—Daily, or as Needed

Fuel moisture sampling is done weekly or every 2 weeks during the fire and prescribed fire burning seasons. Additional monitoring occurs utilizing weather station outputs. The District Fuels Specialist is responsible for following the sampling standards and reporting frequency requested.

#### 5. Individual Fire Reports—Daily, as Needed

For each statistical fire, the District with suppression responsibility will prepare a form 5100-29, individual fire report form, within 10 days of the fire being declared out. The data collected from the report is used by fire managers to monitor and plan fire management programs and organizations, and is also used by research in the analysis of fire operation activities. A hard copy of the 5100-29, along with a copy of the initial action report (form R1-5180-4), will be sent to TDC within the 10 day time frame. If the fire is person-caused, a copy of the investigation report will also be attached and made part of the report final report package. For wilderness fires, a copy of the WFIP will be attached to the 5100-29, and remain on file in TDC. A fire perimeter map will be attached for all fires 10 acres and larger, on the Forest's standard form.

The 5100-29 information will be entered into the FIRESTAT program by each District FMO or designated person. The information will be checked for accuracy by TDC and any errors found will be highlighted and then sent back to the District for corrections before final submission into the database at the Kansas City Computer Center. TDC will maintain hard copy files, and will provide hard copies of 5100-29s to each District for their files.

TDC is responsible for submitting copies of the 5100-29 forms for each statistical fire to the Region by 12/31. If all reports are not received by the due date TDC will forward all completed reports with a list of missing or incomplete reports for each District to the Forest FMO and Region. Appendix P.

#### 6. Daily and Annual Prescribed Burn Reporting—Daily, and Annually

Reference the smoke monitoring unit operating plan. Districts report annually on planned burns and accomplishments, and daily as required by monitoring unit. Districts will submit via e-mail "Advance Burn Notification" to TDC a minimum of 72 hours prior to planned burn operations. Forest FMO and TDC provide assistance and oversight. Districts will be responsible for all mandatory reporting of smoke management forms and time frames. A copy will be sent to TDC only for record keeping and informational purposes. District FMO will notify and coordinate with the Dispatch Operations Manager on TDC staffing needs such as: (hours of operations and dispatch support requirements). A copy of the burn plan needs will be sent to TDC. Acres will be reported to TDC when ignition operations have ceased and acreage and burn information will be posted with in the situation report accordingly.

## 7. After Action Reviews—Daily, as Needed

Every wildland fire on the Forest will have an After Action Review (AAR) documenting who was in charge, what was planned, what actually happened, why it happened, and what improvements can be made for next time (Incident Response Pocket Guide). Ideally this review is performed immediately after the fire with all firefighters from the incident. The DFDO and the IC will complete the AAR form in a timely manner to ensure the lessons learned are captured and shared across the Forest.

## 8. QUALS (IQCS) Updates—Annually and as needed

District IQCS Account Managers are responsible for completing all IQCS personnel training/experience and task book information by January 15<sup>th</sup>. Final approval will be sent to TDC after the IQCS committee meeting in March. Any additional updates will be submitted monthly. All assignments and training will be documented. At the spring meeting, the Forest Fire Review Committee will review all qualifications for all personnel in all risk operations. Appendix K.

## 9. Reporting Private Lands Under Fire Protection—Annually

Each Ranger District has maps showing geographic boundaries of their protection responsibilities, and the Supervisor's Office has maps of residences on these lands. District FMOs are responsible for coordinating an annual update of maps with the help of the TDC Realty Specialist. District FMO will forward a copy of all updated maps they receive to TDC.

## 10. National Fire Plan Reporting—as needed, with annual deadlines

AFMOs are responsible for reporting mechanical and prescribed fire fuels treatments in the Forest Service Activity Tracking System (FACTS). This includes planned treatments and accomplishments. Planned treatments for the next FY are due May 1 of this year. The Forest Fuels Specialist provides technical oversight and provides information requested from the Regional Office.

## 11. FDO reporting procedure

For each District, a FDO will be identified daily year around. This can be done by phone, radio or e-mail. It is the FDO's responsibility to advise TDC if the coverage has changed during their scheduled coverage time period.



# **Appendix**

**A. Current Funding Integrated Fire Management Organization**

**B. Restriction Toolbox**

**C. Industrial Fire Precaution Plan**

**D. Interagency Preparedness Inspection Checklist**

**E. Forest Aviation Plan**

**F. ERC Chart**

**G. Wildland Fire Situation Analysis Format**

**H. WIFP**

**I. Fire Communication Plan**

**J. Delegation of Authority**

**K. Qualification List**

**L. Prescribe Fire Plan Format**

**M. Smoke Management Plan**

**N. FACTS – Fuels project list**

**O. Taos Zone Interagency Charter**

**P. 5100-20 Fire Report Form**

**Q. Fire Management Zones**

**R. Forest Pocket Card**



