



Manistee County Board of Commissioners

Manistee County Courthouse • 415 Third Street • Manistee, Michigan 49660

CHAIRPERSON
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VICE-CHAIRPERSON
Ken Hilliard

Duane Anderson
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Glenn Lottie
Carl Rutske
Richard Schmidt

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Marilyn Kliber
(231) 723-3331

CONTROLLER/ADMINISTRATOR

Thomas Kaminski
(231) 398-3500

DRAFT

PUBLIC SAFETY COMMITTEE

Friday, September 2, 2011
8:30 A.M.

Manistee County Courthouse & Government Center
Board of Commissioners Meeting Room

REPORT

Members Present: Ken Hilliard, Chairperson; Duane Anderson; and Carl Rutske

Members Absent: None

Others Present: Thomas Kaminski, County Controller/Administrator; Dale Kowalkowski, Sheriff; Lt. Ken Falk, Emergency Management Coordinator; Ford Stone, County Prosecuting Attorney; Paul Forest, U.S. Forest Service; Ken Grabowski, Manistee News Advocate; Bob Somsel, Community Member; Bruce Schimke, Maintenance Supervisor (arrived 9:10 A.M.); Russell Pomeroy, County Treasurer (arrived 9:00 A.M.); Dick Stapley, Community Member (left 8:45 A.M.); and Rachel Nelson, Administrative Secretary

The meeting was called to order at 8:30 A.M.

ITEMS REQUIRING BOARD ACTION

The Committee discussed the Public Hearing that was held by the Board of Commissioners on Tuesday, August 23, 2011, regarding the proposed draft countywide ORV ordinance (APPENDIX A). Mr. Anderson noted that based on public comment at the public hearing, the ordinance has a 4 to 1 approval, however, he felt that this may not be the opinion of the general public countywide. Mr. Stone noted that any township orv ordinance passed since July 17, 2009, would still be valid even if the county passes an orv ordinance. It was also noted that townships can pass an orv ordinance that is more strict than the ordinance that the State of Michigan created. Mr. Hilliard stated that the Arcadia Township Supervisor contacted him and is in favor of a countywide orv ordinance. Mr. Stapley stated that many people will benefit from a countywide ordinance, and that some townships will not pass their own orv ordinance, but would not opt-out if the county passed an ordinance.

The Committee recommended that a specific time be set on the County Board agenda for Thursday, September 22, 2011, at which time the Board can discuss the proposed draft orv ordinance and make a final decision.

Lt. Falk stated that it's time to update the 2007 Hazard Mitigation Plan. He will be working with Patty O'Donnell from the Northwest Michigan Council of Governments to update the plan. Lt. Falk presented a draft letter of support for the Hazard Mitigation Assistance Grant Program (APPENDIX C). Lt. Falk will be going to each township and village within the county to have them also submit a letter of support. After discussion,

Mr. Hilliard recommended that the Manistee County Board of Commissioners support the Emergency Management Coordinator in writing a letter of support for the Hazard Mitigation Assistance Grant Program. No alternative recommendation was proposed.

Mr. Forest presented information regarding a Community Wildfire Protection Plan (APPENDIX D). He noted that the number one issue in the Hazard Mitigation Plan is wildfires, and grant money will be available to write a Community Wildfire Protection Plan. Manistee County is already doing a lot, however, it is good to have a final plan since there would not be enough resources in the county to suppress a bad fire. There are no matching funds required for the grant and other opportunities are available once the plan is in place.

Mr. Anderson recommended that Manistee County apply for a grant to create a Community Wildfire Protection Plan. No alternative recommendation was proposed.

Mr. Pomeroy presented information regarding dog license fees (APPENDIX F). The dog license fees have not been increased in ten years, and the minimal increases that Mr. Pomeroy is proposing are consistent with the surrounding counties. Mr. Pomeroy had previously mentioned the possibility of a three-year license, but he recommends implementing this the year after the fee increases are implemented. The Sheriff stated that he supports these fee increases and discussed the proposed Animal Control fee increases (APPENDIX G). The Animal Control fees have also not been updated in ten years. After discussion,

Mr. Rutske recommended that the annual dog license fees for the 2012 licensing year be set as follows:

Male or Female = \$20.00

Spayed or Neutered = \$10.00

Delinquent - All (after March 1st each year) = \$40.00

and that the Animal Control fees be set as follows, effective October 1, 2011:

Impound Fee = \$30.00 1st offense; \$50.00 2nd offense; \$100.00 3rd offense

Daily Boarding Fee = \$10.00 per day

Euthanasia Fee = \$50.00 per animal

Disposal Fee = \$20.00 per animal

No alternative recommendation was proposed.

ITEMS NOT REQUIRING BOARD ACTION

Sheriff Kowalkowski informed the Committee about a legal update that he recently received from the Michigan State Police regarding amendments to the Sex Offenders Registration Act (APPENDIX B). With the closing of the Manistee State Police Post on October 1, 2011, the Sheriff's Office and City Police Office will now be handling sex offender registration. This will be another unfunded mandate and will take the front office staff approximately 30-40 minutes for a new registration and at least 15 minutes for a renewal. There are approximately 80 registered sex offenders currently in Manistee County (50 in the County and 30 in the City) and they need to renew their registration quarterly.

At the County Board meeting on Tuesday, August 16, 2011, Commissioner Richard Schmidt handed

out copies of correspondence he received from Colleen Mysliwec regarding a driving law violation issued by a Sheriff Deputy. The issue was referred to the Public Safety Committee. The Committee felt that this was an issue that could be handled (and has been) by the Sheriff, and that there are legal procedures that Ms. Mysliwec could pursue if she would like to. The Committee supported the Sheriff's decision and his actions regarding this issue.

The Sheriff stated that the jail expansion/renovation project is mostly complete. One issue has been the lack of acoustic panels in the new female wing, and this is being addressed. Mr. Schimke added that there had been an odor issue due to a failed vent in the laundry area and this has been fixed. A storm a couple months ago damaged the rooftop units and the new ones will be installed next week. The Sheriff noted that he will be giving a presentation at the Regional Summit on September 15, 2011, including a PowerPoint presentation with pictures of the jail. Sheriff Kowalkowski also noted that, in regards to the budget, he would like to promote one of the current Corrections Officers to an Assistant Jail Administrator (Sargent). Mr. Kaminski stated that this was an oversight and will be included in the budget, since it is also included in the current budget. The Sheriff stated that it would be nice to also add a second Sargent to be the supervisor on the midnight shift at the jail. The second Sargent would be an increase from the current year budget.

Mr. Stone presented a chart of activity for criminal cases, which does not include the civil council cases, child support cases or juvenile petitions (APPENDIX E). He noted that the 2010 information is for the entire year and the 2011 information is through August 16, 2011, and that the last half of the year tends to be busier. 2010 was a record year for cases charged. Mr. Stone noted that the criminal caseload is up and the civil caseload is down. Mr. Stone will present these statistics again at the end of the year. It was noted that the national prosecution standard for caseload is 80 cases, and the Prosecutor's office caseload is 350-500 cases.

Lt. Falk stated that Bear Lake Township will be sponsoring a CERT Team (Citizens Emergency Response Team). Lt. Falk is planning an airport exercise in November.

The Sheriff noted that he is concerned that the overtime budget has been cut in half in the proposed FY 2011/12 budget. Mr. Kaminski stated that a strategic plan would help for the budget process in future years.

The meeting adjourned at 10:20 A.M.

Ken Hilliard, Chairperson

Duane Anderson, Commissioner

Carl Rutske, Commissioner

APPENDIX A
4/09

STATE OF MICHIGAN
COUNTY OF MANISTEE
ORV ORDINANCE

ORDINANCE NO: _____

An ordinance adopted for the purpose of authorizing and regulating the operation of Off Road Vehicles (ORVs) on roads in Manistee County, for the purpose of providing penalties for the violation thereof, and for the distribution of public funds resulting from those penalties pursuant to 2008 PA 240, MCL 324.81131.

THE COUNTY OF MANISTEE ORDAINS:

Sec. 1: As used in this ordinance, the following definitions shall apply:

- a) "County" means the County of Manistee.
- b) "Driver license" means an operator's or chauffeur's license or permit issued to an individual by the secretary of state under chapter III of the Michigan vehicle code, 1949 PA 300, MCL 257.301 to 257.329, for that individual to operate a vehicle, whether or not conditions are attached to the license or permit.
- c) "Operate" means to ride in or on, and be in actual physical control of the operation of an ORV.
- d) "Operator" means a person who operates or is in actual physical control of the operation of an ORV.
- e) "ORV" means a motor driven off road recreation vehicle capable of cross-country travel without benefit of a road or trail, on or immediately over land, snow, ice, marsh, swampland, or other natural terrain. ORV or vehicle includes, but is not limited to, a multitrack or multiwheel drive vehicle, an ATV, a motorcycle or related 2-wheel, 3-wheel, or 4-wheel vehicle, an amphibious machine, a ground effect air cushion vehicle, or other means of transportation deriving motive power from a source other than muscle or wind.

"ORV" or vehicle does not include a registered snowmobile, a farm vehicle being used for farming, a vehicle used for military, fire, emergency, or law enforcement purposes, a vehicle owned and operated by a utility company or an oil or gas company when performing maintenance on its facilities or on property over which it has an easement, a construction or logging vehicle used in performance of its common function, or a registered aircraft.
- f) "Road" means a county primary road or county local road as described in section 5 of 1951 PA 51, MCL 247.655.
- g) "Road Commission" means the Board of County Road Commissioners for the County of Manistee.
- h) "Safety certificate" means a certificate issued pursuant to 1994 PA 451 as amended, MCL 324.81129, or a comparable ORV safety certificate issued under the authority of

another state or a province of Canada.

- i) "Township" means an individual township within the County of Manistee.
- j) "Township Board" means a board of trustees of any township within the County of Manistee.
- k) "Visual supervision" means the direct observation of the operator with the unaided or normally corrected eye, where the observer is able to come to the immediate aid of the operator.

Sec. 2: An ORV may be operated on the far right of the maintained portion of a road within the county.

Sec. 3: A township board of a township in the county may adopt an ordinance to close any roads within the boundaries of the township to the operation of ORVs permitted by the county. Beginning July 17, 2009, the township board of a township in the county may adopt an ordinance authorizing the operation of ORVs "on the maintained portion of 1 or more roads located within the township." pursuant to MCL 324.81131 (3).

Sec. 4: The county road commission may close no more than 30% of the total linear miles of roads in the county to protect the environment or if the operation of ORVs pose a particular and demonstrable threat to public safety. The road commission may not close a municipal street to ORVs opened under Section 5 of this ordinance.

Sec. 5: An ORV may not be operated on the road surface, roadway, shoulder or right-of-way of any state or federal highway in the county.

Sec. 6: Except as set forth herein or otherwise provided by law, an ORV meeting all of the following conditions may be operated on a road or street in the county:

- a) at a speed of no more than 25 miles per hour or a lower posted ORV speed limit.
- b) by a person not less than 12 years of age.
- c) with the flow of traffic.
- d) in a manner which does not interfere with traffic on the road or street.
- e) traveling single file except when overtaking and passing another ORV.
- f) when visibility is not substantially reduced due to weather conditions unless displaying a lighted headlight and lighted taillight.
- g) 1/2 hour before sunrise until 1/2 after sunset unless displaying a lighted headlight and lighted taillight.
- h) while displaying a lighted headlight and lighted taillight at all hours beginning January 1, 2010.
- i) while the operator and each passenger is wearing a crash helmet and protective eyewear approved by the United States department of transportation unless the vehicle is equipped with a roof that meets or exceeds standards for a crash helmet and the operator and each passenger is wearing a properly adjusted and fastened seat belt.
- j) with a throttle so designed that when the pressure used to advance the throttle is removed, the engine speed will immediately and automatically return to idle.
- k) while the ORV is equipped with a spark arrester type United States forest service approved muffler in good working order and in constant operation.
- l) pursuant to noise emission standards defined by law.

Sec. 7: A child less than 16 years of age shall not operate an ORV on a road in the county unless the child is under the direct visual supervision of an adult and the child has in his or her immediate possession a Michigan issued ORV safety certificate or a comparable ORV safety certificate issued under the authority of another state or a province of Canada.

Sec. 8: Unless a person possesses a valid drivers license, a person shall not operate an ORV on a road or street in the county if the ORV is registered as a motor vehicle and is either more than 60 inches wide or has three wheels.

Sec. 9: Any person who violated this ordinance is guilty of a municipal civil infraction and may be ordered to pay a civil fine of not more than \$500.00

Sec. 10: A court may order a person who causes damage to the environment, a road or other property as a result of the operation of an ORV to pay full restitution for that damage above and beyond the penalties paid for civil fines.

Sec. 11: The County Treasurer shall deposit all fines and damages collected under this ordinance into a fund to be designated as the ORV Fund. The County Board of Commissioners shall appropriate revenue in the ORV Fund as follows:

a) Fifty percent the County Road Commission for repairing damage to roads and the environment that may have been caused by ORVs, and for posting sign indicating ORV speed limits, or indicating whether roads are open or closed to the operation of ORVs.

b) Fifty percent to the County Sheriff for ORV enforcement and training.

Sec. 12: This ordinance becomes effective: _____

This Ordinance is adopted by action of the Manistee County Board of Commissioners this _____ day of _____ 20_____.

Commissioners voting "AYE": _____

Commissioners voting "NAY": _____

Commissioners Absent: _____

Allan O'Shea, Chairman
Manistee County Board of Commissioners

Certification

I, *Marilyn Kliber*, Clerk of the County of Manistee, do hereby certify that this is a true and correct copy of the Ordinance duly adopted by the Manistee County Board of Commissioners on the _____ day of _____, 20_____.

Marilyn Kliber, Manistee County Clerk



(APPENDIX B-1)

MICHIGAN STATE POLICE LEGAL UPDATE

No. 88
August 31, 2011

This update is published by the Michigan State Police, Office of the Director, Legal Resource and Education Unit. Questions and comments may be directed to MSPLegal@michigan.gov. Past editions can be found at www.michigan.gov/msp-legal.

CRIMINAL LAW AND PROCEDURE MANUAL

The 2010 edition of *Michigan Criminal Law and Procedure: A Manual for Michigan Police Officers* is available for purchase.

The manual is published by Kendall Hunt Publishing Co. Copies may be ordered by calling Kendall Hunt Customer Service at (800) 228-0810, or through their online catalog (search by title or ISBN: 978-0-7575-8710-8).

STATUTES

Sex Offenders Registration Act Amendments

Public Acts 17 and 18 of 2011 amended the Sex Offenders Registration Act (SORA), MCL 28.721 to 28.736, bringing Michigan into compliance with the federal Sex Offenders Registration and Notification Act.

The Tier System

The amendments to the SORA require each offender to be placed into a tier classification. The Michigan State Police Sex Offender Registry and Enforcement Unit is responsible for determining an offender's tier classification based on the offense for which the offender was convicted of and certain prior convictions. The tier classification determines the length of time the offender is required to be registered (MCL 28.725) and the number of times the offender is required to verify each year (MCL 28.725a).

Tier I offenders are required to register for 15 years and must verify their address annually, within the first fifteen days of January.

Tier II offenders are required to register for 25 years and must verify their address twice

a year, within the first fifteen days of January and July.

Tier III offenders are required to register for life and must verify their address quarterly, within the first fifteen days of January, April, July, and October.

The Reporting Requirements

MCL 28.725 requires offenders who are residents of Michigan to report in person and notify law enforcement **immediately** (defined as three business days) **after** the offender does any of the following:

- Changes or vacates his or her residence or domicile.
- Changes place of employment or employment is discontinued.
- Enrolls as a student with an institution of higher education, changes campuses, or enrollment is discontinued.
- Changes his or her name.
- Intends to temporarily reside at any place other than his or her residence for more than seven days.
- Establishes any e-mail address, instant message address, or any other designations used in electronic communications.
- Purchases or begins to regularly operate any vehicle and when ownership or operation is discontinued.

In addition, MCL 28.725 requires offenders who are residents of Michigan to report in person and notify law enforcement three days **prior** to changing their residence or domicile to another state. Offenders who are residents of Michigan must report in person and notify law enforcement 21 days **prior** to changing their residence or domicile to another country or travelling to another country for more than 7 days.

(B-2)

Homeless Offenders

The amendments revised the definition of "residence" in MCL 28.722 to address the issue of registering and verifying homeless offenders. The definition of "residence" now includes the statement, "If a person is homeless or otherwise lacks a fixed or temporary residence, residence means the village, city, or township where the person spends a majority of his or her time." Homeless offenders are required to comply with the SORA, including address verification and the reporting requirements listed above.

Employee Definition Includes Volunteers

MCL 28.722 now defines "employee" as "an individual who is self-employed or works for any other entity as a full-time or part-time employee, contractual provider, or volunteer, regardless of whether he or she is financially compensated." Accordingly, offenders who are unpaid volunteers are considered employees for purposes of the SORA and they are required to report this employment information to law enforcement, including changes to the place the offender volunteers and if the offender discontinues volunteering for the entity.

Non-Residents

MCL 28.723 provides that a nonresident who is convicted in Michigan of a listed offense on or after July 1, 2011, is required to register as an offender in Michigan. Nonresident offenders are not required to comply with the ongoing reporting requirements as long as the offender remains a nonresident and is not otherwise required to report under the SORA. A nonresident offender is also required to have a photograph taken as required by MCL 28.725a.

MCL 28.725(2) requires nonresident offenders who work in Michigan to report in person and notify law enforcement of a change in place of employment or if employment is discontinued.

MCL 28.724a requires nonresident offenders who enroll with an institution of

higher education in Michigan to report in person and notify law enforcement within 10 days after they enroll as students, change campuses, or enrollment is discontinued.

Penalties

MCL 28.729 and MCL 28.735 list the penalties for violation of the SORA. The amendments changed the penalties listed in MCL 28.729 for violation of the reporting requirements. Now, any offender who willfully violates the SORA is guilty of a felony, except:

- Failure to verify address as required by MCL 28.725a(3) is punishable as a 2-year misdemeanor.
- Failure to sign registration forms as required by MCL 28.727(4) is punishable as a 93-day misdemeanor.
- Refusal or failure to pay registration fee as required by MCL 28.725a(6) or MCL 28.727(1) within 90 days of the date the individual registers is punishable as a 90-day misdemeanor.
- Failure to maintain a valid identification as required by MCL 28.725a(7) is punishable as a 2-year misdemeanor.
- Residing in a student safety zone in violation of MCL 28.735 is punishable as a 1-year misdemeanor for first offense and a 2-year felony for a second or subsequent offense.
- Working or loitering within a student safety zone in violation of MCL 28.734 is punishable as a 1-year misdemeanor for first offense and a 2-year felony for a second or subsequent offense.

Public Act 17 of 2011
Public Act 18 of 2011

SUBSCRIPTIONS

In order to receive the Update via e-mail, click [here](#) or go to www.michigan.gov/mso-legal and click on "subscribe to legal updates."

(APPENDIX C)

September ____, 2011

FEMA Hazard Mitigation Assistance for Planning
c/o Joel Pepler
Emergency Management and Homeland Security Division
Department of State Police
4000 Collins Road
Lansing MI 48910

Dear Mr. Pepler:

On behalf of the (County), I am writing to support the grant application for the FEMA 2012 Hazard Mitigation Assistance Grant Program for Planning by ~~Leelanau~~ County. The (County) is requesting the opportunity to update the Natural Hazards Mitigation Plan by working with the consultant, the Northwest Michigan Council of Governments.

This grant program will develop a (County) hazard mitigation work group with diverse stakeholders who will participate in the gathering of new data, the revision of maps, work with planning and zoning, hold public input sessions, revise goals, objectives and actions, and assist with the development of the plan update.

Thank you very much for your time and consideration of the (County's) support of the ~~Leelanau~~ County 2012 Hazard Mitigation Assistance for Planning grant application.

Sincerely,

(Emergency Manager)

Community Wildfire Protection Plans

Not a new concept, but....

A new level of emphasis and attention!

Community Wildfire Protection Plans

- Recognize that community plans and priorities have an important role in shaping management on federal and non-federal lands.
- Emphasize cross-boundary action.
- Engage all branches of government at the local level.

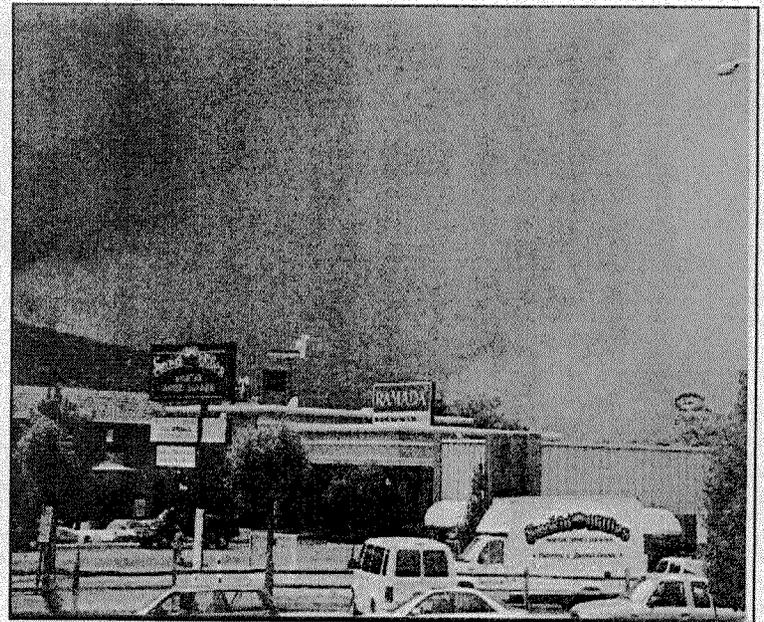
Key Issues from HFRA

- Where is the Wildland-Urban Interface?
- How should federal agencies prioritize their \$\$\$ and projects for community protection?
- What is the role of individuals and communities in reducing their own risk?

HFRA Language

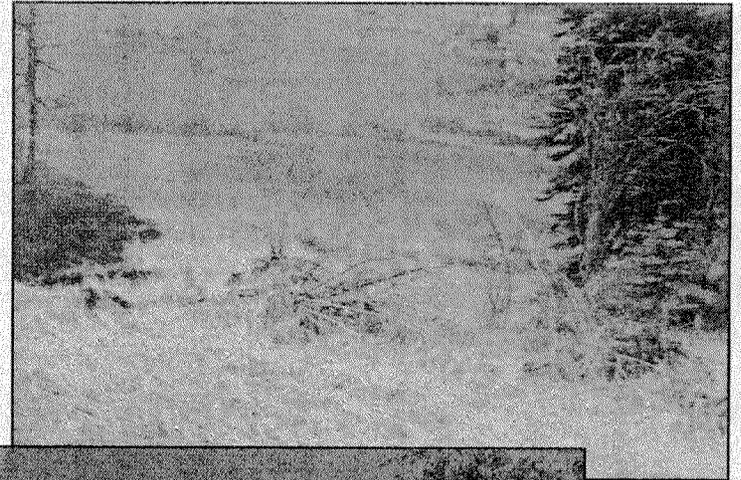
Wildland-Urban Interface ~

The HFRA gives communities the opportunity to define their own WUI boundary rather than using the default definition of $\frac{1}{2}$ to $1\frac{1}{2}$ miles from the community.



HFRA Language

Prioritization ~ The HFRA directs the USFS and BLM to give special consideration to prioritized project areas and methods of treatment identified in a community plan.



HFRA Language

Individual Responsibility ~

The HFRA states that communities that have a community plan or have “taken proactive measures...to reduce fire risk on private property” should be prioritized for funding.



CWPP Minimum Requirements

- Collaboration
- Prioritized Fuel Reduction
- Treatment of Structural Ignitability

CWPP Handbook

A general, step-by-step guide to assist communities with addressing the requirements of HFRA as well as other key elements of wildfire protection planning.

CWPP Handbook

STEP ONE ~ Convene Decision Makers



- Local Government
- Local Fire Authority
- State Forestry
- Others as Appropriate

CWPP Handbook

STEP TWO ~ Involve Federal Agencies

- USFS + BLM
- Others as Appropriate
- Mapping
- Natural Resource Planning
- Knowledge of Federal
Land Projects

CWPP Handbook

STEP THREE ~ Engage Interested Parties

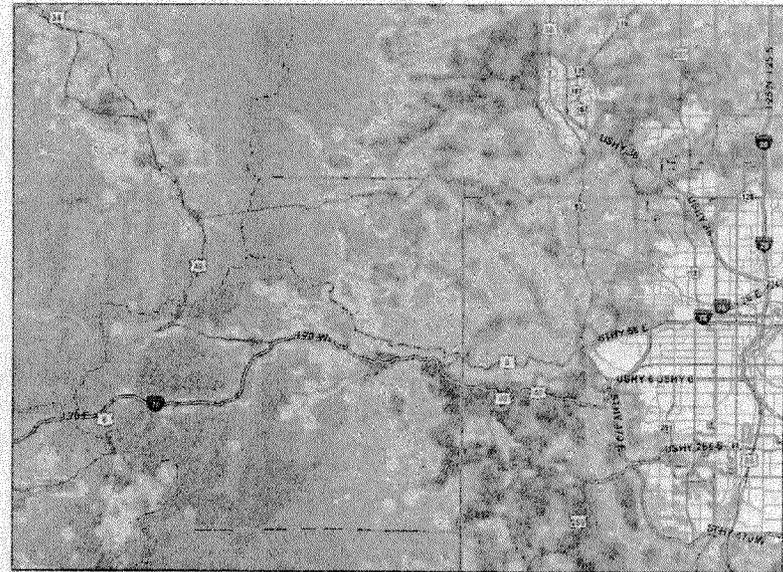


- City Council Members
- Homeowners' Assoc.
- Division of Wildlife
- Emergency Management
- Watershed Councils
- Recreation Organizations
- And Others.....

CWPP Handbook

STEP FOUR ~ Establish a Community Base Map

- Areas of Potential Risk to Wildland Fire
- Areas Containing Critical Human Infrastructure
- Preliminary Designation of Community's WUI Zone



CWPP Handbook

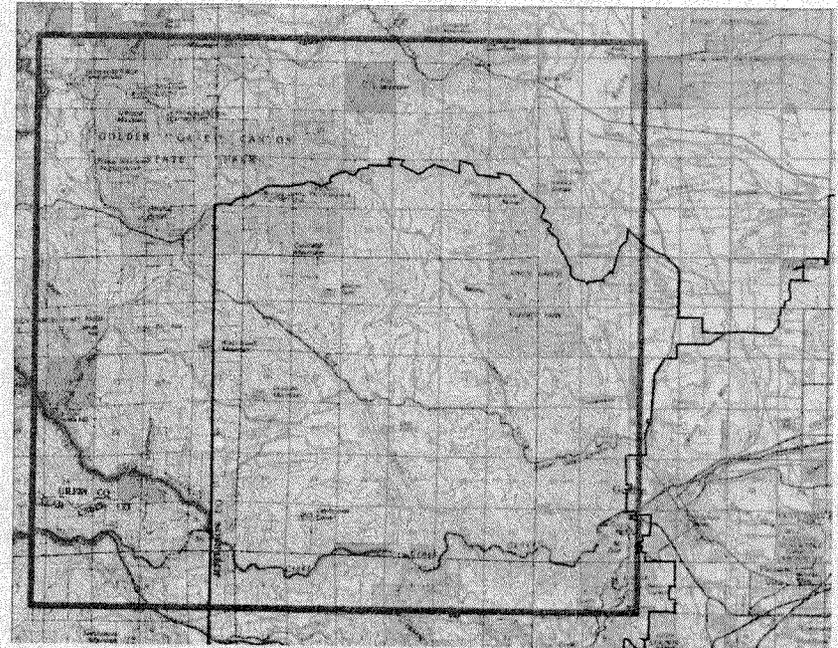
STEP FIVE ~ Develop a Risk Assessment

- Fuel Hazards
- Risk of Wildfire Occurrence
- Homes, Businesses, and Essential Infrastructure at Risk
- Other Community Values at Risk
- Local Preparedness and Firefighting Capability

CWPP Handbook

STEP SIX ~ Establish Community Priorities and Recommendations

- Fuels Treatment on Federal and Non-federal Land
- Recommendations for Reducing Structural Ignitability



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CWPP Handbook

STEP SEVEN ~ Develop an Action Plan and Assessment Strategy

- Roles and Responsibilities
- Funding Needs
- Timeline for Implementation of Key Projects
- Assessment Strategy to Ensure Continued Relevance and Effectiveness.

CWPP Handbook

STEP EIGHT ~ Finalize Plan and Share with
Community and Partners

Minimum Standards

Adaptation of Existing Plans

- If an existing plan meets the majority of the CWPP criteria, it is preferable to work with the community to adapt that plan to meet the remaining criteria.
- Adaptations must be collaborative as described in the HFRA and include stakeholder representation.
- Communities are encouraged to combine CWPPs with related documents where appropriate.

Final Thoughts

- Gives states and local entities a key role in managing their surrounding forests and in identifying their own priorities for treatment and protection.
- Gives federal agencies the opportunity to implement land management projects developed with and supported by diverse local interests.
- Provides a vehicle for coordinating preparedness, suppression, mitigation and prevention in a landscape context.

D-19



Preparing a Community Wildfire Protection Plan

A Handbook for Wildland-Urban Interface Communities

Sponsored By:

Communities Committee • National Association of Counties • National Association of State Foresters
 Society of American Foresters • Western Governors' Association



March 2004

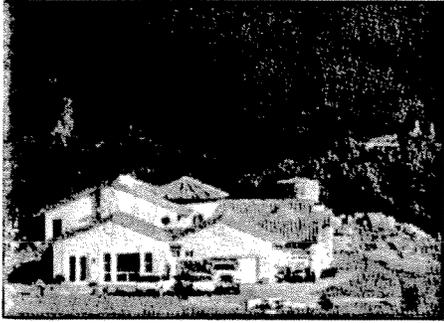


Photo: CA Dept. of Forestry and Fire Protection

Introduction

The idea for community-based forest planning and prioritization is neither novel nor new. However, the incentive for communities to engage in comprehensive forest planning and prioritization was given new and unprecedented impetus with the enactment of the Healthy Forests Restoration Act (HFRA) in 2003.

This landmark legislation includes the first meaningful statutory incentives for the US Forest Service (USFS) and the Bureau of Land Management (BLM) to give consideration to the priorities of local communities as they develop and implement forest management and hazardous fuel reduction projects.

In order for a community to take full advantage of this new opportunity, it must first prepare a Community Wildfire Protection Plan (CWPP). Local wildfire protection plans can take a variety of forms, based on the needs of the people involved in their development. Community Wildfire Protection Plans may address issues such as wildfire response, hazard mitigation, community preparedness, or structure protection—or all of the above.

The process of developing a CWPP can help a community clarify and refine its priorities for the protection of life, property, and critical infrastructure in the wildland–urban interface. It also can lead community members through valuable discussions regarding management options and implications for the surrounding watershed.

The language in the HFRA provides maximum flexibility for communities to determine the substance and detail of their plans and the procedures they use to develop them. Because the legislation is general in nature, some communities may benefit from assistance on how to prepare such a plan.

This *Handbook* is intended to provide communities with a concise, step-by-step guide to use in developing a CWPP. It addresses, in a straightforward manner, issues such as who to involve in developing a plan, how to convene other interested parties, what elements to consider in assessing community risks and priorities, and how to develop a mitigation or protection plan to address those risks.

This guide is not a legal document, although the recommendations contained here carefully conform to both the spirit and the letter of the HFRA. The outline provided offers one of several possible approaches to planning. We hope it will prove useful in helping at-risk communities establish recommendations and priorities that protect their citizens, homes, and essential infrastructure and resources from the destruction of catastrophic wildfire.

Cover images

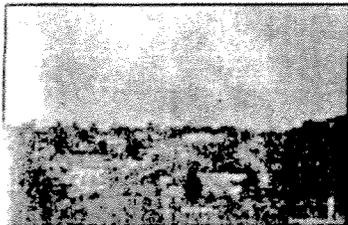


Photo: David McNew/Getty Images



Photo: Justin Sullivan/Getty Images

Discussion

Communities and the Wildland-Urban Interface

The wildland-urban interface (WUI) is commonly described as the zone where structures and other human development meet and intermingle with undeveloped wildland or vegetative fuels. This WUI zone poses tremendous risks to life, property, and infrastructure in associated communities and is one of the most dangerous and complicated situations firefighters face.

Both the National Fire Plan and the Ten-Year Comprehensive Strategy for Reducing Wildland Fire Risks to Communities and the Environment place a priority on working collaboratively within communities in the WUI to reduce their risk from large-scale wildfire.

The HFRA builds on existing efforts to restore healthy forest conditions near communities and essential community infrastructure by authorizing expedited environmental assessment, administrative appeals, and legal review for hazardous fuels projects on federal land.

The Act emphasizes the need for federal agencies to work collaboratively with communities in developing hazardous fuel reduction projects, and it places priority on treatment areas identified by communities themselves in a CWPP.

Role of Community Wildfire Protection Plans

The HFRA provides communities with a tremendous opportunity to influence where and how federal agencies implement fuel reduction projects on federal lands and how additional federal funds may be distributed for projects on nonfederal lands. A CWPP is the most effective way to take advantage of this opportunity.

Local wildfire protection plans can take a variety of forms, based on the needs of those involved in their development. They can be as simple or complex as a community desires.



Photo: State and Private Forestry, Cooperative Programs Pacific Northwest Region

The *minimum requirements* for a CWPP as described in the HFRA are:

- (1) **Collaboration:** A CWPP must be collaboratively developed by local and state government representatives, in consultation with federal agencies and other interested parties.
- (2) **Prioritized Fuel Reduction:** A CWPP must identify and prioritize areas for hazardous fuel reduction treatments and recommend the types and methods of treatment that will protect one or more at-risk communities and essential infrastructure.
- (3) **Treatment of Structural Ignitability:** A CWPP must recommend measures that homeowners and communities can take to reduce the ignitability of structures throughout the area addressed by the plan.

The HFRA requires that three entities must mutually agree to the final contents of a CWPP:

- The applicable local government (i.e., counties or cities);
- The local fire department(s); and
- The state entity responsible for forest management.

In addition, these entities are directed to consult with and involve local representatives of the USFS and BLM and other interested parties or persons in the development of the plan. The process is intended to be open and collaborative, as

described in the Ten-Year Strategy, involving local and state officials, federal land managers, and the broad range of interested stakeholders.

If a community already has a plan that meets these requirements, the community need not develop an additional plan for the purposes of the HFRA.

Benefits to Communities

In the context of the HFRA, a CWPP offers a variety of benefits to communities at risk from wildland fire. Among those benefits is the opportunity to establish a localized definition and boundary for the wildland–urban interface.

In the absence of a CWPP, the HFRA limits the WUI to within $\frac{1}{2}$ mile of a community's boundary or within $1\frac{1}{2}$ miles when mitigating circumstances exist, such as sustained steep slopes or geographic features aiding in creating a fire break. Fuels treatments can occur along evacuation routes regardless of their distance from the community. At least 50 percent of all funds appropriated for projects under the HFRA must be used within the WUI as defined by either a CWPP or by the limited definition provided in the HFRA when no CWPP exists.¹

In addition to giving communities the flexibility to define their own WUI, the HFRA also gives priority to projects and treatment areas identified in a CWPP by directing federal agencies to give specific consideration to fuel reduction projects that implement those plans. If a federal agency proposes a fuel treatment project in an area addressed by a community plan but identifies a different treatment method, the agency must also evaluate the community's recommendation as part of the project's environmental assessment process.

Preparing a Community Wildfire Protection Plan

- These step-by-step recommendations are intended to help communities develop a wildfire protection plan that addresses the core elements of community protection. Items required under the HFRA are addressed, as are some additional issues that often are incorporated into wildfire protection planning. Actions beyond those listed in the legislation are not required for the purposes of the HFRA.
- Community fire planning need not be a complex process. A community can use this outline to develop a fire plan that is as extensive or as basic as is appropriate and desired by the community.
- A key element in community fire planning should be the meaningful discussion it promotes among community members regarding their priorities for local fire protection and forest management. This handbook should help to facilitate these local discussions.

¹ In the absence of a CWPP, Section 101 (16) of the HFRA defines the wildland–urban interface as “ (i) an area extending $\frac{1}{2}$ mile from the boundary of an at-risk community; (ii) an area within $1\frac{1}{2}$ miles of the boundary of an at-risk community, including any land that (I) has a sustained steep slope that creates the potential for wildfire behavior endangering the at-risk community; (II) has a geographic feature that aids in creating an effective fire break, such as a road or ridge top; or (III) is in condition class 3, as documented by the Secretary in the project-specific environmental analysis; (iii) an area that is adjacent to an evacuation route for an at-risk community that the Secretary determines, in cooperation with the at-risk community, requires hazardous fuels reduction to provide safer evacuation from the at-risk community.”

✓ **STEP ONE: Convene Decisionmakers**

The initial step in developing a CWPP should be formation of an operating group with representation from local government, local fire authorities, and the state agency responsible for forest management.

Together, these three entities form the core decision-making team responsible for the development of a CWPP as described in the HFRA. The core team members must mutually agree on the plan's final contents.

In communities where several local governments and fire departments are within the planning area, each level of government/authority may need to convene ahead of time and identify a single representative to participate, on its behalf, as a core team member.



✓ **STEP TWO: Involve Federal Agencies²**

Once convened, members of the core team should engage local representatives of the USFS and BLM to begin sharing perspectives, priorities, and other information relevant to the planning process.³

Because of their on-the-ground experience, mapping capabilities, and knowledge of natural resource planning, these local land management professionals will be key partners for the core team. In some landscapes, they will also be largely responsible for implementing the priorities established in the resulting CWPP.

✓ **STEP THREE: Engage Interested Parties**

The success of a CWPP also hinges on the ability of the core team to effectively involve a broad range of local stakeholders, particularly when the landscape includes active and organized neighborhood associations, community forestry organizations that work in forest management, and other stakeholder groups that display a commitment to fire protection and fuels management.

Substantive input from a diversity of interests will ensure that the final document reflects the highest priorities of the community. It will also help to facilitate timely implementation of recommended projects. In some circumstances, the core team may wish to invite local community leaders or stakeholder representatives to work along with them in final decisionmaking.

As early as possible, core team members should contact and seek active involvement from key stakeholders and constituencies such as:

- Existing collaborative forest management groups
- City Council members
- Resource Advisory Committees
- Homeowners Associations—particularly those representing subdivisions in the WUI
- Division of Wildlife/Fish and Game—to identify locally significant habitats
- Department of Transportation—to identify key escape corridors
- Local and/or state emergency management agencies
- Water districts—to identify key water infrastructure
- Utilities
- Recreation organizations
- Environmental organizations
- Forest products interests
- Local Chambers of Commerce
- Watershed councils

This list provides a starting point and is by no means exhaustive.

² Sec. 103 (b)(2) of the Act states that “the Federal Advisory Committee Act (5 U.S.C. App.) shall not apply to the planning process and recommendations concerning community wildfire protection plans.”

³ A CWPP is legally applicable to federal lands only if they are managed by the USFS or the BLM. Nothing in the Act requires a community to exclude other federal agencies—such as the Fish and Wildlife Service or the National Park Service—from planning efforts, but those agencies are not bound by the provisions of the HFRA.



Photo: New Mexico State Forestry

In addition to directly contacting key individuals and organizations, core team members may want to consider using a public notice or public meeting process to acquire additional, more generalized input as the plan is developed.

✓ STEP FOUR: Establish a Community Base Map

Using available technology and local expertise, the core team and key partners should develop a base map of the community and adjacent landscapes of interest. This map will provide a visual information baseline from which community members can assess and make recommendations regarding protection and risk-reduction priorities.

To the extent practicable, the map should identify:

- Inhabited areas at potential risk to wildland fire;
- Areas containing critical human infrastructure—such as escape routes, municipal water supply structures, and major power or communication lines—that are at risk from fire disturbance events; and
- A preliminary designation of the community’s WUI zone.

✓ STEP FIVE: Develop a Community Risk Assessment

The development of a community risk assessment will help the core team and community members more effectively prioritize areas for treatment and identify the highest priority uses for available financial and human resources.

A meaningful community assessment can be developed by considering the risk factors identified below. Choose an appropriate adjective rating (such as high, medium, and low) that best represents the risk to the community posed by each factor. Display the results on the base map to develop a useful tool for the final decision-making process.

State and federal land managers will be a valuable resource in helping communities locate the best available data and in producing quality maps that display and aid assessment of that data. Engaging key stakeholders in the rating process will be essential to a successful outcome.

A. Fuel Hazards

To the extent practicable, evaluate the vegetative fuels on federal and nonfederal land within or near the community. Identify specific areas where the condition of vegetative fuels is such that, if ignited, they would pose a significant threat to the community or essential community infrastructure. Consider how the local topography (such as slope, aspect, and elevation) may affect potential fire behavior.

Identify areas affected by windthrow, ice storms, or insect and disease epidemics where fuels treatment would reduce wildfire risks to communities and/or their essential infrastructure.

State and federal resource planning documents can be a valuable source of information on local forest and rangeland conditions.

Rate each area of identified hazardous fuels and show each on the base map as a high, medium, or low threat to the community.

B. Risk of Wildfire Occurrence

Using historical data and local knowledge, determine the common causes and relative frequency of wildfires in the vicinity of the community. Consider the range of factors, including critical weather patterns, that may contribute to the probability of fire ignitions and/or extreme fire behavior.

Use relative ratings such as high, medium, and low to show areas of concern for fire starts on the base map.

C. Homes, Businesses, and Essential Infrastructure at Risk

Assess the vulnerability of structures within the community to ignition from firebrands, radiation, and convection. Document areas of concern.

Identify specific human improvements within or adjacent to the community, such as homes, businesses, and essential infrastructure (e.g., escape routes, municipal water supply structures, and major power and communication lines) that would be adversely impacted by wildfire.

Categorize all identified areas needing protection using ratings of high, medium, or low, and show them on the base map.

D. Other Community Values at Risk

At the community's option, the risk assessment may also consider other areas of community importance, such as critical wildlife habitat; significant recreation and scenic areas; and landscapes of historical, economic, or cultural value that would benefit from treatment to reduce wildfire risks. Additional recommendations from local stakeholders should be incorporated as appropriate.

Categorize all identified areas that warrant protection using the ratings of high, medium, or low, and show them on the base map.

E. Local Preparedness and Firefighting Capability

Assess the level of the community's emergency preparedness, including evacuation planning, safety zones, and fire assistance agreements, as well as the response capability of community and cooperator fire protection forces. Consider the insurance industry ISO rating, if available and applicable. Use the knowledge and experience of local officials to identify areas in need of improvement.

Incorporate local preparedness information into the base map as appropriate.

✓ STEP SIX: Establish Community Hazard Reduction Priorities and Recommendations to Reduce Structural Ignitability

Once the community assessment and base map are completed, the core team should convene all interested parties to discuss the results and their implications for local protection and hazard mitigation needs. A key objective of these discussions is to develop the community's prioritized recommendations for fuel treatment projects on federal and nonfederal lands in the WUI, along with the preferred treatment methods for those projects.

Recommendations should also be developed regarding actions that individuals and the community can take to reduce the ignitability of homes and other structures in the community's WUI zone.

While local interests are gathered, communities may also want to take this opportunity to identify and develop strategies to improve their emergency preparedness and fire response capability.

The discussion and identification of community priorities should be as open and collaborative as possible. Diverse community involvement at this stage is critical to the ultimate success of the CWPP.



Recommendations included in the final CWPP should clearly indicate whether priority projects primarily serve to protect the community and its essential infrastructure or are geared toward reducing risks to the other community values. Under the provisions of the HFRA, only projects that primarily serve to protect communities and essential infrastructure are eligible for the minimum 50 percent WUI funding specified in the legislation.

✓ **STEP SEVEN: Develop an Action Plan and Assessment Strategy**

Before finalizing the CWPP, core team members and key community partners should consider developing an action plan that identifies roles and responsibilities, funding needs, and timetables for carrying out the highest priority projects.

Additional consideration should be given to establishing an assessment strategy for the CWPP to ensure that the document maintains its relevance and effectiveness over the long term.⁴

✓ **STEP EIGHT: Finalize the Community Wildfire Protection Plan⁵**

The final step in developing a CWPP is for the core team to reconvene and mutually agree on the fuels treatment priorities, preferred methods for fuels treatment projects, the location of the wildland-urban interface, structural ignitability recommendations, and other information and actions to be contained in the final document.

If an associated action plan has not been developed, the core team should identify a strategy for communicating the results of the planning process to community members and key land management partners in a timely manner.

⁴ Community planning participants may also want to participate in multiparty monitoring of USFS and BLM projects developed under the HFRA as provided for in Sec.102 (g)(5) of the legislation: "In an area where significant interest is expressed in multiparty monitoring, the Secretary shall establish a multiparty monitoring, evaluation, and accountability process in order to assess the positive or negative ecological and social effects of authorized hazardous fuels reductions projects."

⁵ Some states have statutes that may require an environmental analysis for plans adopted by local or state agencies. In such states, core team members should determine whether formal environmental analysis is required before finalizing their plans.

Summary and Checklist

- ✓ **Step One: Convene Decisionmakers**
 - Form a core team made up of representatives from the appropriate local governments, local fire authority, and state agency responsible for forest management.

- ✓ **Step Two: Involve Federal Agencies**
 - Identify and engage local representatives of the USFS and BLM.
 - Contact and involve other land management agencies as appropriate.

- ✓ **Step Three: Engage Interested Parties**
 - Contact and encourage active involvement in plan development from a broad range of interested organizations and stakeholders.

- ✓ **Step Four: Establish a Community Base Map**
 - Work with partners to establish a baseline map of the community that defines the community's WUI and displays inhabited areas at risk, forested areas that contain critical human infrastructure, and forest areas at risk for large-scale fire disturbance.

- ✓ **Step Five: Develop a Community Risk Assessment**
 - Work with partners to develop a community risk assessment that considers fuel hazards; risk of wildfire occurrence; homes, businesses, and essential infrastructure at risk; other community values at risk; and local preparedness capability.
 - Rate the level of risk for each factor and incorporate into the base map as appropriate.

- ✓ **Step Six: Establish Community Priorities and Recommendations**
 - Use the base map and community risk assessment to facilitate a collaborative community discussion that leads to the identification of local priorities for fuel treatment, reducing structural ignitability, and other issues of interest, such as improving fire response capability.
 - Clearly indicate whether priority projects are directly related to protection of communities and essential infrastructure or to reducing wildfire risks to other community values.

- ✓ **Step Seven: Develop an Action Plan and Assessment Strategy**
 - Consider developing a detailed implementation strategy to accompany the CWPP, as well as a monitoring plan that will ensure its long-term success.

- ✓ **Step Eight: Finalize Community Wildfire Protection Plan**
 - Finalize the CWPP and communicate the results to community and key partners.

Sponsor Organizations

Communities Committee of the Seventh American Forest Congress

www.communitiescommittee.org
919 Elk Park Rd.
Columbia Falls, MT 59912
Phone: (406) 892-8155
Fax: (406) 892-8161

National Association of Counties

www.naco.org
440 First Street, NW
Washington, DC 20001
Phone: (202) 393-6226
Fax: (202) 393-2630

National Association of State Foresters

www.stateforesters.org
444 N. Capitol St., NW Suite 540
Washington, DC 20001
Phone: (202) 624-5415
Fax: (202) 624-5407

Society of American Foresters

www.safnet.org
5400 Grosvenor Lane
Bethesda, MD 20814-2198
Phone: (301) 897-8720
Fax: (301) 897-3690

Western Governors' Association

www.westgov.org
1515 Cleveland Place
Suite 200
Denver, CO 80202-5114
Phone: (303) 623-9378
Fax: (303) 534-7309

For an electronic version of this Handbook and the latest information visit:
www.safnet.org/policyandpress/cwpp.cfm

Additional Resources on the Web:

- Federal Agency Implementation Guidance for the Healthy Forest Initiative and the Healthy Forest Restoration Act: www.fs.fed.us/projects/hfi/field-guide/
- Field Guidance for Identifying and Prioritizing Communities at Risk: www.stateforesters.org/reports/COMMUNITIESATRISKFG.pdf
- The National Fire Plan: www.fireplan.gov
- Fire Safe Councils: www.firesafecouncil.org
- Western Governors Association: www.westgov.org
- Collaboration:
www.redlodgeclearinghouse.org
www.snre.umich.edu/emi/lessons/index.htm

Examples of Community Fire Plans

(Note: these plans may not meet the requirements of HFRA, because they were created prior to its enactment)

Josephine County, Oregon: www.co.josephine.or.us/wildfire/index.htm

Applegate Fire Plan: www.grayback.com/applegate-valley/fireplan/index.asp

Colorado Springs, CO: csfd.springsgov.com/wildfiremitigation.pdf

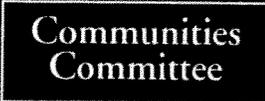
Jefferson County, Colorado: www.co.jefferson.co.us/ext/dpt/admin_svcs/emergmgmt/index.htm

Lower Mattole Fire Plan: www.mattole.org/html/publications_publication_2.html

Trinity County Fire Management Plan: users.snowcrest.net/tcrd/

Want to help protect your community from wildfire risk?

Check out this *NEW* Handbook
for preparing community wildfire protection plans!



Society of American Foresters

5400 Grosvenor Lane
Bethesda, Maryland 20814-2198
www.safnet.org





– DRAFT / MARCH 2008 –

PARTNERS GUIDE

To Preparing and Implementing a CWPP

*An UPDATED Handbook containing additional resources and
information for Wildland – Urban Interface Communities*

CWPP Handbook Update

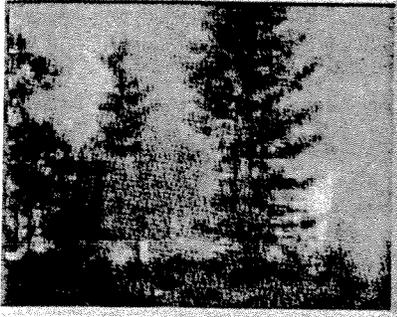
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Request for comments and participation:

A collaborative group including local, state, and federal agencies and individuals from across the United States is developing this *Partners Guide*. Comments on this paper can be submitted to Ann Walker at ann.m.walker@state.or.us until April 15, 2008. The final paper will be completed by June 2008 and posted to the *Healthy Forests and Rangelands* website at <http://www.forestsandrangelands.gov/communities/index.shtml>.

We look forward to hearing from you!



Section 1: Introduction

*"We have entered a new age of wildland fires." –
Theodore R. Kulongoski, Governor of Oregon, Western Governors, 2008*

Several years since the establishment of the National Fire Plan (2000), the Ten Year Comprehensive Strategy for Reducing Wildland Fire Risks to People and the Environment (2001), and the Healthy Forests Restoration Act (HFRA) (2003), issues regarding deteriorating forest health and the need for greater community protection from wildfire are still prominent. Fire suppression costs have exceeded \$1 billion in three recent fire seasons and communities, interest groups, and land management agencies continue to express their concerns to Congress and the Administration regarding mounting risks to life, property and the environment.

HFRA Requirements for a CWPP

The minimum requirements for a CWPP as described in the HFRA are:

(1) **Collaboration:** A CWPP must be collaboratively developed by local and state government representatives, in consultation with federal agencies and other interested parties.

(2) **Prioritized Fuel Reduction:** A CWPP must identify and prioritize areas for hazardous fuel reduction treatments and recommend the types and methods of treatment that will protect one or more at-risk communities and essential infrastructure.

(3) **Treatment of Structural Ignitability:** A CWPP must recommend measures that homeowners and communities can take to reduce the ignitability of structures throughout the area addressed by the plan.

The HFRA requires that three entities must mutually agree to the final contents of a CWPP:

- The applicable local government (i.e., counties or cities);
- The local fire department(s); and
- The state entity responsible for forest management.

Preparing a Community Wildfire Protection Plan: A Handbook for Wildland-Urban Interface Communities, March 2004. Sponsored By: Communities Committee, National Association of Counties, National Association of State Foresters, Society of American Foresters, Western Governors' Association.

One of the most critical tools for addressing these challenges is the Community Wildfire Protection Plan (CWPP). Through these plans, nearly 4,800 communities across the nation have developed collaborative strategies to reduce their risk from wildfire and restore healthier, more resilient conditions in their surrounding forests. However, with at least 51,612 communities-at-risk across the United States, there is still a significant amount of work to be done. The minimum requirements for a CWPP are spelled out in the 2003 Healthy Forests Restoration Act (HFRA) with more detailed guidance provided in the Community Wildfire Protection Plan Handbook developed by a team of non-governmental partners including the National Association of State Foresters, the Communities Committee, the Society of American Foresters, and the Western Governors' Association.

As they have moved through the planning and implementation process outlined in the legislation and Handbook, CWPP participants have identified a number of lessons learned and highlighted areas where they would like more information or advice. In response to this feedback, a group of local, state, federal and non-governmental stakeholders recommended in 2006 that a companion piece to the Handbook be developed as one of the updated action items in the Ten Year Comprehensive Strategy and Implementation Plan. This Partner Guide to the CWPP Handbook is intended to address the action items in the revised Ten Year Strategy, while also providing communities across the United States with resources, case studies, and innovative strategies to develop, implement, and revitalize their CWPPs.

CWPP Handbook's Eight-Step Approach

Step One: Convene Decisionmakers

- Form a core team made up of representatives from the appropriate local governments, local fire authority, and state agency responsible for forest management.

Step Two: Involve Federal Agencies

- Identify and engage local representatives of the US Forest Service (USFS) and Bureau of Land Management (BLM).
- Contact and involve other land management agencies as appropriate.

Step Three: Engage Interested Parties

- Contact and encourage active involvement in plan development from a broad range of interested organizations and stakeholders.

Step Four: Establish a Community Base Map

- Work with partners to establish a baseline map of the community that defines the community's Wildland Urban Interface (WUI) and displays inhabited areas at risk, forested areas that contain critical human infrastructure, and forest areas at risk for large-scale fire disturbance.

Step Five: Develop a Community Risk Assessment

- Work with partners to develop a community risk assessment that considers fuel hazards; risk of wildfire occurrence; homes, businesses, and essential infrastructure at risk; other community values at risk; and local preparedness capability.
- Rate the level of risk for each factor and incorporate into the base map as appropriate.

Step Six: Establish Community Priorities and Recommendations

- Use the base map and community risk assessment to facilitate a collaborative community discussion that leads to the identification of local priorities for fuel treatment, reducing structural ignitability, and other issues of interest, such as improving fire response capability.
- Clearly indicate whether priority projects are directly related to protection of communities and essential infrastructure or to reducing wildfire risks to other community values.

Step Seven: Develop an Action Plan and Assessment Strategy

- Consider developing a detailed implementation strategy to accompany the CWPP, as well as a monitoring plan that will ensure its long-term success.

Step Eight: Finalize Community Wildfire Protection Plan

- Finalize the CWPP and communicate the results to community and key partners.

Preparing a Community Wildfire Protection Plan: A Handbook for Wildland-Urban Interface Communities. March 2004. Sponsored By: Communities Committee, National Association of Counties, National Association of State Foresters, Society of American Foresters, Western Governors' Association.

This *Partner Guide* is intended to complement the original CWPP Handbook by highlighting the successful strategies that communities across the United States have used to reduce their risks from wildfire. This companion guide also provides additional tools and information requested by communities to strengthen their efforts to develop, implement or revise their CWPPs.

Specifically, this update provides information on:

- Strategies for collaboration
- Identifying and prioritizing fuels treatment and restoration projects
- Measures to reduce structural ignitability
- Monitoring and evaluating CWPP efforts

The process of developing a CWPP can help a community clarify and refine priorities to protect life, property, infrastructure, and valued resources in the wildland-urban interface. It can also lead community members and agency partners through critical discussions about land management and opportunities for fuels reduction and restoration on public and private land in the surrounding watershed.





A wide range of stakeholders have worked together to compile this document. Whether you are a homeowner, a community member, or an agency representative, we urge you to use the insights provided here to strengthen your own CWPP or share with others who may be finding similar challenges or barriers.

Protecting communities and natural resources from wildfire cannot be accomplished by any one person or entity. We must work together to identify and pursue a pathway to success. We hope that this new *Partner Guide*, along with the original *CWPP Handbook*, will assist you as you find the path that works for you.

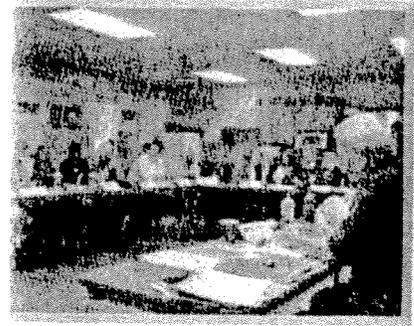
Sample timeline for developing and implementing a CWPP

Task	Timeline
Convene partners and establish collaborative process	CWPP Initiation
Develop risk assessment and identify community needs	Phase I
Establish community priorities and recommendations	Phase II
Develop action plan and complete the CWPP	Phase III
Develop an implementation plan and strategies for monitoring and evaluation	CWPP Adoption
Coordinate CWPP implementation	Ongoing
Monitoring and evaluate CWPP efforts: develop annual reports and updated action plans	Implementation Annual

Section 2:

Effective Collaboration in Preparing and Carrying Out a CWPP

Collaboration is a critical piece of CWPP development and implementation. This section provides information what collaboration is and why it is important in the context of CWPP, how to conduct a successful collaborative process, strategies for engaging stakeholders throughout the process, and provides best practices and tools for collaboration.

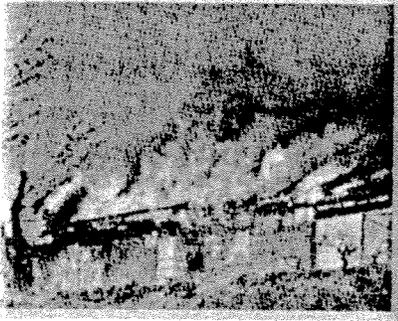


Collaboration and the Collaborative Process

“Collaboration” is simply people working together to address a shared problem or need. Each participant contributes his or her particular knowledge, skills, ideas, and resources. The more inclusive the group and the greater the diversity of interests involved, the more likely it is to be representative of the community as a whole. The “collaborative process” is the way the group defines its common objectives, considers the concerns of all participants, and develops an action plan. (See box)

Elements of Successful Collaboration in Community Wildfire Protection Planning

- **Broad Participation.** A rigorous outreach effort should be made. Potential participants include property owners, local and state governments, tribes, fire and emergency services departments, public land management agencies, forest industry groups, forestry contractors and workers, insurance companies, environmental organizations, community-based forestry groups, watershed councils and other non-government organizations, academics, scientists, and other interested persons. Including social service agencies helps ensure that the concerns of low-income and special needs populations are addressed. No one should be excluded. Participants should serve as liaisons between the collaborative group and the interests they represent and, when appropriate, advocate within their constituencies for the CWPP action plan.
- **A Fair, Equitable Process.** The collaborative process must be open, transparent, accessible, and civil. All participants’ ideas and values should be respected. Goals for the process should be clearly articulated and achievable, and the collaborative group should agree upon ground rules for meetings and a process for making decisions. Commitments made must be honored.
- **Multiple Avenues for Participation.** Collaborative involvement is needed in all aspects of the CWPP process – assessment of existing conditions, identification of issues and concerns, delineation of the WUI, identification and prioritization of action items, inventory of resources, development of an action plan, plan implementation, monitoring, and periodic plan reviews and updates. While the process may focus on meetings of a broadly-representative collaborative group, there should be additional ways to engage the general public -- getting their input, increasing their knowledge of wildfire protection needs, and encouraging their involvement in CWPP implementation activities or on a multiparty monitoring and evaluation team. The community should also receive regular updates on CWPP activities.



- **Commitment to the Process.** HFRA specifies that the relevant local government, fire department, and state forest management agency must mutually agree on the content of the CWPP. Beyond serving as the "core team" of decision makers, those parties need to be actively engaged in the collaborative process, and the other participants need to know how much weight the recommendations of the collaborative group will carry with them. Having a charter for the collaborative group and informal agreements or a Memorandum of Understanding among all CWPP partners (including federal land management agencies and community organizations) can further the buy-in of all participants.

Why Collaborate?

Collaboration is the underlying framework of the 10-Year Comprehensive Strategy because "in order for the [National Fire] Plan to succeed there must be communication, coordination, and cooperation across a great variety of ownership boundaries, administrative jurisdictions and areas of interest." For the same reason, the use of a collaborative process is one of the three minimum requirements that Congress established for a CWPP. (See Tip Box 1, p.2.) Collaboratively developing and adopting a CWPP opens the door to significant local benefits, including being able to: 1) define and set the boundaries of the community's WUI; 2) identify and prioritize areas for hazardous fuel reduction treatments on USFS and BLM lands in the WUI; 3) recommend the types and methods of treatment to be used; and 4) influence how federal funds for projects on non-federal WUI lands may be made available. Additionally, the collaboration should result in strategies for reducing structural vulnerability, enhancing emergency management and communication, and fostering public education and action to reduce risk throughout the community. Perhaps most importantly, collaborative processes help build trust and good working relationships among the participants. Effective collaboration ensures that "all bases are covered" in the planning process, that potential problems or roadblocks are identified and dealt with, and that good use is made of available time and money. It builds strong local support for the CWPP.

Getting – and Keeping -- People Involved

- **Do intensive outreach.** Use both broad and targeted outreach efforts. Articles in the newspaper, radio or TV coverage, mailed notices of meetings, and similar "mass" recruitment methods will bring some people into the process, but the most effective approach is a personal one – a phone call or face-to-face meeting where the need for and importance of an invitee's participation is stressed.
- **Focus on the local importance of a CWPP.** People are more likely to get involved if they realize the CWPP effort involves setting priorities and making recommendations or decisions about matters that personally concern them – the boundaries of the WUI, locations and preferred treatments for fuels reduction projects on nearby public lands, creation of defensible space and Firewise conditions in residential areas, and so forth. Some people may not get really interested until the CWPP has been adopted, and continued outreach is needed to engage them in plan implementation when the time comes.

- **Make the collaborative process "user friendly".** For some people, involvement in the CWPP process will be part of their regular work responsibilities, but for many others it will be a volunteer effort that entails a significant commitment of scarce free time or even taking unpaid leave from a job. Making the process more accessible to those volunteers (whose participation is essential to the success of the CWPP) generally involves holding meetings at times (frequently evenings or weekends) and in locations that are convenient for them, and may include other accommodations such as offering child care services or paying mileage costs for those who have to travel long distances to attend. Participants' time needs to be used productively. Meetings should start and end on time, agendas should be followed, and minutes should be kept to document key decisions and next steps.



- **Encourage mutual learning.** Because collaborative group members bring various types and levels of knowledge and experience to the process, a base of common understanding needs to be built. Using a combination of field tours, expert presentations, written materials, maps and other visual aids, and group discussions encourages mutual learning and helps participants get a firm grasp on relevant issues and options. All opinions and ideas should be given respectful attention, and all group discussions should be civil.

- **Take the process to the people.** Because the number of people likely to attend regular meetings of the CWPP collaborative group may be limited, it is important to provide additional venues to both provide information about the CWPP and gather input on public concerns and priorities. Some possibilities: scheduling public meetings or "open houses" in various locations around the planning area; conducting field tours of proposed treatment areas; making presentations at community gatherings such as homeowners' association meetings, a watershed council event, a Chamber of Commerce luncheon, or a community supper. A highly successful, although labor intensive, approach is going door to door to talk with residents in high priority WUI areas.

- **Help partners make a difference!** There may be concerns about whether the collaborative group's CWPP recommendations will be adopted by the local government, local fire department, and state forest management agency. Their commitment to be actively involved in the collaborative group can help defuse that concern. Some decision makers are willing to go even farther and agree in advance to accept the collaboratively developed plan, generally with the proviso that it meet any applicable legal requirements and be financially and technically feasible to implement.

Opportunities for Tribes to engage in CWPP planning and implementation

Tribes are not required to develop a CWPP. Many tribes have wildfire prevention plans in place, and the BIA has adapted criteria for the development of prevention plans to meet the criteria of a CWPP. However, engaging in a fire-planning process can provide significant benefits for the tribe. Through the development of a tribal wildfire plan, tribes have the opportunity to involve citizens in reducing wildfire risk and build collaborative partnerships with



neighboring landowners, fire districts, and local, state, and federal agencies. Tribes also have an opportunity, through the development of a plan that meets the requirements under the HFRA, to engage in stronger partnerships with adjacent public land owners and jurisdictions on wildfire risk reduction and hazardous fuels reduction activities.

Fire planning presents a unique opportunity for tribes to incorporate a cultural component into a CWPP—an issue that may be overlooked in more mainstream approaches to planning. In relationship to a fire plan, tribal involvement is essential for identifying community needs, prioritizing high-hazard areas, and incorporating community knowledge into the planning process. Collaborating with tribes on a CWPP can lead to significant outcomes, including:

- A sense of ownership among tribal members about the planning process and the implementation and success of the plan. This sense of ownership may result in greater responsibility among tribal members to take action and reduce wildfire risk.
- Local knowledge and concerns that result in a more responsive, and accurate plan. The inclusion of local knowledge provides an opportunity for cultural concerns and practices to be considered.
- Information sharing and education that result in increased knowledge among tribal members about the role of fire and strategies to reduce wildfire risk, as well as increased awareness among fire managers about the values and concerns that tribal members express in the planning process.
- Identification of how fire management efforts may provide opportunities for both cultural and economic development.

Excerpt from the 2006 Tribal Wildfire Resource Guide (2006) Intertribal Timber Council Website. Full text available at: http://www.itcnet.org/issues_projects/issues/forest_management/reports.html.

Best Practices and Tools for Collaboration

There's no one "right" way to collaborate, and each CWPP group will need to adopt a process that works for it. Helpful "how to" guides, case studies, and lessons learned from natural resource-related collaborative efforts across the country can be found through such resources as:

- The Collaboration Handbook, Red Lodge Clearinghouse <http://rlch.org/content/view/261/49/>
- Ecosystem Management Initiative at the University of Michigan <<http://www.snre.umich.edu/ecomgt/collaboration.htm>>
- Western Collaborative Assistance Network < <http://westcanhelp.org/>>
- BLM Partnership Web Site <<http://www.blm.gov/partnerships/tools.htm>>
- Forest Service Partnership Resource Center <<http://www.partnershipresourcecenter.org/index.shtml>>
- International Association of Fire Chief's Leader's Guide for Developing a Community Wildfire Protection Plan <http://csfs.colostate.edu/library/pdfs/cwpp/CWPP_LG.pdf>
- Joint Fire Sciences Collaboration and CWPP Presentation: <http://jfsp.fortlewis.edu/KTWorkshops.asp>
- Collaboration and fuels resources: <http://jfsp.fortlewis.edu/collaboration2.asp>

- California Fire Alliance - CWPP Resources: <http://cafirealliance.org/cwpp> or www.cafirealliance.org/cwpp/downloads/CWPPBriefingPaper.pdf
- Rural Voices for Conservation Coalition (Collaboration issue paper): <http://www.sustainablenorthwest.org/quick-links/resources/rvcc-issue-papers>

Some of these sources also provide information on available training and technical assistance programs that can assist communities in getting their collaborative processes started.





Section 3:

Identify and prioritize fuels treatment and restoration projects

The HFRA requires a CWPP to identify and prioritize areas for hazardous fuel reduction treatments and recommend the types and methods of treatment that will protect at risk communities and essential infrastructure. The process of identifying and prioritizing fuels treatment projects requires the collective input, knowledge, and resource of all project partners and is the key step leading to on the ground activities that reduce the risk of catastrophic wildfire. This section includes strategies and recommendations for CWPP groups to develop risk assessments and identify, prioritize, and implement fuels projects on all lands.

Strategies for Considering Risks to Both Communities and Ecosystems

- **Utilize agency partners.** Evaluate CWPP collaborative group capabilities for developing risk assessments and mapping. As funding, equipment and skills may be limited within the community, utilize local agency (Federal, State, Tribal, and Municipal) partners to help develop Geographic Information System (GIS) layers and printed maps.
- **Think multi-jurisdictionally.** When identifying high risk areas, try to look beyond ownership boundaries. Often high risk areas encompass multiple land ownerships and will require collaboration from diverse partners to achieve CWPP goals.
- **Consider multiple planning scales.** Allow for several scales within the planning process. While many CWPPs are developed at a county scale, identifying and prioritizing projects on the ground may require finer scale data. If possible, budget enough resources to be able to reduce the risk assessment down to a workable scale where specific projects on the ground can be identified.
- **Know the limitations of your data.** If your data layers are dated, account for disturbances, new development, roads, etc. that may have occurred since the data were collected. Work with your agency partners to acquire the best and most current data available.
- **Address the needs of all communities in CWPP development.** CWPP risk assessments consistently include biophysical factors to identify priority fuels reduction projects. While there has been much research on the interactions between weather, fuels and fire behavior, less is known about the social factors that contribute to wildfire risk and resilience. Collectively these social factors can be described by the concept of "community capacity". Broadly defined, community capacity is the ability of a community to adapt and respond to change. Some communities may have a lower capacity to prepare for, respond to, and recover from wildfire events. When developing a community risk assessment, involve community and social services institutions that can help identify and map low-capacity communities. Community capacity coupled with biophysical measures of fire risk can be a valuable tool in identifying communities most at risk to wildfire and the highest priority targets for available financial and human resources. *Reference Draft CWPP Guide for low-capacity communities*(<http://ri.uoregon.edu/programs/CCE/communityfireplanning.html>).

Identify and prioritize fuels projects on public and private land

The ability to treat the highest priority areas, e.g. community watersheds, areas with high fuel loads, or areas with limited road access is often contingent on available resources and community involvement and leadership. When prioritizing areas for fuels treatment projects, identify a variety of projects on multiple land ownerships within the highest priority areas. Some projects will require grant funds to complete; some may be implemented by federal agencies based on input from the CWPP; and others may be defined, developed, and funded by neighborhood groups, or local fire departments. A diverse approach provides CWPP groups with more possibilities and flexibility to get work done on the ground.



Ecological Restoration. When developing a CWPP it's important to consider the ecological restoration needs of the forests along with community protection issues. Below are four recommendations for integrating ecological restoration opportunities into a CWPP.

- When convening decision-makers and other stakeholders to develop the CWPP, be sure to engage all relevant land management agencies and institutions, and specifically ask that they bring their ecological expertise and information to the table.
- When developing a community base map and identifying the initial boundary of the WUI, work with agency and species experts to assess and consider how ecological restoration needs will impact the area of focus.
- The CWPP risk assessment should take advantage of vegetation, fire, and fuel mapping data products and tools, adjusted for local conditions, to analyze the condition and restoration needs of the predominant forested ecosystems in and around the community. LANDFIRE offers publicly-available, consistent fuels data to support fire planning, analysis, and budgeting; and data to supplement CWPP and other planning and management activities that benefit from consistent vegetation data. <http://www.landfire.gov/index.php>
- Endeavor to develop priorities that achieve both community protection and ecological restoration outcomes. List actions needed to achieve that condition, such as mechanical thinning and fire for resource benefit. Then implement those actions systematically to achieve the desired future land condition.

Implementing fuels reduction projects on all lands

Coordination with Federal Agencies. Once completed, a CWPP provides statutory incentives for the USFS and BLM to consider the priorities of local communities as they develop and implement forest and rangeland management and hazardous fuel reduction projects. USFS and DOI develop budget priorities based on project collaboration and CWPP objectives - this includes grant funding and federal projects. Below are steps for enhancing coordination with federal agencies:

- Support agency projects that meet CWPP objectives during public meetings and public review processes.
- Provide agency management and associated fire management staff with community project information early in the planning process.



- Recognize project funders and partners for their support in meeting CWPP implementation goals. Share news articles and letters and provide partners with photos and success stories from CWPP implementation projects.
- Document and incorporate local agency objectives and priorities when and where possible to meet multiple landscape objectives.
- Collaboratively define the WUI and associated boundaries that are effective in meeting treatment objectives and funding strategies. HFRA includes advantages for communities that designate larger WUIs by providing streamlined NEPA requirements for projects that are within a community-designated WUI.

Neighborhood Fuels Reduction. Central to a CWPP are the priorities established for fuels reduction across multiple land jurisdictions within the planning area. A neighborhood fuels-reduction project is one method of bringing together private stakeholders to reduce the wildfire threat to at-risk communities. Aspects of a neighborhood fuels project may include:

- Homeowner education. Provide information and education on a range of issues from why the area is at risk to wildfire to preparedness and evacuation measures, as well as fuels reduction recommendations.
- Creating defensible space. Creating defensible space allows firefighters to easily access and more effectively defend a structure from a wildfire threat. "Defensible space" is an area, typically 30 feet wide or more, between an improved property, e.g. house, barn, etc., and a potential wildfire where the combustibles have been removed or modified.
- Landscape scale. Larger landowners may consider more comprehensive fuels treatments beyond defensible space, e.g. weed management, watershed protection, and ecosystem enhancement. Communities adjacent to public land will need to coordinate with the public agencies to ensure that fuels reduction happens across ownership boundaries whenever possible.
- Transportation systems. It's important that roads and evacuation route treatments are completed on driveways, roads, and other key transportation corridors. A neighborhood fuels-reduction project may include all three types of sites, and how it is planned and carried out depends on the priorities of local residents, opportunities for funding, conditions of the land, and land ownership patterns.

Firewise Communities. Achieving Firewise Communities status can help maintain public involvement in CWPP action plan implementation and enhance local capacity to pursue project funding and implementation opportunities. The national Firewise Communities program is a multi-agency effort designed to reach beyond the local fire service and involve homeowners, community leaders, planners, developers, and others in the effort to protect people, property, and natural resources from the risk of wildland fire - before a fire starts. <http://www.firewise.org/>

Stewardship Contracting. Stewardship contracting authorities are a specific management tool that the USFS and BLM can use to collaborate with communities and stakeholders to identify and implement restoration projects, including hazardous fuels reduction treatments. Stewardship contracting authorities can provide a stable source of guaranteed, long-term supply of

fiber to local industry using non-cost criteria to exchange fiber for privately funded forest restoration services. Collaborative groups have been successful working with federal agencies to develop economically feasible stewardship contracting projects. One of the initial steps to any successful effort is assessing the local capacity to implement a stewardship contract. Informing contractors about stewardship contracting and involving contractors and industry representatives in the planning process is a key challenge for many of collaborative groups.



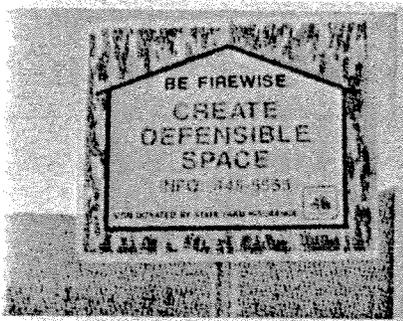
Woody Biomass Utilization. Reducing hazardous fuels on public and private land can produce sizeable quantities of small diameter woody biomass. Given the high cost of fuels reduction and the low value of material that needs to be removed, it is unlikely that utilization of woody biomass will completely pay for treatment costs. Nevertheless, utilization of woody biomass can help reduce or offset treatment costs and has the potential to support sustainable local industries while improving forest health. Encourage early review and involvement by local forest-based industry partners and associations in the CWPP process. Work with state and federal partners to identify estimates of biomass supply and access funding opportunities designed to encourage the utilization of woody biomass.

Case Study Examples from Existing CWPPs

- To be added

Fuels Reduction and Restoration Resources

- USDA Forest Service Stewardship Contracting Resource page: <http://www.fs.fed.us/forestmanagement/projects/stewardship/index.shtml>
- Management Tools for CWPP Implementation: Stewardship Contracting and Biomass Utilization (insert hyperlink)
- Woody Biomass Utilization Desk Guide: http://www.forestsandrangelands.gov/Woody_Biomass/documents/biomass_deskguide.pdf



**Section 4:
Structural Ignitability**

The CWPP Handbook refers to the phrase "Ignitability" six times. Clearly it is an important aspect of community wildfire protection planning. This section discusses the importance of reducing structural ignitability and provides strategies to help communities and residents identify and implement regulatory and non-regulatory approaches to reduce the structural ignitability of the homes in their communities.

Reducing Structural Ignitability

A community approach to reducing structural ignitability is dependent on the willingness of individual citizens to engage in CWPP efforts by addressing the needs around their homes and the ignitability/combustibility/flammability of their home. A CWPP that includes a broad approach to structural ignitability should include a range of activities, including public education and outreach, information on codes, regulations, and standards, as well as the ability of local fire agencies to assist in protecting and saving homes during a wildfire.

During extreme WUI fires homes ignite in two principle ways: 1) directly from flame heating and, 2) from direct firebrand ignition (burning ember spot ignitions). Therefore it should be obvious that if one lessens the ignitability of the structure and its immediate surroundings (the home ignition zone (Cohen 2001)), you and your home have a much higher survival potential.

A community can also work to reduce existing WUI fire problems by proper zoning, adequate development standards, building and fire codes with requirements for reduced structure ignitability, an enforcement program to reduce ignitions, and a fire department that is prepared to respond are all-inclusive issues that should be addressed in a CWPP process. This section of the updated CWPP Handbook includes a list of key questions and considerations to help communities address the following issues in CWPP planning and implementation:

- 1. Individual Responsibility
- 2. Zoning Regulations
- 3. Development Standards
- 4. Building Codes
- 5. Fire Prevention Codes
- 6. Fire Response

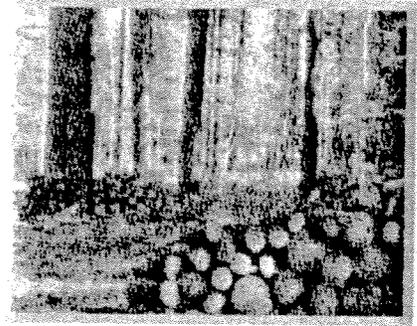
These preventive actions will assist the individual homeowners with the understanding that they are ultimately responsible for the protection of their homes from wildfire. The magnitude of the problem is such that during severe fire weather events it is unreasonable to expect that the fire service can protect all of the homes at risk.

Individual Responsibility

Individual responsibility is paramount in a successful CWPP. Regulations, education, and fire departments cannot accomplish all that residents can by

taking the initiative to commit to protecting themselves and their property.

1. Regardless of the protection measures adopted for the community as a whole, individual homeowners and property owners have a responsibility to ensure they attempt to mitigate deficient factors, which are within their control regarding structural ignitability.
2. They should eliminate, protect, reduce, treat, and/or replace building materials, which are combustible with materials, which are less likely to ignite.
3. They need to adopt the philosophy that they are ultimately responsible for their lives and property, and protect them as though the fire department was not going to be able to provide them with fire protection.
4. The mitigation of structural vulnerability or ignitability may very well mean SURVIVABILITY for WUI residents!!!!!!!



Zoning Regulations

Good zoning regulations ensure a structured and regulated risk assessment has been considered prior to development.

- Zoning can be designed specifically for the WUI.
- Zoning can provide tools to ensure that development standards are maintained.

Through the CWPP process, a community can address questions critical to developing or amending relevant zoning regulations:

1. How do we geographically display the areas where regulations relating to reducing wildfire hazard risk will apply?
2. What geographic information do we have to determine the high risk areas, i.e. maps showing topography, vegetation, climate, population density, areas of social value, historical fire occurrence, fire district boundaries, wildlife, etc?
3. Are we addressing only new construction, or will regulations also apply to existing structures?
4. Will zoning address structural ignitability as well as defensible space?
5. Once risk areas are determined, what risk categories will regulations apply to moderate, high, or extreme areas?

Development Standards

Development standards ensure that public safety issues are addressed in the development process. Some of the more common standards relate to:

1. Road width (24 feet), grade (6% or less), surface drivable.
2. Cul-de-sac length, 400 feet long is recommended.
3. Turnouts and turnarounds.
4. Water system, fire hydrants, water storage, backup electricity for pumps.
5. Open space, fuel reduction zones and maintenance.
6. Street signs and a house numbering system visible from the road.
7. Electrical lines underground.
8. Adequate ingress and egress, and possible shelter in place standards.

Building Codes

Building codes are national standards and provide a credible methodology



for protecting life and safety for the community. Some building code elements aimed at enhancing the likelihood for structure survival in a fire, include:

1. Non-combustible exteriors and appurtenant structures.
2. Dual pane and tempered glass windows.
3. Minimization of vent openings and provision of adequate vent covering.
4. Spark arrestors on fireplace chimneys.
5. Smoke alarms.
6. Fire department access to swimming pools.
7. Ignition resistant construction development wide.

Fire Prevention Codes

Fire Prevention Codes are a national standard developed for the protection and life safety of citizens and firefighters and are aligned with the building codes. They include:

1. Vegetation clearance requirements.
2. Enforcement and inspection program.
3. Weed abatement program.
4. Wildland Urban Interface Code adoption.
5. NFPA 1144 adoption.
6. Firewise principles and practices adoption.
7. Maintenance of achieved defensible space

Fire Response

Fire response is a critical component of the community fire protection system. It is imperative that the community understands that the fire department alone cannot protect and save everyone's property from loss. In developing a CWPP, some important questions are:

1. What are the fire department(s) training, equipment, response capabilities and limitations? Do they meet any recognized National Standards, e.g. adequately trained and equipped to respond to and control 95% of all wildfires at less than 5 acres?
2. Do the fire department(s) participate in a mutual aid system and can they communicate/coordinate with the assisting fire departments, aircraft, etc.?
3. Do the fire department(s) have the ability to increase staffing and resources due to adverse wildfire predictions?
4. Can the fire department(s) initiate communication with the community to advise citizens of recommendations to shelter in place or evacuation orders and routes and safe zones?

Resources related to reducing structural ignitability

- International Association of Fire Chiefs, CWPP Leaders' Guide Supplement
- http://www.iafc.org/associations/4685/files/CWPP_rev062005.pdf
- United States Forest Service website <http://www.usda.gov>
- US Department of Interior website <http://www.doi.gov/>
- Firewise website <http://firewise.org/>
- National Wildfire Programs Database www.wildfireprograms.usda.gov
- Google articles by Jack Cohen on wildfire

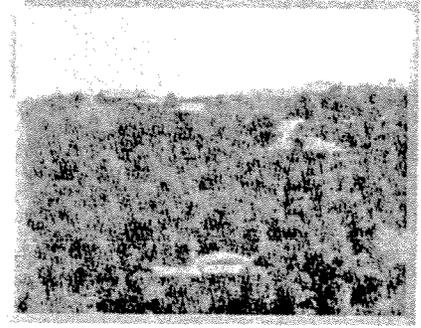
Tip Box

- **Shelter In Place vs. Evacuation:**
Know the difference and prepare for both
- **Reduce structural ignitability:**
Helps the firefighters and may save lives
- **Home Ignition Zone:** Reduce flammable and combustible material perimeter
- **Support the Fire Department:**
Help them help the community!
Create defensible space

Section 5:

Monitoring and Evaluation

Local, state, and federal agencies, community organizations, and individuals have invested countless hours and significant funds across the country to develop CWPPs since HFRA was enacted in 2003. It is imperative to determine how well these plans are reducing wildfire risk. Effective monitoring and evaluation of wildfire planning efforts at the local, state and national level will provide important opportunities to evaluate the overall strategy of CWPPs in reducing wildfire risk and improving planning processes. This section of the Handbook is intended to highlight the need for and present strategies to conduct monitoring and evaluating of CWPPs.



Objectives for CWPP Monitoring and Evaluation

At a local level, objectives of a CWPP monitoring and evaluation process can include:

- Track accomplishments and identify the extent to which CWPP goals have been met.
- Examine collaborative relationships and their contributions to CWPP implementation.
- Identify actions and priority fuels reduction projects that have not been implemented; set a course for future actions and update the plan.
- Evaluate the resources necessary for successful CWPP implementation;

Broader objectives for CWPP monitoring and evaluation can include:

- Identify local, state, regional and national policies and programs that will support CWPP evaluation processes.
- Evaluate CWPP contributions to reducing wildfire risk on a local, regional and national level.

CWPP Policy: National, State, and Local Measures

CWPPs are part of a larger national effort to improve the health of our nation's forests and reduce wildfire risk to communities. Federal investments of time and money must show results in a way that justifies that investment. Federal decision makers are not often able to see the local successes gained from a CWPP and its projects. Data from monitoring and evaluation processes can be collected across communities and inform progress and effectiveness at a national level, helping ensure that funding and agency efforts are geared toward successful approaches.

Common elements of monitoring information are needed in each CWPP in order to synthesize similar information into a national level evaluation. National level guidance for these monitoring and evaluation measures can be found in the Revised Ten Year Comprehensive Strategy (December 2006), which includes specific performance measures that are applicable to CWPPs. Performance measures set the stage for both agency accountability and future agency budget processes. (These performance measures are provided in Table 1.)

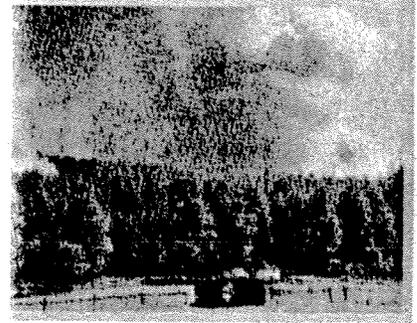


These existing performance measurements may or may not be sufficient to effectively evaluate the outcomes from CWPP's. Measurement strategies are needed from local efforts to determine the most effective interface between local monitoring needs and national information needs. Like local planning processes, national monitoring and evaluation strategies can and should be adapted and improved as we learn from wildfire planning efforts. Table 1 also includes suggestions for additional performance measures that might be useful, as well as data sources that could be used to collect data and evaluate the measure during local evaluation processes.

Table 1.
CWPP Related Performance Measures in the 10-Year Strategy

10-Year Strategy Performance Measure	Data to collect at a local level	Partners
Goal 4.a) Number and percent of communities at risk with a CWPP	<ul style="list-style-type: none"> • Is the community a Firewise Community? • Has the community enacted a fire related ordinance? If so, county, state, or local? • # of and % of acres on public and private land in the WUI treated for hazardous fuels based on the CWPP priorities 	Local, state, and federal agencies
Goal 4.b) % of at risk communities who report increased local suppression capacity as evidenced by:	<ul style="list-style-type: none"> • Increasing # of trained and/or certified fire fighters and crews • Upgraded or new fire suppression equipment • Formation or expansion of fire department involved in wildland fire 	Local, state, and federal agencies and fire districts
Goal 4.c) # of green tons and/or volume of woody biomass from fuel reduction and restoration made available for utilization through permits, contracts, grants, agreements, or equivalent.	<ul style="list-style-type: none"> • # of CWPPs that address biomass utilization 	Local, state, and federal agencies

CWPP leaders, land management agencies, or a team of project partners can collect data that will help policy makers measure program effectiveness and evaluate whether or not HFRA and NFP goals and objectives are being met. The goal of effective CWPP monitoring and evaluation is to learn from successes and failures and target resources and efforts strategically to maximize risk reduction and forest restoration. Local level monitoring and evaluation efforts are the key to improving processes at each scale, from their own local efforts to the national level.



HFRA specifies three key elements of a CWPP: Collaboration, priority fuels projects, and reducing structural ignitability. (See Tip Box 1) As a community develops and implements its CWPP, there are key questions that can be monitored to help determine the effectiveness of its plan. These questions are the most critical to monitor and report on a local and national scale.

1. Collaboration

- a. How has the collaborative process assisted in implementing the CWPP?
- b. Have partners involved in the planning process remained engaged in implementation? Have new partners become involved?

2. High Priority Fuels Reduction Projects

- a. How many acres have been treated for hazardous fuels reduction on public and private land that were identified as high priority projects in the CWPP? What percentage of total acres treated does this constitute?
- b. What is the number of residents that have participated in projects and completed defensible space on their land?

3. Reducing Structural Ignitability

- a. What is the availability and capacity of local fire agencies to respond to wildland and structural fire?
- b. What is the level of interest shown and action taken by local community members to increase the resilience of their structure to fire?

Strategies for monitoring and evaluating CWPP outcomes

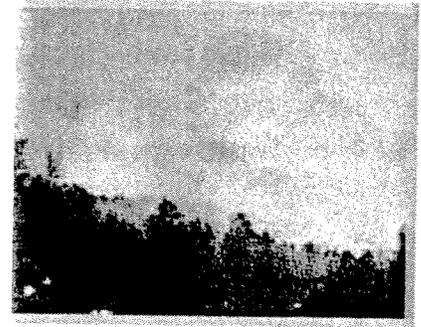
A 2008 guide aimed at assisting communities' monitor and evaluate their fire plans provides a step-by-step process to help communities assess how well they have addressed the goals and objectives of their CWPPs and update actions for the future. [Insert hyperlink when posted.] The Guide recommends collaborative strategies to bring partners together to conduct the evaluation, gather relevant data, and write the evaluation report. Benefits of a local evaluation may also include identifying strategies that help communities to plan for and reduce the risks of other natural disasters. The process is intended to provide a framework for a community to review the existing CWPP, choose appropriate indicators, and obtain information to evaluate programs, document the evaluation, and update the plan. Perhaps the most critical aspect of a monitoring and evaluation process is identifying the impact a CWPP has had in a community. The Guide provides suggestions on how to evaluate six elements of a CWPP. Table 2 illustrates the six elements of the Guide and the key questions asked to track CWPP outcomes. The full Guide also includes specific indicators, potential data sources, and a workbook to help communities describe the information they collect, key findings, outcomes, and changes over time.

Table 2. Evaluating CWPP Outcomes	Goal	Monitoring and Evaluation Questions
1. Partnerships and Collaboration		1.1 Who has been involved with CWPP development and implementation? How have relationships grown or changed through implementation? What resources did they bring to the table? 1.2 How did the fire planning process influence CWPP implementation? 1.3 How has the CWPP increased the capacity of the community to reduce wildfire risk? 1.4 Core CWPP Accomplishments?
2. Risk Assessment		2.1 How has the community changed over time? (Demographics, residential and commercial development, etc.) 2.2 Are there new or updated data sources that may change the risk assessment and influence fuels priorities? 2.3 How is the risk assessment being used to make decisions about fuels priorities?
3. Reducing Hazardous Fuels		3.1 Public Land Treatment 3.2 Private Land Treatment 3.3 Structures under protection 3.4 Economic development resulting from fuels reduction 3.5 How many local jobs have resulted because of fuels reduction or restoration activities?
4. Reducing Structural Ignitability		4.1 Resource losses (household, cultural, economic, community, etc.) 4.2 Risk to fire damage (compare to before CWPP implementation) 4.3 Planning and development: Are the current codes and regulations for wildfire hazard adequate? If not, are there efforts to change or update them
5. Education and Outreach		5.1 What kind of public involvement has there been during CWPP implementation? 5.2 What kind of change in public awareness about wildfire has resulted from the plan? 5.3 What kinds of activities have citizens taken to reduce wildfire risk?
6. Emergency Management		6.1 Is the CWPP integrated within the county or municipal Emergency Operations Plan? 6.2 Does the CWPP include an evacuation plan? If yes, has it been tested or implemented since the CWPP adoption? 6.3 Is the CWPP aligned with other hazard mitigation efforts?

Case Study 1:

Josephine County Integrated Fire Plan

After the 2002 Biscuit Fire, which burned close to 500,000 acres in Southwest Oregon and Northern California, public and private agencies and organizations throughout Josephine County, Oregon recognized the critical need to better coordinate resources, identify high risk areas, and develop a strategic action plan to reduce risk throughout the county. Partners came together to develop the Josephine County Integrated Fire Plan, which was adopted in November 2004. A year later, partners developed a process for conducting an annual review, which has resulted in annual reports and updated action plans for 2005, 2006, and 2007. The annual reports highlight accomplishments, challenges, and priorities for the upcoming year from each of the planning committees, including fuels reduction and risk assessment, education and outreach, emergency management, stewardship contracting, and vulnerable populations.



A unique aspect of the monitoring and evaluation process has been an annual evaluation of collaboration among partners involved with the fire plan. Results from these partner surveys have led to increased participation from new stakeholder groups and focus on strategic issues in a particular year such as evacuation or funding for fuels reduction projects for vulnerable populations. Most importantly, the collaboration survey provides a time for all fire plan partners to reflect on the role of their agency or organization in implementing the plan and the common goals that partners are trying to accomplish. The annual reports are available online at <http://co.josephine.or.us/SectionIndex.asp?SectionID=158>.

Case study 2:

Apache Sitgreaves CWPP

The Sitgreaves Communities Wildfire Protection Plan (SCWPP), born out of the ashes of the Rodeo-Chediski Fire, was finalized and agreed to by 18 signatories in 2004. The SCWPP identifies needed fuels reduction forest treatments across jurisdictional boundaries of private lands, the Apache-Sitgreaves National Forests and White Mountain Apache tribal lands. These seamless treatments—comprised of thinning overstory components of the forest structure, breaking up the continuity of the understory fuels, and removing slash and excess vegetation—provide cumulative improvements in fire risk mitigation. Burning slash and ground fuels is done in a prescribed manner on government agency-managed lands and by permit on private lands.

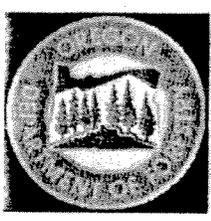
Each year, the SCWPP partners develop an annual progress report to evaluate progress, document accomplishments and identify needs for the future. For example, as of 2006, within the CWPP area, 40,964 acres of fuel treatment work have been completed (Approximately 13% of the high risk acres identified in the plan). The annual report focuses on key issues that remain to be addressed through plan implementation. To review the full annual report, visit: http://ci.pinetoplakeside.az.us/whatsnew/2006_SCWPPUpdate_general.pdf



Monitoring and Evaluation Resources

- Guide to CWPP Monitoring and Evaluation: <http://ri.uoregon.edu/programs/CCE/communityfireplanning.html>
- Multiparty Monitoring Resources:
 - USDA Forest Service Collaborative Restoration Program – Multiparty Monitoring Guidelines:
<http://www.fs.fed.us/r3/spf/cfrp/monitoring/index.shtml>
 - Red Lodge Clearinghouse:
http://www.redlodgclearinghouse.org/resources/handbook_full.html
 - Rural Voices for Conservation Coalition – Multiparty Monitoring Issue Paper:
<http://ri.uoregon.edu/programs/CCE/communityfireplanning.html>

PARTNER GUIDE to Preparing and Implementing a CWPP PROJECT PARTNERS



RESOURCE
INNOVATIONS



WESTERN
GOVERNORS'
ASSOCIATION

forest GUID

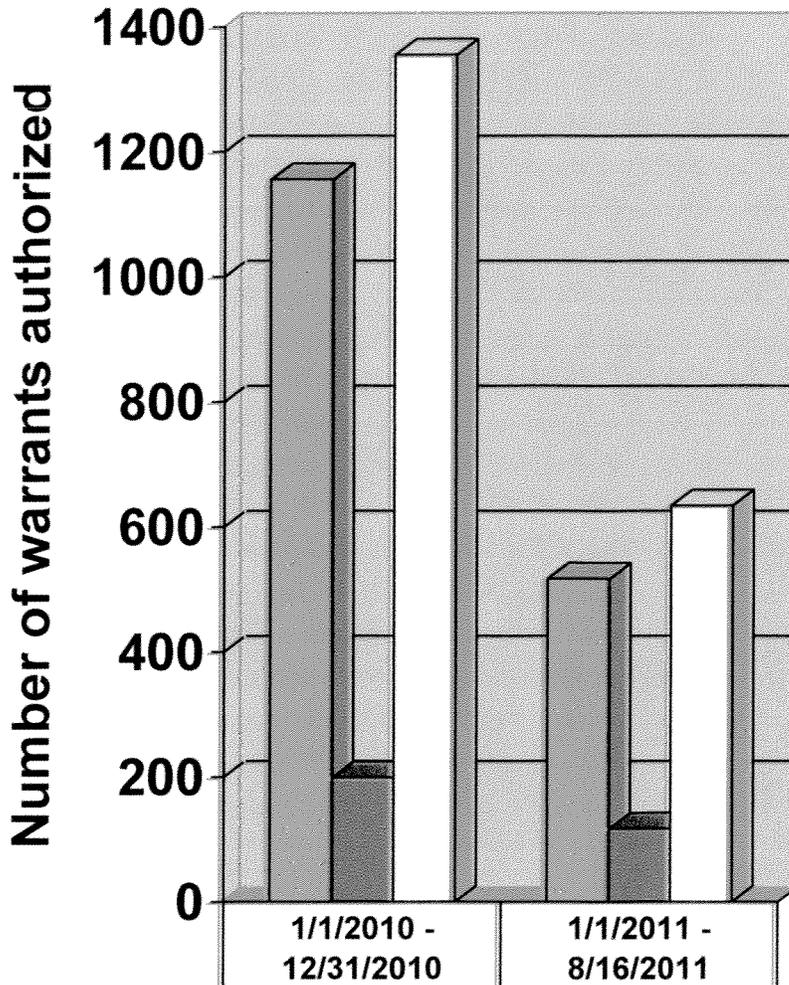


Sustainable Northwest

Communities
Committee

CWPP Task Force Members:

- Glen Buettner
- Jim Erickson
- Laura McCarthy
- Ryan Yates
- Carol Daly
- Paige Lewis
- Tim Melchert
- Kim Van Hemelryck
- Mike DeBonis
- Kathy Lynn
- Mike Mortimer
- Dave Driscoll
- Doug MacDonald
- Ann Walker



	1/1/2010 - 12/31/2010	1/1/2011 - 8/16/2011
Misdemeanor	1156	517
Felony	199	117
Combined total	1355	634

Misdemeanor
 Felony
 Combined total

DOG LICENSE FEES 2011

Manistee County has not raised dog license fees in ten years. The last increase was in 2001 effective with the 2002 license. All costs associated with animal control have increased greatly in this same time period. The proposed fees are consistent with all surrounding counties.

CURRENT FEES

MALE OR FEMALE	\$ 15.00
SPAYED OR NEUTERED	\$ 7.00
DELINQUENT - ALL AFTER MARCH FIRST EACH YEAR	\$ 30.00

PROPOSED FEES

MALE OR FEMALE	\$ 20.00
SPAYED OR NEUTERED	\$ 10.00
DELINQUENT - ALL AFTER MARCH FIRST EACH YEAR	\$ 40.00

PERIOD ENDING 07/31/2011

GL NUMBER	DESCRIPTION	2010-11 ORIGINAL BUDGET	2010-11 AMENDED BUDGET	YTD BALANCE 07/31/2011 NORMAL (ABNORMAL)	% BDGT USED
Fund 101 - GENERAL FUND					
Revenues					
Dept 430-ANIMAL CONTROL					
101-430-477.000	DOG LICENSES	43,000.00	43,000.00	43,377.00	100.88
101-430-634.000	DOG WARDEN SERVICES	2,200.00	2,200.00	2,914.00	132.45
101-430-675.000	CONTRIBUTIONS	0.00	0.00	0.00	0.00
Total Dept 430-ANIMAL CONTROL		45,200.00	45,200.00	46,291.00	102.41
TOTAL Revenues		45,200.00	45,200.00	46,291.00	102.41
Expenditures					
Dept 430-ANIMAL CONTROL					
101-430-707.001	WAGES - AMINAL CONTROL OFFICER (1)	43,638.00	43,638.00	19,196.70	43.99
101-430-710.000	WAGES - OVERTIME	2,000.00	2,000.00	2,951.68	147.58
101-430-712.000	WAGES - DEPUTY HOLIDAYS	1,511.00	1,511.00	0.00	0.00
101-430-716.000	FICA	3,668.00	3,668.00	1,731.16	47.20
101-430-716.002	HEALTH & DENTAL INSURANCE	14,700.00	14,700.00	7,246.83	49.30
101-430-716.004	LIFE INSURANCE	84.00	84.00	37.17	44.25
101-430-716.005	STD INSURANCE	576.00	576.00	244.89	42.52
101-430-716.006	HRA CONTRIBUTIONS	900.00	900.00	312.78	34.75
101-430-716.008	WORKERS COMPENSATION	1,622.00	1,622.00	939.15	57.90
101-430-716.010	UNEMPLOYMENT INSURANCE	60.00	60.00	0.00	0.00
101-430-716.012	RETIREMENT	5,754.00	5,754.00	2,984.63	51.87
101-430-716.014	SICK & VACATION PAYOUTS	504.00	504.00	0.00	0.00
101-430-716.015	UNUSED PERSONAL DAY PAYOUTS	671.00	671.00	0.00	0.00
101-430-723.000	WAGES - SHIFT DIFFERENTIAL	400.00	400.00	400.00	100.00
101-430-724.000	WAGES - CLEANING ALLOWANCE	400.00	400.00	400.00	100.00
101-430-727.000	OFFICE SUPPLIES	750.00	750.00	0.00	0.00
101-430-727.002	MISC. SUPPLIES	0.00	0.00	(17.53)	100.00
101-430-728.000	POSTAGE	100.00	100.00	87.41	87.41
101-430-730.000	EQUIPMENT	0.00	0.00	0.00	0.00
101-430-739.000	DOG LICENSE AND SALE FEES	5,000.00	5,000.00	4,904.33	98.09
101-430-741.000	ANIMAL FOOD	1,000.00	1,000.00	0.00	0.00
101-430-742.000	UNIFORMS - OFFICERS & DEPUTYS	500.00	500.00	12.32	2.46
101-430-743.000	GASOLINE AND OIL	3,000.00	3,000.00	1,459.87	48.66
101-430-810.000	COMPUTER PROGRAMMING	0.00	0.00	0.00	0.00
101-430-812.000	DUES AND FEES	0.00	0.00	0.00	0.00
101-430-815.000	DOG DAMAGES AND BOARDING	0.00	0.00	0.00	0.00
101-430-816.000	VETERINARIAN SERVICES	750.00	750.00	799.00	106.53
101-430-821.000	ANIMAL DISPOSAL EXPENSES	400.00	400.00	150.00	37.50
101-430-850.000	TELEPHONE	1,500.00	1,500.00	1,446.05	96.40
101-430-860.000	TRAVEL	0.00	0.00	0.00	0.00
101-430-901.000	ADVERTISING	0.00	0.00	0.00	0.00
101-430-920.000	UTILITIES	5,000.00	5,000.00	2,693.30	53.87
101-430-931.000	EQUIPMENT REPAIRS & MAINTENANCE	0.00	0.00	44.30	100.00
101-430-931.001	AUTO REPAIRS & MAINTENANCE	1,000.00	1,000.00	91.60	9.16
101-430-940.000	RENT	22,676.00	22,676.00	18,346.30	80.91
101-430-999.001	TRANSF OUT-SHERIFF DOG CENSUS FUND	0.00	0.00	0.00	0.00
101-430-999.003	TRANSFER OUT - DEPT CONTINGENCY	0.00	0.00	0.00	0.00
Total Dept 430-ANIMAL CONTROL		118,164.00	118,164.00	66,461.94	56.25
TOTAL Expenditures		118,164.00	118,164.00	66,461.94	56.25

F2

PERIOD ENDING 07/31/2011

GL NUMBER	DESCRIPTION	2010-11 ORIGINAL BUDGET	2010-11 AMENDED BUDGET	YTD BALANCE 07/31/2011 NORMAL (ABNORMAL)	% BDGT USED
Fund 101 - GENERAL FUND					
Fund 101:					
TOTAL REVENUES		45,200.00	45,200.00	46,291.00	102.41
TOTAL EXPENDITURES		118,164.00	118,164.00	66,461.94	56.25
NET OF REVENUES & EXPENDITURES		(72,964.00)	(72,964.00)	(20,170.94)	27.65

7-3

PERIOD ENDING 09/30/2010

GL NUMBER	DESCRIPTION	2009-10 ORIGINAL BUDGET	2009-10 AMENDED BUDGET	YTD BALANCE 09/30/2010 NORMAL (ABNORMAL)	% BDGT USED
Fund 101 - GENERAL FUND					
Revenues					
Dept 430-ANIMAL CONTROL					
101-430-477.000	DOG LICENSES	41,000.00	41,000.00	49,448.50	120.61
101-430-634.000	DOG WARDEN SERVICES	2,200.00	2,200.00	1,675.00	76.14
101-430-675.000	CONTRIBUTIONS	0.00	0.00	0.00	0.00
Total Dept 430-ANIMAL CONTROL		43,200.00	43,200.00	51,123.50	118.34
TOTAL Revenues		43,200.00	43,200.00	51,123.50	118.34
Expenditures					
Dept 430-ANIMAL CONTROL					
101-430-707.001	WAGES - AMINAL CONTROL OFFICER (1)	42,578.00	42,578.00	41,943.03	98.51
101-430-710.000	WAGES - OVERTIME	2,000.00	2,000.00	2,715.42	135.77
101-430-712.000	WAGES - DEPUTY HOLIDAYS	1,965.00	1,965.00	0.00	0.00
101-430-716.000	FICA	3,660.00	3,660.00	3,429.93	93.71
101-430-716.002	HEALTH & DENTAL INSURANCE	15,242.00	15,242.00	14,424.20	94.63
101-430-716.004	LIFE INSURANCE	70.00	70.00	69.12	98.74
101-430-716.005	STD INSURANCE	562.00	562.00	403.08	71.72
101-430-716.006	HRA CONTRIBUTIONS	708.00	708.00	625.20	88.31
101-430-716.008	WORKERS COMPENSATION	1,712.00	1,712.00	1,714.28	100.13
101-430-716.010	UNEMPLOYMENT INSURANCE	237.00	237.00	237.00	100.00
101-430-716.012	RETIREMENT	5,681.00	5,681.00	5,377.41	94.66
101-430-716.014	SICK & VACATION PAYOUTS	491.00	491.00	491.00	100.00
101-430-716.015	UNUSED PERSONAL DAY PAYOUTS	655.00	655.00	0.00	0.00
101-430-723.000	WAGES - SHIFT DIFFERENTIAL	400.00	400.00	400.00	100.00
101-430-724.000	WAGES - CLEANING ALLOWANCE	400.00	400.00	400.00	100.00
101-430-727.000	OFFICE SUPPLIES	750.00	750.00	473.01	63.07
101-430-727.002	MISC. SUPPLIES	900.00	900.00	314.49	34.94
101-430-728.000	POSTAGE	100.00	100.00	0.00	0.00
101-430-730.000	EQUIPMENT	0.00	0.00	730.60	100.00
101-430-739.000	DOG LICENSE AND SALE FEES	5,000.00	5,000.00	4,790.83	95.82
101-430-741.000	ANIMAL FOOD	1,000.00	1,000.00	999.35	99.94
101-430-742.000	UNIFORMS - OFFICERS & DEPUTYS	500.00	500.00	170.90	34.18
101-430-743.000	GASOLINE AND OIL	3,000.00	3,000.00	2,924.36	97.48
101-430-810.000	COMPUTER PROGRAMMING	0.00	0.00	0.00	0.00
101-430-812.000	DUES AND FEES	0.00	0.00	0.00	0.00
101-430-815.000	DOG DAMAGES AND BOARDING	0.00	0.00	0.00	0.00
101-430-816.000	VETERINARIAN SERVICES	0.00	0.00	767.00	100.00
101-430-821.000	ANIMAL DISPOSAL EXPENSES	0.00	0.00	504.00	100.00
101-430-850.000	TELEPHONE	1,500.00	1,500.00	1,915.05	127.67
101-430-860.000	TRAVEL	0.00	0.00	21.75	100.00
101-430-901.000	ADVERTISING	0.00	0.00	0.00	0.00
101-430-920.000	UTILITIES	5,000.00	5,000.00	2,149.15	42.98
101-430-931.000	EQUIPMENT REPAIRS & MAINTENANCE	0.00	0.00	0.00	0.00
101-430-931.001	AUTO REPAIRS & MAINTENANCE	0.00	0.00	1,316.67	100.00
101-430-940.000	RENT	22,016.00	22,016.00	22,015.56	100.00
101-430-999.001	TRANSF OUT-SHERIFF DOG CENSUS FUND	0.00	0.00	0.00	0.00
101-430-999.003	TRANSFER OUT - DEPT CONTINGENCY	0.00	0.00	0.00	0.00
Total Dept 430-ANIMAL CONTROL		116,127.00	116,127.00	111,322.39	95.86
TOTAL Expenditures		116,127.00	116,127.00	111,322.39	95.86

F-4

PERIOD ENDING 09/30/2010

GL NUMBER	DESCRIPTION	2009-10 ORIGINAL BUDGET	2009-10 AMENDED BUDGET	YTD BALANCE 09/30/2010 NORMAL (ABNORMAL)	% BDGT USED
Fund 101 - GENERAL FUND					
Fund 101:					
TOTAL REVENUES		43,200.00	43,200.00	51,123.50	118.34
TOTAL EXPENDITURES		116,127.00	116,127.00	111,322.39	95.86
NET OF REVENUES & EXPENDITURES		(72,927.00)	(72,927.00)	(60,198.89)	82.55

11-5

(APPENDIX G)

**PROPOSED MANISTEE COUNTY ANIMAL CONTROL
FEES INCREASES**

Below is our current fees for services at Manistee County Animal Control.

Impound Fee \$20.00

Daily Board Fee \$5.00

Euthanasia Fee \$20.00

Disposal Fee \$18.00

These fees have not been adjusted in several years. Below is a proposed fee list. *10 yrs.*

Impound Fee \$30.00 1st offense \$50.00 2nd offense \$100.00 3rd off.

Daily Board Fee \$10.00 per day

Euthanasia Fee \$50.00 per animal

Disposal Fee \$20.00 per animal

Submitted

Deputy J.R. Nelson
Manistee County Animal Control