

118TH CONGRESS
2D SESSION

S. 4424

To direct the Secretary of the Interior and the Secretary of Agriculture to encourage and expand the use of prescribed fire on land managed by the Department of the Interior or the Forest Service, with an emphasis on units of the National Forest System in the western United States, to acknowledge and support the long-standing use of cultural burning by Tribes and Indigenous practitioners, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MAY 23, 2024

Mr. WYDEN (for himself and Mr. PADILLA) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

A BILL

To direct the Secretary of the Interior and the Secretary of Agriculture to encourage and expand the use of prescribed fire on land managed by the Department of the Interior or the Forest Service, with an emphasis on units of the National Forest System in the western United States, to acknowledge and support the long-standing use of cultural burning by Tribes and Indigenous practitioners, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

1 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

2 (a) SHORT TITLE.—This Act may be cited as the
3 “National Prescribed Fire Act of 2024”.

4 (b) TABLE OF CONTENTS.—The table of contents for
5 this Act is as follows:

See. 1. Short title; table of contents.

Sec. 2. Findings.

Sec. 3. Definitions.

TITLE I—USE OF FUNDS

Sec. 101. Prescribed fire accounts.

Sec. 102. Policies and practices.

Sec. 103. Collaborative prescribed fire program.

TITLE II—FACILITATING IMPLEMENTATION AND OUTREACH

Sec. 201. Cooperative agreements and contracts.

Sec. 202. Human resources.

Sec. 203. Liability of certified prescribed fire managers.

Sec. 204. Prescribed fire claims fund study.

Sec. 205. Environmental review.

Sec. 206. Prescribed fire education program.

TITLE III—REPORTING

Sec. 301. Annual reports to the National Fire Planning and Operations Data-base.

Sec. 302. Annual implementation report.

6 SEC. 2. FINDINGS.

7 Congress finds that—

8 (1) in 2018, the Forest Service Fire Modeling
9 Institute determined that 63,070,000 acres of Na-
10 tional Forest System land and 171,200,000 acres of
11 other forest land were at high or very high risk of
12 experiencing a wildfire that would be difficult to sup-
13 press;

1 (2) according to the National Interagency Co-
2 ordination Center, between 2010 and 2019, in the
3 United States, on average—

4 (A) 64,000 wildfires burned 6,847,000
5 acres annually; and

6 (B) 100,000 prescribed fires burned only
7 3,672,000 acres annually;

8 (3) indigenous communities have used cultural
9 burning to manage landscapes since time immemo-
10 rial;

11 (4) according to the National Interagency Co-
12 ordination Center, the annual cost of suppressing
13 wildfires in a State with an active prescribed burn-
14 ing program is less than 1 percent of the annual
15 cost of suppressing wildfires in a State without an
16 active prescribed burning program, despite each
17 State having the same number of wildfires;

18 (5) according to a 2021 Environmental Protec-
19 tion Agency report assessing the air quality and
20 health impacts of prescribed fire compared to wild-
21 fire, smoke impacts from prescribed fire were found
22 to be smaller in magnitude and shorter in duration;

23 (6) according to a 2019 study conducted by
24 Stanford University, smoke from prescribed fires ex-

1 poses children to fewer negative health effects than
2 the detrimental smoke generated by wildfires;

3 (7) according to a 2015 study published in
4 Ecology, trees that have not been burnt by a low-in-
5 tensity fire are unusually prone to bark beetle at-
6 tacks, and between 2000 and 2010, bark beetles
7 killed the majority of trees on 32,000,000 acres of
8 the 193,000,000 acres of National Forest System
9 land;

10 (8) as of March 1, 2023, there were—

11 (A) 38 prescribed fire councils in 34
12 States; and

13 (B) 113 prescribed burn associations in 19
14 States;

15 (9) according to the 2021 National Prescribed
16 Fire Use Survey Report—

17 (A) 41 States regulate prescribed fires by
18 issuing burn permits;

19 (B) 23 States offer prescribed burn man-
20 ager certification courses to facilitate respon-
21 sible burning on private land;

22 (C) only 5 States (Vermont, Massachu-
23 setts, Missouri, Connecticut, and Rhode Island)
24 lack laws to reduce liability associated with the
25 responsible use of prescribed fire; and

(D) only 8 States (Florida, Montana, Nevada, Colorado, Michigan, Georgia, South Carolina, and Washington) have laws that use a standard of gross negligence for determining liabilities for the responsible use of prescribed fire; and

(10) as of September 30, 2019, 31 States have a formal process to track the number of acres treated for forestry purposes using prescribed fire.

10 SEC. 3. DEFINITIONS.

11 In this Act:

12 (1) FEDERAL LAND.—The term “Federal land”
13 means—

17 (B) units of the National Park System:

18 (C) units of the National Wildlife Refuge
19 System:

(E) National Forest System land

1 plan” means a decision document prepared pursuant
2 to the National Environmental Policy Act of 1969
3 (42 U.S.C. 4321 et seq.) that—

4 (A) covers a unit of the National Forest
5 System, a Bureau of Land Management dis-
6 trict, or a subunit thereof;

7 (B) analyzes the site-specific environmental
8 consequences of prescribed fire on the land de-
9 scribed in subparagraph (A); and

10 (C) obviates the need for subsequent deci-
11 sions pursuant to the National Environmental
12 Policy Act of 1969 (42 U.S.C. 4321 et seq.)
13 with respect to the unit, district, or subunit de-
14 scribed in subparagraph (A).

15 (3) NATIONAL FOREST SYSTEM.—

16 (A) IN GENERAL.—The term “National
17 Forest System” has the meaning given the term
18 in section 11(a) of the Forest and Rangeland
19 Renewable Resources Planning Act of 1974 (16
20 U.S.C. 1609(a)).

21 (B) EXCLUSION.—The term “National
22 Forest System” does not include the national
23 grasslands and land utilization projects admin-
24 istered under title III of the Bankhead-Jones
25 Farm Tenant Act (7 U.S.C. 1010 et seq.).

1 (4) PRESCRIBED FIRE.—The term “prescribed
2 fire” means a fire deliberately ignited to burn
3 wildland fuels in a natural or modified state—

4 (A) under specified environmental condi-
5 tions that are intended to allow the fire to be
6 confined to a predetermined area and produce
7 the fireline intensity and rate of spread re-
8 quired to attain planned resource management
9 objectives;
10 (B) that does not include pile burning; and
11 (C) in accordance with applicable law, in-
12 cluding applicable regulations.

13 (5) SECRETARIES.—The term “Secretaries”
14 means—

15 (A) the Secretary; and
16 (B) the Secretary of Agriculture.

17 (6) SECRETARY.—The term “Secretary” means
18 the Secretary of the Interior.

19 **TITLE I—USE OF FUNDS**

20 **SEC. 101. PRESCRIBED FIRE ACCOUNTS.**

21 (a) DEFINITION OF SECRETARY CONCERNED.—In
22 this section, the term “Secretary concerned” means—
23 (1) the Secretary of Agriculture, with respect to
24 an account established by this section for the De-
25 partment of Agriculture; and

4 (b) ESTABLISHMENT OF ACCOUNTS.—There are es-
5 tablished in the Treasury of the United States the fol-
6 lowing accounts:

(1) The Prescribed Fire account for the Department of Agriculture.

9 (2) The Prescribed Fire account for the De-
10 partment of the Interior.

11 (c) AUTHORIZATION OF APPROPRIATIONS.—There is
12 authorized to be appropriated to the accounts established
13 by subsection (b) a total of \$300,000,000 for fiscal year
14 2024 and each fiscal year thereafter.

15 (d) PRESIDENTIAL BUDGET REQUESTS.—For fiscal
16 year 2024 and each fiscal year thereafter, each Secretary
17 concerned shall submit, in the budget justification mate-
18 rials submitted to Congress in support of the budget of
19 the relevant Department for each fiscal year (as submitted
20 with the budget of the President under section 1105(a)
21 of title 31, United States Code)—

10 (e) USE OF FUNDS.—

23 (i) the fire deficit by region;
24 (ii) staffing and funding needs;

2 and

3 (iv) regional targets to demonstrate
4 an increase in prescribed fire with respect
5 to—

6 (I) existing programs; and

(II) activities carried out using additional funding sources;

9 (B) with respect to prescribed fires—

10 (i) to carry out necessary environmental reviews;
11

15 (iii) to conduct any required pre-igni-
16 tion cultural and environmental surveys;
17 and

- 1 (D) to fund an increase in staffing (including in-person and hybrid staff) in order to provide training for the implementation of prescribed fire and management of smoke;
- 2 (E) to conduct post-prescribed fire activities, such as—
- 3 (i) reseeding to prevent the spread of invasive species; and
- 4 (ii) recurring application of fire to maintain desired conditions;
- 5 (F) to conduct monitoring for safety and fire effects on ecosystem resilience and risk mitigation; and
- 6 (G) to use key performance indicators, including—
- 7 (i) the annual number of acres of National Forest System land or public lands, as applicable, where completed treatment effectively mitigates wildfire risk or maintains or restores ecological integrity with respect to—
- 8 (I) land in the wildland-urban interface; and
- 9 (II) land not in the wildland-urban interface;

1 citizens or local fire services to conduct
2 prescribed fires on private land, consistent
3 with any standards developed by the Na-
4 tional Wildfire Coordinating Group or
5 State prescribed fire standards;

6 (ii) to enable additional fire managers
7 and apparatus, whether provided by the
8 local resources of an agency, private con-
9 tractors, nongovernmental organizations,
10 Indian Tribes, local fire services, or qual-
11 fied individuals, to assist in implementing
12 a prescribed fire;

13 (iii) in funding the completion of the
14 claims funds study under section 204; or

15 (iv) to finance the implementation of
16 a prescribed fire on State, Tribal, or pri-
17 vate land and any post-prescribed fire ac-
18 tivities as are determined to be necessary
19 by the Secretary concerned;

20 (B) provide technical or financial assist-
21 ance to a prescribed fire council or prescribed
22 burn association for the establishment or oper-
23 ation of the council or association; and

(C) provide funding for the collaborative prescribed fire program established under section 103.

4 (f) PRIORITIZATION OF FUNDING.—

15 (A) implemented across a large contiguous
16 area:

(B) cross-boundary in nature:

18 (C) in an area that is—

13 SEC. 102. POLICIES AND PRACTICES.

Beginning with the first fiscal year that begins after the date of enactment of this Act, and for each of the 9 fiscal years thereafter, the Secretaries shall conduct prescribed fires on Federal land such that the total number and combined size of all prescribed fires on Federal land is 10 percent greater than the total number and combined size of all prescribed fires on Federal land in the preceding fiscal year.

22 SEC. 103. COLLABORATIVE PRESCRIBED FIRE PROGRAM.

23 (a) IN GENERAL.—The Secretary shall establish
24 within the Department of the Interior a collaborative pre-
25 scribed fire program (referred to in this section as the

1 “program”) to provide financial assistance to eligible enti-
2 ties, including units of Federal land management agencies
3 within the Department of Agriculture and the Department
4 of the Interior, Indian Tribes, State or local governments,
5 nongovernmental organizations, and prescribed fire coun-
6 cils, for the implementation of proposals to conduct pre-
7 scribed fires in priority landscapes in accordance with ap-
8 plicable existing policies.

9 (b) PROPOSAL CRITERIA.—To be eligible for selection
10 for the program, a proposal shall—

11 (1) identify and prioritize planned prescribed
12 fires for a 6-year period within a landscape;

13 (2) establish annual accomplishment targets for
14 prescribed fires under the proposal;

15 (3) be developed through a collaborative proc-
16 ess;

17 (4) be implemented across multiple jurisdic-
18 tions;

19 (5) provide an estimate of—

20 (A) the amount of annual Federal financial
21 assistance necessary to implement the proposal;

22 and

23 (B) the amount of non-Federal funds that
24 would be leveraged to implement the proposal;

1 (6) describe benefits to sensitive wildlife, inver-
2 tebrate, and plant species of concern; and

3 (7) describe any established record of successful
4 collaborative planning or use of prescribed fire by
5 the entity submitting the proposal.

6 (c) SELECTION CRITERIA.—Subject to the avail-
7 ability of appropriations, the Secretary shall select pro-
8 posals for financial assistance under the program that, as
9 determined by the Secretary, would likely treat the most
10 strategic acres at high or very high risk of experiencing
11 a wildfire that would threaten critical values and be dif-
12 ficult to suppress.

13 (d) LIMITATIONS.—

14 (1) NUMBER OF PROJECTS.—The Secretary
15 may not provide more than \$20,000,000 in total
16 funding under the program in any fiscal year.

17 (2) PROJECT FUNDING.—The Secretary may
18 not provide more than \$1,000,000 to any 1 project
19 under the program in any fiscal year.

20 (3) PROJECT PERFORMANCE.—The Secretary
21 shall cease funding any proposal that, for 3 consecu-
22 tive years, fails to meet the annual accomplishment
23 targets that were established under subsection
24 (b)(2).

1 (e) EXPERIENTIAL TRAINING EXCHANGES.—Not less
2 frequently than once every 3 years, a recipient of financial
3 assistance under the program shall provide to local entities
4 and non-local entities an experiential, group training
5 event, such as Prescribed Fire Training Exchange, relat-
6 ing to prescribed fires.

7 (f) REPORTING.—

8 (1) PROJECT REPORTING.—A recipient of fi-
9 nancial assistance under the program shall annually
10 submit to the Secretary a report summarizing, at a
11 minimum—

12 (A) the number of acres mitigated with
13 prescribed fire by the recipient under the pro-
14 gram;

15 (B) the amount of Federal and non-Fed-
16 eral funds used by the recipient under the pro-
17 gram; and

18 (C) the status and progress of any collabo-
19 rative relationships associated with the project.

20 (2) PROGRAM REPORTING.—Not later than 2
21 years after the first fiscal year in which funding is
22 made available to carry out prescribed fires under
23 the program, and every 2 years thereafter, the Sec-
24 retary shall submit to the Committee on Energy and
25 Natural Resources of the Senate and the Committee

1 on Natural Resources of the House of Representa-
2 tives a report on the program.

3 (g) AUTHORIZATION OF APPROPRIATIONS.—There is
4 authorized to be appropriated to carry out this section
5 \$10,000,000 for each of fiscal years 2024 through 2033,
6 to remain available until expended.

7 **TITLE II—FACILITATING IMPLI-
8 MENTATION AND OUTREACH**

9 **SEC. 201. COOPERATIVE AGREEMENTS AND CONTRACTS.**

10 (a) DEFINITION OF ELIGIBLE ENTITY.—In this sec-
11 tion, the term “eligible entity” means—

- 12 (1) a State;
- 13 (2) an Indian Tribe;
- 14 (3) a county or municipal government;
- 15 (4) a fire district;
- 16 (5) a nongovernmental organization; and
- 17 (6) a private entity.

18 (b) AUTHORIZATION.—The Secretaries may enter
19 into a cooperative agreement or contract with an eligible
20 entity to authorize the eligible entity to coordinate, plan,
21 or conduct a prescribed fire on Federal land.

22 (c) SUBCONTRACTS.—A State, Indian Tribe, or coun-
23 ty that enters into a cooperative agreement or contract
24 under subsection (b) may enter into a subcontract, in ac-
25 cordance with applicable contracting procedures of the

1 State, Indian Tribe, or county, to conduct a prescribed
2 fire on Federal land pursuant to that cooperative agree-
3 ment or contract.

4 (d) AGENT OF SECRETARY.—A cooperative agree-
5 ment or contract entered into under subsection (b) may
6 authorize the eligible entity to serve as the agent for the
7 Secretary or the Secretary of Agriculture in coordinating,
8 planning, or conducting a prescribed fire—

9 (1) on Federal land; or

10 (2) across an area that—

11 (A) includes adjacent landowners; and

12 (B) includes Federal land.

13 (e) APPLICABLE LAW.—A prescribed fire conducted
14 under this section shall be carried out on a project-to-
15 project basis under existing authorities of the applicable
16 agency responsible for the management of the Federal
17 land.

18 (f) PRESERVATION OF DECISION AUTHORITY.—No
19 project authorized under this section may be undertaken
20 without the prior written approval of the Secretary or the
21 Secretary of Agriculture.

22 (g) LONG-TERM CONTRACTS.—A cooperative agree-
23 ment or contract with an eligible entity under subsection
24 (b) may authorize the eligible entity to conduct a series

1 of prescribed fires on Federal land for a period of not
2 longer than 10 years.

3 **SEC. 202. HUMAN RESOURCES.**

4 (a) PRESCRIBED FIRE WORKFORCE.—

5 (1) SENSE OF CONGRESS.—It is the sense of
6 Congress that—

7 (A) in order to develop a prescribed fire
8 workforce, training in prescribed fire should be
9 developed with an emphasis on ecological out-
10 comes and wildfire risk reduction and outside of
11 the parameters of suppression-oriented training;

12 (B) the Secretaries should hire additional
13 employees and provide or support training and
14 development activities, including through part-
15 nerships with educational institutions, non-
16 governmental organizations, States, and Tribal
17 entities, to increase the number of skilled and
18 qualified practitioners dedicated to prescribed
19 fire with smoke management skills;

20 (C) qualifications or certifications in pre-
21 scribed fire should be broad to support an all-
22 hands, all-lands approach to burning that is re-
23 spectful of diverse cultural traditions and other
24 experiential learning; and

(D) training in prescribed fire may be regionally focused and should include topics of—

7 (ii) fire ecology; and

(iii) smoke management.

16 (B) AMENDMENT.—Section
17 251(b)(2)(F)(ii)(II) of the Balanced Budget
18 and Emergency Deficit Control Act of 1985 (2
19 U.S.C. 901(b)(2)(F)(ii)(II)) is amended—

20 (i) in item (bb), by striking “and” at
21 the end;

22 (ii) in item (cc), by striking the period
23 at the end and inserting “: and”:

24 (iii) by adding at the end the fol-
25 lowing:

1 “(dd) overtime payments to
2 employees (including individuals
3 employed in carrying out a con-
4 tract between an Indian Tribe
5 and the Department of Agri-
6 culture or the Department of the
7 Interior) implementing a pre-
8 scribed fire (as defined in section
9 3 of the National Prescribed Fire
10 Act of 2024).”.

11 (3) INCREASING WORKFORCE RETENTION.—

12 (A) PURPOSE.—The purpose of this para-
13 graph is to require the Secretaries to carry out
14 activities to retain sufficient workforce to imple-
15 ment prescribed fires and to remain competitive
16 with other non-Federal firefighting programs.

17 (B) HAZARD PAY.—

18 (i) IN GENERAL.—Each Federal em-
19 ployee in any classification series carrying
20 out work completed during prescribed fire,
21 as identified by the Secretaries, shall be
22 entitled to be paid the appropriate dif-
23 ferential under subsection (d) of section
24 5545 of title 5, United States Code, as if

1 such employee was covered by such sub-
2 section.

3 (ii) REGULATIONS.—The Director of
4 the Office of Personnel Management may
5 prescribe regulations to carry out this sub-
6 paragraph.

7 (C) OTHER BENEFITS.—The Secretaries
8 shall implement measures to promote retention
9 among Federal wildland firefighters of any clas-
10 sification series carrying out work related to
11 wildland fire and prescribed fire, such as portal-
12 to-portal pay, quarterly bonuses, or other bene-
13 fits.

14 (D) INCENTIVE PAYMENTS FOR FUELS AS-
15 SIGNMENTS.—To attract and retain a skilled
16 fuels workforce, the Secretaries shall implement
17 pay incentives that account for and offset the
18 more competitive pay options offered through
19 wildfire suppression assignments, including
20 such options as bonus pay, per diem payments,
21 or grading-up fuels positions.

22 (4) DEDICATED PRESCRIBED FIRE TASK
23 FORCES.—

24 (A) IN GENERAL.—The Secretaries shall—

(i) not later than 180 days after the date of enactment of this Act, establish at least 1 multiparty task force of Federal employees and non-Federal entities within each Geographic Area Coordination Center to plan, lead, and support prescribed fire across ownership boundaries that are priorities at the landscape, region, State, or Federal level; and

(ii) support each task force established under clause (i) by assigning a dedicated Federal employee—

(I) to aid necessary administrative functions relating to partnership agreements; and

(II) to coordinate prescribed fire across ownership boundaries.

(B) TERM OF EMPLOYMENT FOR FEDERAL TASK FORCE MEMBERS.—Federal employees assigned under subparagraph (A) may be hired as permanent, full-time employees using direct hiring authority by the Secretaries.

(C) COOPERATIVE AGREEMENTS.—The Secretaries may enter into 1 or more cooperative agreements to carry out this paragraph.

1 (5) CONVERSION OF SEASONAL FIREFIGHTERS

2 TO PERMANENT EMPLOYEES.—The Secretaries may
3 noncompetitively convert a Federal seasonal em-
4 ployee to a Federal permanent employee if—5 (A) the listed job duties of the employee
6 include wildland firefighting;7 (B) the employee received a rating of at
8 least “Fully Successful” in each of the perform-
9 ance appraisals of the employee for the 5 most
10 recent seasons of Federal employment of the
11 employee; and12 (C) the job duties and performance stand-
13 ards of the position into which the permanent
14 employee converts emphasize implementing pre-
15 scribed fires.16 (6) EMPLOYMENT OF FORMERLY INCARCI-
17 ATED INDIVIDUALS.—18 (A) IN GENERAL.—The Secretaries, in
19 consultation with the Attorney General and
20 State departments of corrections, shall seek to
21 provide career pathways, training, and wrap-
22 around support services, including through
23 partnerships with the Corps Network, to indi-
24 viduals described in subparagraph (B) to work
25 as prescribed fire practitioners.

(ii) during the term of imprisonment described in clause (i), served on a wildland firefighting crew or received other comparable training.

24 (A) to develop strong leaders;

(B) to increase the number of women over-
seeing prescribed fires; and

(C) to enhance the longevity and success of women in wildland fire management.

5 (8) VETERANS CREWS.—

15 (B) INDIVIDUALS DESCRIBED.—An individual referred to in subparagraph (A) is an individual who—
16
17

1 Intertribal Timber Council, to provide training and
2 workforce development opportunities in wildland fire.

3 (b) ADDITIONAL TRAINING CENTERS.—Subject to
4 the availability of appropriations, not later than 2 years
5 after the date of enactment of this Act, the Secretary, in
6 cooperation with the Secretary of Agriculture (and the
7 Secretary of Defense in the case of a center located on
8 a military installation), shall—

9 (1) establish, operate, and facilitate a pre-
10 scribed fire training program or center in each Geo-
11 graphic Area Coordination Center region where such
12 a program or center does not exist on the date of
13 enactment of this Act;

14 (2) support the establishment of an Indigenous-
15 led prescribed fire and cultural burning training cen-
16 ter operated by an Indian Tribe or partnership of
17 Indian Tribes;

18 (3) establish a virtual prescribed fire training
19 center; and

20 (4) establish and operate a training center for
21 managing wildfire for resource objectives.

22 (c) COMPETENCIES FOR FIREFIGHTERS.—

23 (1) UPDATES TO REQUIRED COMPETENCIES
24 FOR SPECIFIC FIREFIGHTER POSITIONS.—The Sec-
25 retaries, in coordination with the Fire Executive

1 Council, the National Association of State Foresters,
2 and the Intertribal Timber Council, shall task the
3 National Wildfire Coordinating Group to add a re-
4 quirement for an individual to obtain the necessary
5 certification to serve in—

(A) the position of a single-resource boss;

7 and

(B) any other positions determined to be
necessary by the Secretaries.

14 (d) INDEMNITY OF FEDERAL AND TRIBAL EMPLOY-
15 EES.—Except in the case of gross negligence, a Federal
16 employee, an employee contracted by an Indian Tribe, or
17 an Indian Tribe as a contracting entity, acting pursuant
18 to a contract under the Indian Self-Determination Act (25
19 U.S.C. 5321 et seq.) overseeing a prescribed fire, if that
20 prescribed fire escaped or caused loss or damage—

21 (1) shall not be subject to criminal prosecution;

22 and

1 (e) INDEMNITY OF OTHER COOPERATORS.—Except
2 in the case of gross negligence, an individual or entity in-
3 volved in a prescribed fire on Federal land or under Fed-
4 eral authority, if that prescribed fire escaped or caused
5 loss or damage—

6 (1) shall not be subject to criminal prosecution;

7 and

8 (2) shall not be subject to civil proceedings, ex-
9 cept in accordance with section 2672 of title 28,
10 United States Code.

11 (f) INDEMNITY FOR PRESCRIBED FIRES.—Except in
12 the case of gross negligence, an individual or entity in-
13 volved in a prescribed fire on any land, if that prescribed
14 fire escaped, caused harm or damage, or required suppres-
15 sion resources—

16 (1) shall not be liable for or subject to recovery
17 of Federal fire suppression costs and costs of inves-
18 tigation incurred by Federal agencies; and

19 (2) shall not be liable for monetary damages for
20 loss or damage to any natural resource or timber
21 values on Federal land.

22 (g) ENHANCING INTEROPERABILITY BETWEEN FED-
23 ERAL AND NON-FEDERAL PRACTITIONERS.—

24 (1) QUALIFICATION DATABASES AND DISPATCH
25 SYSTEMS.—The Secretaries shall establish a collabor-

1 rative process to create mechanisms for non-Federal-
2 agency fire practitioners, including those without ju-
3 risdictional authority, to be included in wildfire re-
4 source ordering and reimbursement processes.

5 (2) PARTNERSHIP AGREEMENTS.—The Secre-
6 taries shall—

7 (A) develop partnership agreements for
8 prescribed fire with all relevant State, Federal,
9 Tribal, university, and nongovernmental entities
10 that choose to be included in resource ordering
11 and reimbursement processes under paragraph
12 (1);

13 (B) create agreements and structures nec-
14 essary to include non-Federal-agency and other
15 nontraditional partners in direct work with
16 Federal agencies to address prescribed fires;
17 and

18 (C) treat any prescribed fire practitioner
19 meeting the National Wildfire Coordinating
20 Group standards as eligible to be included in
21 statewide participating agreements.

22 **SEC. 203. LIABILITY OF CERTIFIED PRESCRIBED FIRE MAN-
23 AGERS.**

24 (a) DEFINITION OF COVERED LAW.—In this section,
25 the term “covered law” means a State law that establishes

1 the standard of care in a civil suit against a certified pre-
2 scribed fire manager for an escaped prescribed fire to be
3 “gross negligence”, if the certified prescribed fire man-
4 ager—

5 (1) obtained a permit for the prescribed fire;
6 (2) conducted the prescribed fire consistent
7 with a written prescribed fire plan;
8 (3) was at the site of the prescribed fire for the
9 duration of the prescribed fire;

10 (4) ensured adequate personnel, equipment, and
11 firebreaks were in place during the prescribed fire,
12 in accordance with the written prescribed fire plan;
13 and

14 (5) complied with any applicable Federal, Trib-
15 al, State, and local laws.

16 (b) MEMORANDUM OF AGREEMENT.—Subject to the
17 availability of appropriations, in accordance with rec-
18 ommendation A3C of the special report of the Western
19 Governors’ National Forest and Rangeland Management
20 Initiative, dated June 2017, the Secretary may enter into
21 a memorandum of agreement with the National Gov-
22 ernors’ Association to host a conference, at which gov-
23 ernors can meet to discuss the benefits of addressing li-
24 ability protection and possible incentives for States to
25 enact a covered law.

1 (c) FUNDING.—The Secretary may provide not more
2 than \$1,000,000 under the memorandum of agreement
3 under subsection (b).

4 **SEC. 204. PRESCRIBED FIRE CLAIMS FUND STUDY.**

5 (a) COMMISSIONING OF STUDY.—Not later than 1
6 year after the date of enactment of this Act, the Secre-
7 taries, in coordination with the Director of the Office of
8 Management and Budget, shall complete a study of the
9 feasibility, design, and effectiveness of a national pre-
10 scribed fire claims fund (or similar mechanism) to increase
11 the pace and scale of prescribed fire across all lands by
12 multiple users and for multiple objectives.

13 (b) ELEMENTS.—The study required under sub-
14 section (a) shall include an analysis of the following:

15 (1) The feasibility at the national level of a
16 claims fund or other mechanism to supplement, re-
17 place, or backstop private insurance for prescribed
18 fire and adverse smoke impacts.

19 (2) The design and administration of such a
20 fund.

21 (3) The effectiveness of a national claims fund
22 or other mechanism to supplement, replace, or back-
23 stop private market insurance for non-Federal or
24 State government prescribed fire practitioners.

- 1 (4) The eligibility requirements for submission
2 of claims to such a fund with an emphasis on equity
3 and inclusivity of all types of prescribed fire practi-
4 tioners and methods of practice.
- 5 (5)(A) The role and influence of State liability
6 laws on prescribed fire practitioner liability;
- 7 (B) the impact of State liability laws on the
8 availability and affordability of insurance for pre-
9 scribed fire; and
- 10 (C) how States may be incentivized to enact
11 laws clearly establishing and reducing practitioner li-
12 ability for civil suits and suppression and investiga-
13 tion cost recovery.

14 **SEC. 205. ENVIRONMENTAL REVIEW.**

15 (a) SMOKE MANAGEMENT AGENCIES.—

16 (1) POLICY.—The Secretaries shall ensure that
17 policies, training, and programs of the Secretaries
18 are consistent with this subsection—

19 (A) to facilitate greater use of prescribed
20 fire; and

21 (B) to address public health and safety, in-
22 cluding impacts from smoke from wildfires and
23 prescribed fires.

24 (2) EXPENDITURE OF FUNDS.—The Secretaries
25 may expend funding appropriated for hazardous fuel

1 reduction to mitigate the impacts of smoke from
2 prescribed fire.

3 (3) COORDINATION AMONG FEDERAL, TRIBAL,
4 AND STATE AIR QUALITY AGENCIES AND FEDERAL,
5 TRIBAL, AND STATE LAND MANAGEMENT AGEN-
6 CIES.—The Administrator of the Environmental
7 Protection Agency, in cooperation with Federal and
8 State land management agencies, shall coordinate
9 with State, Tribal, and local air quality agencies
10 that regulate smoke under the Clean Air Act (42
11 U.S.C. 7401 et seq.) to facilitate the use of pre-
12 scribed fire on Federal land and State, Tribal, and
13 private land, including by—

14 (A) streamlining the decisionmaking proc-
15 ess for approving the use of prescribed fire
16 under a State, Tribal, or local government
17 smoke management program; and

18 (B)(i) promoting basic smoke management
19 practices;

20 (ii) disseminating information about basic
21 smoke management practices; and

22 (iii) educating landowners that use pre-
23 scribed fire about the importance of—

24 (I) using basic smoke management
25 practices; and

(II) including basic smoke management practices as a component of a prescribed fire plan.

4 (4) EXCEPTIONAL EVENT DEMONSTRATIONS.—

1 Clean Air Act (42 U.S.C. 7409), as meas-
2 ured using a Federal reference monitor or
3 an equivalent method.

4 (B) DEMONSTRATION ASSISTANCE.—For
5 an exceedance or other violation described in
6 clause (ii) of subparagraph (A), the Secretary
7 or Secretary of Agriculture, with the concur-
8 rence of the State or Tribal air quality agency,
9 shall assist with the development of the dem-
10 onstration under that subparagraph.

11 (C) SAVINGS PROVISION.—Subparagraph
12 (A) shall not apply if the exceedance or other
13 violation described in clause (ii) of that sub-
14 paragraph is the result of—

15 (i) a violation of a smoke management
16 program;
17 (ii) a failure to use basic smoke man-
18 agement practices; or
19 (iii) a violation of permit conditions
20 relating to the protection of air quality and
21 public health.

22 (5) EXEMPTION FOR LARGE PRESCRIBED
23 FIRES.—

24 (A) FEDERAL LAND MANAGEMENT AGENCY
25 EXEMPTION.—Consistent with subsection (b) of

1 section 118 of the Clean Air Act (42 U.S.C.
2 7418), a prescribed fire conducted on Federal
3 land by the Secretary or the Secretary of Agri-
4 culture that burns more than 1,000 acres per
5 day shall be deemed to be in the paramount in-
6 terest of the United States and shall be exempt
7 from requirements with respect to the control of
8 pollution from Federal facilities under that Act
9 (42 U.S.C. 7401 et seq.) if the Secretary or the
10 Secretary of Agriculture determines that the
11 prescribed fire—

- 12 (i) will be conducted in an area where
13 the terrain or fuel load makes the area in-
14 accessible or unsafe for firefighting per-
15 sonnel;
- 16 (ii) is necessary to reduce hazardous
17 fuels;
- 18 (iii) will be conducted to minimize
19 smoke impacts on populated areas through
20 the use of basic smoke management prac-
21 tices; and
- 22 (iv) will be conducted under a smoke
23 management program, if applicable.

24 (B) STATE EXEMPTION.—If the Secretary
25 concerned conducts a prescribed fire that is

1 deemed to be in the paramount interest of the
2 United States under subparagraph (A) on Fed-
3 eral land, a prescribed fire conducted by a State
4 land management agency on State or private
5 land that is contiguous to that Federal land
6 shall be exempt from any applicable national
7 ambient air quality standards under section 109
8 of the Clean Air Act (42 U.S.C. 7409).

9 (C) TRIBAL EXEMPTION.—Consistent with
10 subsection (b) of section 118 of the Clean Air
11 Act (42 U.S.C. 7418), a prescribed fire con-
12 ducted on Tribal land by, or in accordance with
13 an agreement with, an Indian Tribe that burns
14 more than 1,000 acres per day shall be deemed
15 to be in the paramount interest of the United
16 States and shall be exempt from requirements
17 with respect to the control of pollution from
18 Federal facilities under that Act (42 U.S.C.
19 7401 et seq.) if the Indian Tribe determines
20 that the prescribed fire—

(ii) is necessary to reduce hazardous
fuels;

(iv) will be conducted under a smoke management program, if applicable.

12 (i) an exemption granted under this
13 paragraph shall apply to the applicable en-
14 tity for a period of not more than 1 year;
15 and

25 (6) STATE AND TRIBAL STANDARDS.—

(i) preventing nuisance impacts that result from prescribed fires that incorporate basic smoke management practices;

4

or

(ii) criteria pollutants that result from
prescribed fires that are more stringent
than what is required to meet the national
ambient air quality standards for those
pollutants under section 109 of that Act
(42 U.S.C. 7409), as measured using a
Federal reference monitor or an equivalent
method.

1 quent prescribed fires if the Secretary or the Sec-
2 retary of Agriculture—

3 (A) conducts a prescribed fire on Federal
4 land—

5 (i) for which a demonstration is devel-
6 oped and submitted under paragraph
7 (4)(A); or

8 (ii) that is subject to an exemption
9 under paragraph (5)(A); and

10 (B) the prescribed fire described in sub-
11 paragraph (A) contributes to an exceedance of
12 a national ambient air quality standard under
13 section 109 of the Clean Air Act (42 U.S.C.
14 7409).

15 (8) PROGRAMS AND RESEARCH.—To address
16 the public health and safety risk of the expanded use
17 of prescribed fire under this Act, the Secretary of
18 Agriculture and the Secretary, in coordination with
19 the Administrator of the Environmental Protection
20 Agency and the Director of the Centers for Disease
21 Control and Prevention, shall conduct research to
22 improve or develop—

23 (A) wildland fire smoke prediction models;
24 (B) smoke impact display tools for the
25 public and decisionmakers;

5 (D) consistent nationally and scientifically
6 supported messages regarding personal protec-
7 tion equipment for the public; and

11 (b) DEVELOPMENT OF LANDSCAPE-SCALE FEDERAL
12 PREScribed FIRE PLANS.—

(B) the Secretary, with respect to a Bureau of Land Management district.

(2) INCLUSION OF LANDSCAPE-SCALE PRESCRIBED FIRE PLANS.—The Secretary concerned shall, with respect to units of the National Forest System and Bureau of Land Management districts with existing prescribed fire programs—

(A) not later than 1 year after the date of
enactment of this Act, determine which of those
units or districts have landscape-scale pre-
scribed fire plans; and

(B) not later than 2 years after the date
of enactment of this Act—

10 (ii) establish a schedule for the review
11 revision of each plan described in subparagraph
12 graph (A) that requires revision; and

19 (A) comply with—

17 (6) REPORTS.—Not later than 1 year after the
18 date of enactment of this Act, and annually there-
19 after, the Secretary concerned shall submit to Con-
20 gress a report on the progress of the Secretary con-
21 cerned with respect to carrying out this subsection.

22 SEC. 206. PRESCRIBED FIRE EDUCATION PROGRAM.

23 (a) IN GENERAL.—The Secretary of Agriculture, act-
24 ing through the Chief of the Forest Service, and the Sec-
25 retary, acting through the Director of the Office of

1 Wildland Fire, shall carry out a national prescribed fire
2 education program focused on fire ecology and prescribed
3 fire planning and implementation.

4 (b) PROGRAM ELEMENTS.—A prescribed fire edu-
5 cation program authorized under subsection (a) may in-
6 clude—

- 7 (1) public service advertisements;
- 8 (2) the use of social media;
- 9 (3) campaign and educational activities and ma-
- 10 terials;
- 11 (4) commercial licensing;
- 12 (5) character images and appearances; and
- 13 (6) awards and recognition.

14 **TITLE III—REPORTING**

15 **SEC. 301. ANNUAL REPORTS TO THE NATIONAL FIRE PLAN- 16 NING AND OPERATIONS DATABASE.**

17 (a) PURPOSE.—The purpose of this section is to en-
18 sure an accurate reporting of annual prescribed fire ac-
19 complishments in the United States.

20 (b) COST-SHARE.—Subject to the availability of ap-
21 propriations, the Secretary may provide financial assist-
22 ance to States to pay a portion of the costs associated
23 with annually reporting prescribed fire accomplishments.

24 (c) ELIGIBILITY FOR FUNDS.—If, by December 31
25 of each year, a State has not reported to the National Fire

1 Planning and Operations Database, at a minimum, the
2 number of acres mitigated using prescribed fire in the
3 State, the State shall not be eligible to receive any
4 amounts made available under this Act for the previous
5 fiscal year.

6 **SEC. 302. ANNUAL IMPLEMENTATION REPORT.**

7 Not later than 1 year after the date of enactment
8 of this Act, and annually thereafter, the Secretaries shall
9 each submit to Congress a report on the activities carried
10 out under this Act.

