

So FARR, the Newsletter

Federal Air Rules for Indian Reservations

In Idaho, Oregon and Washington

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United States Environmental Protection Agency, Region 10

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FEDERAL AIR RULES FOR RESERVATIONS: TWO YEARS OLD!

The Federal Air Rules for Indian Reservations (FARR) became effective in June of 2005 on 39 Indian Reservations in Idaho, Oregon and Washington, and since that time much has been done. These rules were developed to protect human health and air quality within Reservation boundaries. Here is a quick summary of the work completed to date:

Outreach and Education:

We have developed newsletters, brochures and posters as well as a website related to these rules. There have also been numerous meetings and presentations to Tribal and non tribal elected officials and residents. If you are interested in learning more about education and outreach opportunities, contact the FARR Hotline at 1-800-424-4372

Permitting:

Three permits have been issued using the minor source provisions of the new rules. These permits have been issued to facilities on the Warm Springs and Yakama Reservations in order to allow them to expand while protecting the Air Quality.

Source Registration:

The initial source registration process has been completed, and the response was excellent.
Details on page 6.

Delegation Agreements:

Delegation agreements have been signed with the Nez Perce Tribe and the Confederated Tribes of the Umatilla Reservation. Discussions continue with a number of other tribes

and we anticipate other delegations agreements will be signed over time. These Delegation Agreements provide an opportunity for tribal governments to take the lead in a number of FARR-related activities which increase tribal capacity to develop and implement an air quality program.

The FARR Hotline:

The FARR Hotline continues to be a useful tool for people who have questions, want written information, brochures, newsletters related to the rules, or want to report violations. Since January, 2006 over 150 calls have been received on the Hotline. You can contact the FARR Hotline at 1-800-424-4EPA or 1-800-424-4372.

Details on page 3.

Burn Bans

This important FARR provisions allows for the issuance of a burn ban whenever air quality levels have or could reach the unhealthy range. Since June, 2005 over twelve burn ban calls have been issued pursuant to the Federal Air Rules for Reservations.

Details on page 7.

If you have any questions or comments about the rules, or suggestions about how the rules can be changed or improved, please contact us via the FARR Hotline.

Where there's Fire, there's Smoke !!!!

(This may sound backwards but in this case it's not.)

Fire represents many things to us. It plays a significant role in our physical survival as well as in our spiritual and cultural lives. It brings us light, warmth, heat to cook our food, and even peace, comfort and spirituality. So how could something so important to our mental and physical health be of concern to our overall health and the health of our family and community?

The real culprit here isn't necessarily the Fire but the Smoke that is produced. Smoke is made up of a complex mixture of gases and fine particles produced when wood and other organic matter burn. It is composed primarily of carbon dioxide, water vapor, carbon monoxide, particulate matter, hydrocarbons and other organic chemicals, nitrogen oxides, trace minerals and several thousand other compounds. The actual composition of smoke depends on the fuel type, the temperature of the fire, and the wind conditions. The biggest health threat from smoke comes from fine particles. These microscopic particles can get into your eyes and respiratory system, where they can cause health problems such as burning eyes, runny nose, and illnesses such as bronchitis. Fine particles also can aggravate chronic heart and lung diseases - and are linked to premature deaths in people with these conditions.

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What exactly is this particle pollution?

Particle pollution or particulate matter (PM) is a mixture of microscopic solids and liquid droplets suspended in air. This pollution is made up of a number of components, including acids (such as nitrates and sulfates), organic chemicals, metals, soil or dust particles, and allergens (such as fragments of pollen or mold spores).

The size of particles is directly linked to their potential for causing health problems. Small particles less than 10 micrometers (PM10) in diameter pose health concerns. Particles smaller than 2.5 micrometers (PM2.5) cause the greatest problem because they can get deep into your lungs, and some may even get into your bloodstream. For purposes of comparison, a human hair is about 60 micrometers in diameter. Particulate matter in wood smoke has a size range near the wavelength of visible light at 0.4 to 0.7 micrometers. Exposure to such particles can affect both your lungs and your heart. Larger particles are of less concern, although they can irritate your eyes, nose, and throat.

What other components of Smoke are dangerous to health?

When smoke is formed as a result of burning organic materials like plastics it can form chemicals that can be hazardous to your health. A significant class of these organic chemicals are the dioxins. Dioxins are formed by burning chlorine-based chemical compounds with hydrocarbons. These chemicals form primarily when you have incomplete combustion such as happens when burning in a burn barrel. Dioxins have been shown to pose a cancer hazard to people. In addition to cancer, exposure to dioxin can also cause severe reproductive and developmental problems (at levels 100 times lower than those associated with its cancer causing effects). Dioxin is well-known for its ability to damage the immune system and interfere with hormonal systems.

Dioxin exposure has been linked to birth defects, inability to maintain pregnancy, decreased fertility, reduced sperm counts, endometriosis, diabetes, learning disabilities, immune system suppression, lung problems, skin disorders, lowered testosterone levels and much more. Dioxins tend to build up over time in the body.

Who is at risk from Smoke?

People with heart or lung disease, older adults, and children are considered at greater risk from particles than other people, especially when they are physically active. Exercise and physical activity cause people to breathe faster and more deeply and to take more particles into their lungs. People with heart or lung diseases such as coronary artery disease, congestive heart failure, and asthma or chronic obstructive pulmonary disease (COPD) are at increased risk, because particles can aggravate these diseases. People with diabetes also may be at increased risk, possibly because they are more likely to have underlying cardiovascular disease. Older adults are at increased risk, perhaps due to undiagnosed heart or lung disease or diabetes. Many studies show that when particle levels are high, older adults are more likely to be hospitalized, and some may die of aggravated heart or lung disease.

Children are likely at increased risk for several reasons. Their lungs are still developing; they spend more time at high activity levels; and if prone to having asthma or other acute respiratory diseases, these can be dramatically aggravated when particle levels are high.

It appears that risk varies throughout a lifetime, generally being higher in early childhood, lower in healthy adolescents and younger adults, and increasing in middle age through old age as the incidence of heart and lung disease and diabetes increases. Factors that increase your risk of heart attack, such as high blood pressure or elevated cholesterol levels, also may increase your risk from particles. In addition, scientists are evaluating new studies that suggest that exposure to high particle levels may also be associated with low birth weight in infants, pre-term deliveries, and possibly fetal and infant deaths.

So while we will continue to use and enjoy fire, it is important to be aware of the harmful side effects that it can cause and to try and limit the smoke generated as well as ours and others exposure to it.

Grants Help Tribes Protect Air Quality

Grants enable tribes in Region 10 to assist EPA with activities essential to implementing the FARR within reservation boundaries. Each year Congress appropriates a limited amount of funds to EPA to enable federally-recognized tribes to build their capacity to understand and address air pollution sources on reservations that are known to have adverse impacts on public health, cultural resources, and the environment.

In Washington, Oregon and Idaho Clean Air Act (CAA) grants have been awarded to about one-third of the 39 tribes covered by the FARR to carry out air quality assessment and control projects. Over half of these tribal grantees have established their eligibility to run ongoing air quality programs on their reservations. An EPA grant to a tribe in Region 10 to fund their air quality protection activities averages generally \$109,000 on an annual basis.

These grants enable tribes to hire staff to operate air quality monitoring equipment used for calling burn bans and keeping the public informed when air pollution may reach potentially unhealthy levels on the reservation, particularly for susceptible populations such as the elderly and disabled. These tribal staff also assist EPA with a variety of FARR implementation activities, such as responding to complaints related to burning of prohibited materials, outreach on FARR registration to commercial sources, and issuance of burn permits, where required.

The tribes running ongoing air pollution control programs generally contribute either 5% or 10% of the costs their air-related work from their own resources. More and more collaborative efforts between the EPA, tribes and the surrounding state and local jurisdictions have sprung up in recent years to make use of each entity's unique expertise and authority for more efficient and effective environmental protection. These partnerships among the different governmental entities have proven to be a successful means to stretch limited funding resources to accomplish common air quality goals.

Although there has thus far been insufficient CAA tribal grant funds available to support air programs or projects on all federally-recognized reservations, tribes without such grants typically are still able to build their

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Call the FARR Hotline

Can something be done about burning garbage in my neighborhood?

Do I have to live with foul odors?

Am I required to get a permit to burn natural vegetation?

Am I required to register my business under FARR?

Can something be done about the dust being created in my neighborhood?

Is there a Burn Ban in effect?

The FARR Hotline deals with these types of questions all the time. In fact it's our job. You may not always like what the answer is but we will do our best to let you know what can be done and what can't be done under FARR. We are dedicated to not only help you understand about the rules but to work toward solving the problem. In many cases we find that knowledge and education is the quickest and most effective way to bring about a change. When most people realize that FARR is aimed at protecting the health of the community as well as the environment, they will comply to the best of their ability. Unfortunately we can only educate if we know who needs to be educated. That's where you come in. *You are the eyes, ears and noses of your neighborhood.* If something appears to be violating the rules and potentially affecting your health and the health of your family and neighbors then only you can bring about a change.

Please let us know by calling the **FARR Hotline** at **1-800-424-4372**.



If you are calling with a complaint then:

- ✓ We will listen to what you have to say
- ✓ We will take down the necessary information (anonymously if desired)
- ✓ We will contact the tribal air staff to consult with them
- ✓ We will follow up on the call and make any other appropriate connections
- ✓ We will talk with the alleged offender and educate them about the FARR
- ✓ We will report back to you on the outcome
- ✓ We will do this all in as timely a manner as possible.

During this last year we have received over 100 calls over the hotline. Of these 50 dealt with alleged violations of the FARR. We followed up on each of these complaints and had reached 90% of the alleged violators personally. The vast majority of these, after being presented information about FARR, have not repeated the act that caused the complaint. The number of repeat offenses is amazingly low. We believe the system is working and encourage you to use it.

FARR Hotline Ditty

If an open burn you happen to see
And it is brush or limbs from a tree
It's Okay as long as it is controlled
And about it we do not need to be told.

But if it's a burn with garbage or debris
According to FARR that's not meant to be
So call the FARR Hotline as soon as you are able
We can inform them that FARR takes these off the table.

For your families' health and that of your neighbors we're sure
That pollution is bad and clean air offers the best cure
So especially for the young and our elders we raise the bar
For a cleaner environment by embracing the FARR.



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Grants Help Tribes Protect Air

capacity to manage environmental problems, including air pollution, through EPA's Indian General Assistance Program (IGAP) grants. With this support they are able to do initial assessment of the nature and level of environmental problems, including air quality. Some tribes are able to operate air quality monitors to determine whether air pollution should receive priority attention relative to other environmental problems they may face. While EPA is responsible for FARR implementation on the reservations of these tribes using IGAP funds, their environmental staff may nevertheless also provide assistance with initial complaint response, burn ban call consultation, and outreach to the community on good air quality-related practices and the FARR, to the extent that they are able.

To Burn or not to Burn? That is the Question

As the Federal Air Rules for Reservations (FARR) has been promulgated, questions have come up which need creative solutions. The question is how and who should respond to an open burning complaint or how to call a burn ban on a reservation where a road divides houses or businesses on or off of a reservation. Air does not honor a boundary line or fence; therefore we need to be consistent and smart on how the use of a burn ban is applied either due to health risks from high air pollution levels or for fire safety purposes. Below is one solution that the Suquamish Tribe and the EPA used with the local fire departments.

The Suquamish Tribe and Two Fire Departments Enter into an MOA with EPA Region 10 for Implementation of the General Open Burning Rule on the Port Madison Indian Reservation, Washington

In April 2007, the Suquamish Tribe, two local fire departments, and EPA Region 10 entered into an intergovernmental memorandum of agreement (MOA) to facilitate cooperation between all parties for implementing the FARR open burning rule and burn ban procedures on the Port Madison Indian Reservation. When the FARR was published, it established a Federal Implementation Plan (FIP) for the Port

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Improper Handling of Vegetative Matter can Impact Air Quality

Over the Memorial Day weekend this year, smoke with an offensive odor covered parts of the City of Toppenish on the Yakama Reservation. The residents of the affected neighborhoods reported that the outdoor air quality was so bad that they could not do any of their normal holiday outdoor activities. The air monitor at the high school showed elevated readings during this period. EPA received many calls on the FARR hotline complaining about the smoke and identifying the potential source.

Smoldering Fires are not allowed under FARR

Jerry Craig, EPA's on-site representative for responding to complaints on the Yakama Reservation, was informed of the complaints. He contacted each of the complainants to get a first hand report of the situation. Through these conversations, Jerry located two smoldering piles of mint slugs (this is the remains of the mint after the mint oil has been extracted from the plant) in the immediate area that were causing smoke. EPA issued a Notice of Violation to the owner of the property containing the smoldering mint slugs, citing the owner for burning prohibited materials, allowing materials to smolder, and failing to keep material dry. Each of these is a violation of the Federal Air Rules for Reservations.

What's the Solution?

It is important that any vegetative debris, including mint slugs, be handled and disposed of properly to minimize the potential for air quality problems. Based on conversations with other farmers who handle mint slugs and EPA observations, we have found the following:

1. Mint slugs can be used as a composting material and be plowed back into the soil. Mint slugs are sometimes mixed with manure to make good compost.
2. Mint slugs should not be compacted and should be in piles that are limited to the size of a dump from the mint extraction truck, with sufficient space between the piles to allow easy access.
3. If you have no use for the mint slug – don't hold it in a pile. Remove it from the site and dispose of it properly.



Bill Todd, Inspector, in front of pile of smoldering Mint Slugs



Another pile of compressed mint slugs which are not burning

Burning mint slugs is allowed only if it is consistent with the Federal Air Rules for Reservations and other applicable state and local fire safety laws. You can find

more about these outdoor burning rules on the FARR website www.epa.gov/r10earth/FARR.htm or by calling the hotline at 1-800-424-4372.

Steps to Take When Air Quality Is Unhealthy

- Stay indoors and keep doors and windows closed.
- Avoid strenuous outdoor activity and physical exertion. This includes keeping children from playing outdoors during smoky periods.
- Asthma sufferers or those who suffer from other respiratory problems should follow their asthma or breathing management plan or contact your health provider.
- Be aware of smoke concentrations in your area and avoid those areas with highest concentrations.
- Use the recycle or recirculate mode on the air conditioner in your home or car.
- Some room air cleaners, such as HEPA filters, can help reduce smoke indoors if they are the right size for your home and if the filters are kept clean.
- If you have a lung and/or heart condition, be sure to keep at least a five-day supply of medication on hand.
- Keep airways moist by drinking lots of water. Breathing through a warm, wet washcloth can also help relieve dryness.
- It's important to know that paper "dust" masks, commonly found at hardware stores, are ineffective against smoke particles. A fitted mask (select those designated OSHA N95) can be used to reduce smoke exposure unless it interferes with breathing.
- Don't burn and reduce vehicle use and idling.

If you Burn it, you Breathe It



Tires



Plastic



Paint



Asphalt



Metals



Pesticide Containers



Construction or Demolition Debris



Dead Animals



Materials with Mercury



Garbage



Structures



Junked vehicles



Treated Wood



Petroleum Products



Commercial Paper & Cardboard

**Burning items like these
is Unhealthy &
Illegal under the
Federal Air Rules
for Reservations
(FARR)**

**It is only legal to burn
natural vegetation**



For further information or to report illegal burning
call the **FARR hotline at 1-800-424-4372**
or visit the website at www.epa.gov/r10earth/FARR.htm

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WHAT Fires Are ALLOWED?

Cultural and traditional fires are exempt from the FARR outdoor burning rule. The open burning rules do not apply to fires inside Sweat Houses or Lodges.

Other fires allowed under the FARR, except during a burn ban:

- Burning paper, paper products or cardboard necessary to start a fire.
- Burning paper, paper products or cardboard that is generated at a single family residences or residential buildings with four or fewer dwelling units and is burned at the residential site.
- Burning natural vegetation (i.e. yard waste).
- Recreational fires, provided no prohibited materials are burned.

Allowance with Permission from the EPA

- Open outdoor fires used to train firefighters.
- Outdoor fires for fireworks disposal

Please notify your local fire Department of your planned burn. Local regulations, burn bans, and permits may be required before burning.

Businesses Make First FARR Registration a Success

Success may be hard to define at times, however, considering that this is the first year that FARR registration was required of certain businesses on reservations, the response received is truly a success story.

Why is the Registration Rule Important?

The emissions and other records provided by the companies that register create useful tools for making certain that air quality standards are met for environmental policy planning by EPA, tribes and other government agencies.

Health Impacts of FARR Registration Rule.

It is vitally important that we continue to work to minimize emissions and improve air quality which in turn creates a healthier environment. By analyzing the emission data from the FARR registrations and working together with the sources on improvements to their operating practices this can be done.

Why was it a success?

Outreach , Education, Cooperation

In order to get the maximum response from the possible registration sources, an outreach campaign was launched to get the information out to the business community that could potentially be affected by the rule. This was accomplished by a mail out to potential sources and newspaper articles advising the general public about the Federal Air Rules for Reservations (FARR).

As the Registration Rule was a completely new type of rule to many companies, educational tools were developed to assist businesses to complete the registration forms or help them determine if they would be required to register. Registration workshops and seminars were held in the region, examples of emission calculations were developed and mailed out plus a Registration Link was made available from the FARR Website.



Grain Elevator on Nez Perce Reservation.



Collection of particulate matter from boilers at sawmill on Colville reservation.

EPA worked closely with many companies and organizations and assisted them to complete their registration. In some instances this was providing advice in using the correct AP 42 emission factors that enabled them to estimate the amount and type of their emissions. For others we helped businesses develop a spreadsheet for multiple emissions. Many of the companies we assisted were able to determine that they were not required to register because they did not have the potential to emit more than two

tons of a single pollutant that would have made them subject to the registration rule.

To date we are extremely pleased with the response as stated earlier but we may not have reached all companies that are required to register and we encourage them to do so as soon as possible. If in doubt they should call the FARR hotline at **1-800-424-4372**.

Don't Sweat the Small Stuff.

This is a familiar expression that works in some areas but not for air pollution monitoring. It's the small stuff, the tiny particles that are in the air that in fact can have the greatest impact on your health (see article on smoke effects on your health). For that reason the EPA working with the reservations has a monitoring program on several reservations. We have several different types of monitors depending on the information that we want to get and the resources available for the site of the monitor. The most common monitor is one that determines the particles size and the amount of particulate in the air. Particle size is measured in micrometers(um) which is a millionth of a meter. (the diameter of a hair is about 60 micrometers) The amount of particulate is measured as micrograms per cubic meter (ug/m3). (the weight of particles of a particular size in a cubic meter of air). For example if there is a PM 2.5 reading of 20 ug/m3 this means that the monitor has detected a concentration of 20 micrograms of particles in a cubic meter of air which are less than or equal to 2.5 micrometers in diameter. There are also monitors which capture the particles in the air so that they can be analyzed for their composition.

Monitoring for fine particulates (PM2.5) is currently being conducted on 16 tribal reservations in Washington, Oregon, and Idaho with financial and technical assistance from EPA Region 10. These 16 reservations are the Nez Perce, Coeur d'Alene, Kootenai, Shoshone-Bannock, Chehalis, Colville, Kalispel, Makah, Puyallup, Quinalt, Skokomish, Spokane, Tulalip, Umatilla, Warm Springs and Yakama. The PM2.5 concentrations on these reservations are monitored continuously, and the data is generally available on the tribal or associated State air monitoring agency websites for access by the public. The purpose of this monitoring is to: 1) assist Region 10 and the tribes in calling burn bans when air quality is threatened, and 2) to keep the reservation community informed of air quality conditions to protect the health of those who are sensitive to poor air quality conditions.

On December 17, 2006, the EPA lowered the PM2.5 24-hour standard from 65 ug/m3 to 35 ug/m3. The reason this standard was lowered is because scientific studies conducted over the past 10 years indicate that respiratory effects can be experienced by sensitive individuals at levels as low as 20 ug/m3. The lowering of the 24-hour standard will also lower the

threshold for calling burn bans on reservations under the Federal Air Rules for Reservations (FARR). Since the FARR allows Region 10 to call burn bans when PM2.5 concentrations reach 75% of the standard, the PM2.5 threshold for calling burn bans is now 26 ug/m3. EPA will be working with the tribes and other local agencies through consultation to determine the best way to implement this new standard.

In order for the public to understand the potential health effects of elevated levels of air pollutants that have air quality standards, EPA has developed a rating system called the Air Quality Index (AQI). The AQI includes six levels: good, moderate, unhealthy for sensitive groups, unhealthy, very unhealthy, and hazardous. The PM2.5 AQI on tribal reservations during most of the year is in the 'good' to 'moderate' range. However, during periods of air stagnation, the

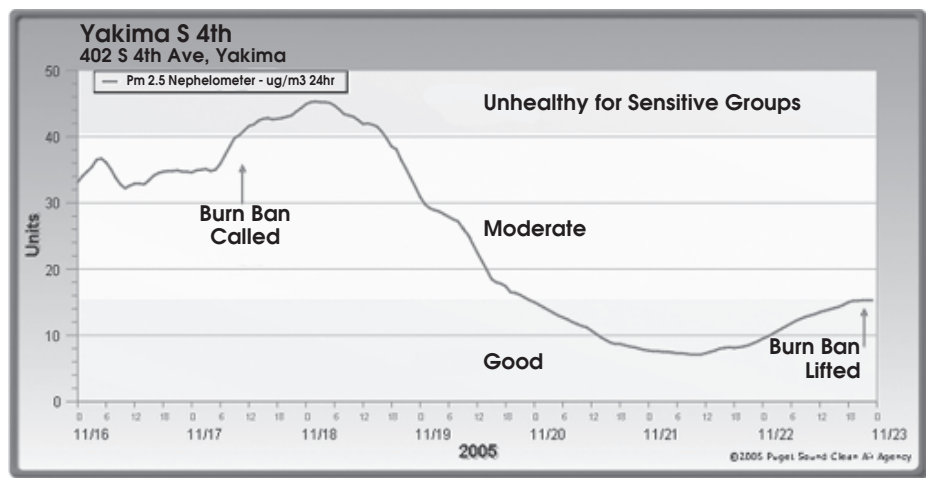
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Burn Bans

The Federal Air Rules for Reservations (FARR) Outdoor Burning Rule provides EPA Region 10 with the authority to call burn bans on Indian Reservations when meteorological conditions or deteriorating air quality creates unhealthy conditions. Tribes can request delegation under the open burning rule to call burn bans for their Reservation with EPA oversight.

Over the last 2 years under the FARR the EPA has called 12 burn bans. The first call covered all 39 reservations under FARR as a large area of stagnation settled over the Pacific Northwest in the Fall of 2005. Subsequent burn bans have been more limited and have covered from 1 to 9 reservations with durations of 2 to 21 days. Currently 2 reservations have delegation to call burn bans and they have done this as conditions have dictated. These burn ban calls are not included in the above information.

The chart below shows what the impact of calling a burn ban can be. This is data from a monitor near the Yakama Reservation. It shows that particulates were reaching high into the air during the period from 11/16 to 11/18. These levels were getting into the unhealthy range (See smoke effects on health). Quite a bit of outdoor burning was occurring on the reservation during this period. Meteorologists indicated that an area of stagnant air was setting up and would be present for a number of days. Based on this and consultation with the environmental managers from the tribe a burn ban was called. All outdoor burning other than ceremonial was stopped. The results of the burn ban on air quality are shown by the dramatic decrease in particle concentration from the 45 microgram per cubic meter(ug/m3) down to less than 10(ug/m3) and into the good range. This was as a result of stopping the burning as the stagnant weather conditions actually continued through to 11/22 when the burn ban was lifted.



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Don't Sweat it.

AQI can occasionally be 'unhealthy for sensitive groups'. When this condition occurs, EPA recommends that sensitive individuals restrict their activity to minimize their exposure to air pollution.



This is an air monitoring station for the Makah Tribe in Neah Bay (r to l) Erin Jeffries; Dana Sarff, Makah Tribe; Rich McAllister, EPA

If you would like further information about PM2.5 monitoring on tribal reservations, or about burn bans under the FARR, please contact the FARR Hotline at 1-800-424-4372.

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To Burn or Not to Burn

Madison Indian Reservation (40 CFR Part 49 Subpart M, Sections 49.10921 through 49.10950). Two fire departments serve the Reservation: North Kitsap Fire and Rescue (NKF&R), and Kitsap County Fire District #18 (Poulsbo Fire Dept). The Reservation, located on the Kitsap Peninsula, has physical boundaries that are difficult to distinguish in some areas and is checkerboarded with non-Indian privately owned fee property in some areas.

The MOA describes the roles of the Suquamish Tribe and the fire departments for responding to air quality complaints, providing fire safety, and enforcing any "burn ban" issued by EPA. When responding, the Tribe and the fire departments will provide

education and outreach on the FARR, and information on NKF&R or Poulsbo Fire Dept fire safety rules. Where fire safety is at issue, the fire department will extinguish the fire. The Tribe will forward to EPA information about complaints and responses.

In the MOA, EPA agreed to consult with the Tribe before calling a burn ban to prohibit open burning, and agreed to make burn ban decisions consistent with the Puget Sound Clean Air Agency whenever possible. A mutual goal of the Tribe and the fire departments was to simplify enforcement of a ban by having the same decisions for Reservation and near-by off-reservation activities on when to call and lift a ban.

FARR Liaisons

Each Indian Reservation is represented by a FARR Liaison designated by the governing body of each Tribe to work with EPA Region 10 to implement the FARR. Please visit our website at www.epa.gov/r10earth/FARR.htm to learn more about what FARR Liaisons do and for a complete listing and contact information.



United States
Environmental Protection
Agency

EPA Region 10 Office of Air, Waste & Toxics
1200 Sixth Avenue (MS-107)
Seattle, Washington 98101

Pre-Sorted Standard
Postage and Fees Paid
U. S. EPA
Permit No. G-35

The new Federal Air Rules for Reservations now control sources of air pollution on 39 Indian Reservations in Idaho, Oregon and Washington

ADDRESS SERVICE REQUESTED
Federal Air Rules for Reservations
Attention: FARR Hotline
Office of Air, Waste & Toxics
MS-107