Chapter 09 Fire Management Planning

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Policy

Planning: Every area with burnable vegetation must have an approved Fire
Management Plan (FMP). FMPs are strategic plans that define a program to
manage wildland and prescribed fires based on the area's approved Resource
Management Plan. FMPs must provide for firefighter and public safety; include
fire management strategies, tactics, and alternatives; address values to be
protected and public health issues; and be consistent with resource management
objectives, activities of the area, and environmental laws and regulations.
(2001Federal Wildland Fire Management Policy).

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Concepts and Definitions

Land/Resource Management Plan (L/RMP)

A document prepared with public participation and approved by the agency administrator that provides general guidance and direction for land and resource management activities for an administrative area. The L/RMP identifies the need for fire's role in a particular area and for a specific benefit. The objectives in the L/RMP provide the basis for the development of fire management objectives and the fire management program in the designated area.

(Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003)

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Fire Management Plan (FMP)

A plan which identifies and integrates all wildland fire management and related activities within the context of the approved L/RMP. It defines a program to manage wildland fires (wildfire, prescribed fire, and wildland fire use). The plan is supplemented by operations plans, including but not limited to preparedness plans, preplanned dispatch plans, prescribed fire burn plans, and prevention plans. Fire Management Plans assure that wildland fire management goals and components are coordinated. (Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003)

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Fire Management Unit (FMU)

Any land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups, and so on, that set it apart form the management characteristics of an adjacent FMU. The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives. (Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003)

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Wildland Fire

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- Any non-structure fire that occurs in the wildland. Three distinct types of wildland fire have been defined and include wildfire, wildland fire use, and prescribed fire. (*Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003*)
 - Wildfire An unplanned, unwanted wildland fire including unauthorized human-caused fires, escaped wildland fire use events, escaped prescribed fire projects, and all other wildland fires where the objective is to put the fire out. (Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003)
- Prescribed Fire Any fire ignited by management action to meet specific
 objectives. (Interagency Strategy for the Implementation of Federal
 Wildland Fire Management Policy, June 2003)
- Wildland Fire Use (WFU) The application of the appropriate
 management response to naturally-ignited wildland fires to accomplish
 specific resource management objectives in predefined designated areas
 outlined in Fire Management Plans. Operational management is described
 in the wildland fire implementation plan (WFIP). (Interagency Strategy for
 the Implementation of Federal Wildland Fire Management Policy, June
 2003)

Appropriate Management Response (AMR)

Any specific action suitable to meet fire management unit (FMU) objectives.
Typically, the AMR ranges across a spectrum of tactical operations (from monitoring to intensive management actions). The AMR is developed by using fire management unit strategies and objectives identified in the fire management plan. (Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003, p. 17).

Initial Action

The actions taken by the first resources to arrive at a wildfire. Initial actions may be size up, patrolling, monitoring, holding actions, or aggressive initial attack (NWCG Glossary of Wildland Fire Terminology, January 2005)

Initial Attack

A planned response to a wildfire given the wildfire's potential behavior. The objective of initial attack to stop the spread of the fire and put it out at least cost.

An aggressive suppression action consistent with firefighter and public safety and values to be protected. (NWCG Glossary of Wildland Fire Terminology, January 2005)

42 Extended Attack

Suppression activity for a wildfire that has not been contained or controlled by initial attack or contingency forces and for which more firefighting resources are arriving, en route, or being ordered by the initial attack incident commander.

(NWCG Glossary of Wildland Fire Terminology, January 2005)

Wildfire Suppression

- An appropriate management response to wildfire, escaped wildland fire use or
- prescribed fire that results in curtailment of fire spread and eliminates all
- identified threats from the particular fire. (NWCG Glossary of Wildland Fire

5 Terminology, January 2005)

Wildland Fire Management Objectives

8 Only one management objective will be applied to wildland fire. Wildland fires 9 will either be managed for resource benefits or suppressed. A wildfire cannot be

10 managed for resource benefits and suppression concurrently. If two wildland

fires converge they will be managed as a single wildland fire. (2006 Federal

12 Fire & Aviation Operations Action Plan)

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Human caused Wildland fires will be suppressed in every instance and will not be managed for resource benefits.

Once a Wildland fire has been managed for suppression objectives, it may never be managed for resource benefit objectives.

Wildland Fire Responses

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Operational Use of Fire Management Plans

23 Fire organizations responding to wildland fires must utilize the direction in the 24 FMP to guide the fire management response.

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Response to Wildland Fire

Response to wildland fires is based on ecological, social, and legal consequences of the fire. The circumstances under which a fire occurs, and the likely consequences on firefighter and public safety and welfare, natural and cultural resources, and, values to be protected, dictate the appropriate response to the fire. (Federal Wildland Fire Management Policy, January 2001)

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Determining Type of Fire

When a wildland fire is reported, according to the pre-established fire
management plan, the fire will be designated either a wildfire or a wildland fire
use fire. Pre-planned, specific prescription criteria must be established prior to
fire occurrence so that the decision to designate the fire either a wildfire or a
wildland fire use fire is immediate.

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Responding to a Wildfire

When the wildland fire is determined to be a wildfire, it is "an unplanned, unwanted wildland fire including unauthorized human-caused fires, escaped wildland fire use events, escaped prescribed fire projects, and all other wildland fires where the objective is to put the fire out." Initial attack is generally the most effective response option to achieve that objective.

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Escaped Initial Attack

A fire has escaped initial attack when:

- The fire has not been contained by the initial attack resources dispatched to the fire and there is no estimate of containment or control and;
- The fire will not have been contained within the initial attack management objectives established for that zone or area.

Wildland Fire Situation Analysis (WFSA)

A WFSA is a decision making process that evaluates alternative wildfire suppression strategies against selected environmental, social, political, and economic criteria and provides a record of those decisions. (Interagency 11 Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003). The WFSA process is used when a wildfire escapes initial attack. The WFSA is a document in which the agency administrator or representative describes the wildfire situation, compares several strategic wildfire management alternatives, evaluates the expected effects of the alternatives, establishes objectives and constraints for the management of the fire, selects the preferred alternative, and documents the decision. The WFSA evaluates alternative suppression strategies against selected environmental, social, political, and economic criteria, provides a record of those decisions, and helps the agency administrator select the appropriate suppression strategy. The level of detail 21 required depends on the specific incident and its complexity. The key is to 22 document the decision made. The agency administrator or representative will 23 complete a WFSA whenever a wildfire escapes initial attack.

- The WFSA program (WFSA Plus Version 6.2) may be found at: http://www.wfsaonline.net/.
- Additional information about the WFSA (as well as the Wildland Fire Implementation Plan) is located at:

 http://www.wildlandfireamr.net/.
- The previous WFSA version (5.1) is downloadable at: http://www.fs.fed.us/fire/wfsa.
- It is acceptable to use this version. A description of the WFSA Elements with guidance for the completion can be found in Appendix S.

WFSA approval authority levels are stated below. Funding approval levels for multiple jurisdiction incidents are determined based on each agency's funding commitment and not upon the total funding.

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WFSA Approval Authority Limits by Agency

	BIA	BLM	FWS	NPS	FS
Local Approval Level	\$2,000,000 Agency Superintendent	\$2,000,000 Field/District Manager	\$2,000,000 Refuge Manager/ Project Leader	\$2,000,000 Park Superintendent	\$2,000,000 District Ranger \$2,000,000- 10,000,000 Forest Supervisor
Regional/ State Certification Level	\$2,000,000 - \$5,000,000 Regional Director	\$2,000,000 - \$5,000,000 State Director	\$2,000,000 - \$5,000,000 Regional Director	\$2,000,000- \$5,000,000 Regional Director	\$10,000,000 \$50,000,000 Regional Forester
National Certification Level		>\$5,000,000 Director	>\$5,000,000 Director	>\$5,000,000 Director	>\$50,000,000 Chief

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Responding to a Wildland Fire Use Event

When the wildland fire is determined to be a wildland fire use event, the required action is "the application of the appropriate management response to naturally-ignited wildland fires to accomplish specific resource management objectives in pre-defined designated areas outlined in the FMP". Operational management is described in the wildland fire implementation plan (WFIP).

[Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003)

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Wildland Fire Implementation Plan (WFIP)

A WFIP is a progressively developed assessment and operational management 13 plan that documents the analysis and describes the appropriate management response for a wildland fire use activity. The WFIP is a plan that guides the management of a Wildland Fire Use fire. (An approved FMP) is required in all cases. The FMP identifies specific resource and fire management objectives, a predefined geographic area, and specific, required prescription criteria that must 18 be met prior to designating a wildland fire for fire use. The WFIP is continually evaluated and tested to ensure that the objectives of the Wildland Fire Use fire are being met. If the objectives are not being met, mitigation actions identified in the WFIP are implemented. Mitigation actions are not presented formally as a distinct plan, but are integrated throughout the short term (WFIP Stage 2) and 23 long term (WFIP Stage 3) implementation actions. If the combined set of 24 mitigation actions is not meeting objectives, the WFU fire is converted to a wildfire, suppression action is taken and a WFSA is prepared. If the mitigation actions are successful in keeping the WFU fire within the parameters of the WFIP, the fire continues to be managed as a WFU fire.

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A WFIP will be completed for all naturally ignited wildland fires that are managed for resource benefit. It is an operational plan for assessing, analyzing, and selecting strategies for wildland fire use. It is progressively developed and documents appropriate management responses for any wildland fire managed for resource benefits. The plan will be completed in compliance with the guidance found in the *Wildland Fire Use, Implementation Procedures Reference Guide*, May 2005 (March/April 2006 revision).

8 WFIP consists of three distinct stages:

- Stage I The initial fire assessment, or size-up, is the preliminary information gathering stage. It compares current information to established prescription criteria found in the FMP. This is an initial decision making tool which assists managers in classifying fires for resource benefit or suppression actions. Components include: Strategic Fire Size-Up, Decision Criteria Checklist, Management Actions, and Periodic Fire Assessment.
- Stage II Defines management actions required in response to a changing fire situation as indicated by monitoring information and the periodic fire assessment from Stage I. This stage is used to manage larger, more active fires with greater potential for geographic extent than Stage I. Components include: Objectives, Fire Situation, Management Actions, Estimated Costs, and Periodic Fire Assessment.
- Stage III Defines management actions required in response to an 22 escalating fire situation, potential long duration, and increased need for 23 management activity, as indicated by the periodic assessment completed in 24 Stage II. Components include: Objectives and Risk Assessment 25 Considerations, Maximum Manageable Area Definition and Maps, 26 Weather Conditions and Drought Prognosis, Long-term Risk Assessment, 27 Threats, Monitoring Actions, Mitigation Actions, Resources Needed to 28 29 Manage the Fire, Contingency Actions, Information Plan, Estimated Costs, Post-burn Evaluation, Signatures and Date, and Periodic Fire Assessment. 30

WFIP Completion Timeframes			
WFIP Stage	Maximum Completion Timeframe		
Stage I	8 hours after confirmed fire detection and Strategic Fire Size-		
	Up.		
Stage II	48 hours after need indicated by Planning Needs Assessment.		
Stage III	7 days after need indicated by Planning Needs Assessment		
Periodic Fire	As part of all stages and on assigned frequency thereafter.		
Assessment			

NPS - Wildland Fire Use Program Oversight. Regional office fire
management officers are responsible for appraising and surveying all
wildland fire use activities within their region. The regional office fire
staff will review implementation plans for fires with a Complex Rating.
Direct contact with parks may be necessary in order to stay apprised of
complex situations. On rare occasions, circumstances or situations may

- exist which require the regional director to intervene in the wildland fire use decision process.
- NPS Review by the regional fire management officer or acting is
 mandatory for Wildland Fire Implementation Plans with a projected cost
 of greater than \$500,000. Review by the NPS National Fire Management
 Officer at NIFC, or Acting, is mandatory for Wildland Fire Implementation
 Plans with a projected cost of greater than \$1,000,000.

Emergency Non-Wildland Fire Response

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Emergency Non-Wildland Fire Response-Wildland Urban Interface

The operational roles of the federal agencies as a partner in the Wildland Urban Interface are wildland firefighting, hazard reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state or local governments. Federal agencies may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding. (Some federal agencies have full structural protection authority for their facilities on lands they administer and may also enter into formal agreements to assist state and local governments with structural protection.) 2001 Federal Wildland Fire Management Policy, page 23.

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Although funding is not provided to prepare for or respond to emergency non-wildland fire response activities such as structure fires, vehicle fires, dump fires, hazardous materials releases, and emergency medical responses, managers must ensure that fire management plans, interagency agreements, and annual operating plans clearly state agency and cooperator roles and responsibilities for non-wildland fire response activities that agency personnel are exposed to as a result of working in the wildland urban interface environment.

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Emergency Non-Wildland Fire Response-Management Controls to Mitigate Exposure

Agency safety and health policy states that PPE devices will be used only when equipment guards, engineering controls, or management control does not adequately protect employees. To meet this requirement:

- Managers and supervisors will not knowingly place wildland firefighters in
 positions where exposure to toxic gases or chemicals would require the use
 of self-contained breathing apparatus.
- Managers will not sign cooperative fire protection agreements that would commit wildland firefighters to situations where exposure to toxic gases or chemicals would require the use of self-contained breathing apparatus.
- Managers will avoid giving the appearance that their wildland fire suppression resources are trained and equipped to perform structure, vehicle, and dump fire suppression, to respond to hazardous materials releases, or to perform emergency medical response.

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Emergency Non-Wildland Fire Response-Structure, Vehicle, and Landfill Fires

Structure, vehicle, and dump fire suppression is not a functional responsibility of wildland fire suppression resources. These fires have the potential to emit high levels of toxic gases. Firefighters will not be dispatched to structure, vehicle, or dump fires unless there is a significant threat to lands and resources that are under agency protection, including by protection agreement. Firefighters will not take direct suppression action on structure, vehicle, or dump fires. This policy will be reflected in suppression response plans.

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Should firefighters encounter structure, vehicle, or dump fires during the performance of their normal wildland fire suppression duties, firefighting efforts will be limited to areas where the fire has spread onto agency protected lands. Structure protection will be limited to exterior efforts, and only when such actions can be accomplished safely and in accordance with established wildland fire operations standards.

- FS FSM-5137 Structure Fires Structure fire protection activities include suppression of wildfires that are threatening improvements. Exterior structure protection measures include actions such as foam or water application to exterior surfaces of buildings and surrounding fuels, fuel removal, and burning out around buildings.
- FS FSM-5137.02 Objective for Structure Fire Protection. The Forest
 Service's primary responsibility is to suppress wildfire before it reaches
 structures. The Forest Service may assist state and local fire departments
 in exterior structure fire protection when requested under terms of an
 approved cooperative agreement.
- FS FSM-5137.03 Policy for Structure Fire Suppression. Structure fire suppression, which includes exterior and interior actions on burning structures, is the responsibility of state, tribal, or local fire departments.
 - FS Forest Service officials shall avoid giving the appearance that the agency is prepared to serve as a structure fire suppression organization.
 - FS Forest Service employees shall limit fire suppression actions to exterior structure protection measures as described in Section 5137.
- FS FSM-5137.03 2 Structure Fire Protection and Suppression for Forest Service Facilities. At those Forest Service administrative sites, outside the jurisdiction of state and local fire departments, limit fire protection measures to prevention, use of fire extinguishers on incipient stage fires (FSH 6709.11, Sec. 6-4c), safe evacuation of personnel, containment by exterior attack, and protection of exposed improvements.
 - FS At Forest Service administrative sites located within the jurisdiction of state and local structural fire departments, structure fire suppression responsibility must be coordinated with state and local fire departments.

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- FS FSM-5137.033 Vehicle and Dump Fires
 - FS Do not undertake direct attack on vehicle or dump fires on National Forest System lands unless such action is absolutely necessary to protect life or prevent the spread of fire to the wildlands.
 - > FS For additional fire service and homeowner information regarding wildland/urban fire refer to http://firewise.org on the Internet.
- NPS Structural Fire (including Vehicle Fires) Response Requirements. Structural fire suppression is a functional responsibility in many NPS units. Any structural fire response shall only be by personnel who have 10 received the required training and are properly equipped. Vehicle fires 11 contain a high level of toxic emissions and must be treated with the same 12 care that structural fires are treated. Firefighters must be in full structural 13 fire personal protective clothing including self-contained breathing 14 apparatus. Situations exist during the incipient phase of a vehicle fire 15 where the fire can be quickly suppressed with the discharge of a handheld 16 fire extinguisher. Discharging a handheld fire extinguisher during this 17 phase of the fire will normally be considered an appropriate action. If the 18 fire has gone beyond the incipient stage, employees are to protect the 19 scene and request the appropriate suppression resources. In order to 20 protect the health and safety of National Park Service personnel, no 21 employee shall be directed, dispatched, (including self-dispatching) to the 22 suppression of structural fires, including vehicle fires, unless they are 23 provided with the required personal protective equipment, firefighting 24 equipment and training. All employees must meet or exceed the standards 25 and regulations identified in Director's Order and Reference Manual #58, 26 Structural Fire. 27
- NPS Training Requirements for Firefighters Responding to Structural Fires (including Vehicle Fires). All wildland firefighters who respond to structural fires will meet the training requirements identified in Director's Order and Reference Manual #58, Structural Fire and will be qualified at least at the Structural Firefighter level.
- NPS Medical Examination Requirements for Firefighters Responding to Structure Fires (including Vehicle Fires). All wildland firefighters who respond to structural fires will meet the medical requirements identified in Director's Order and Reference Manual #58, Structural Fire. Medical requirements include respiratory testing and some other components not included in the wildland fire medical examination.
- NPS Physical Fitness for Wildland Firefighters Responding to
 Structure Fires (including Vehicle Fires). The physical fitness
 requirements as the same as for wildland fire arduous duty.

Emergency Non-Wildland Fire Response-Hazardous Materials

Wildland firefighters have the potential to be exposed to hazardous materials

releases while performing their jobs. Hazardous materials or waste may be

found on public lands in a variety of forms (e.g. clandestine drug lab waste, mining waste, illegal dumping, and transportation accidents).

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In order to meet 29 CFR 1910.120, and to ensure familiarity with hazardous materials releases, all wildland firefighters will complete a one-time, two-hour

First Responder Awareness training course and an annual refresher course

thereafter (First Responders are individuals who are likely to witness or discover

8 a hazardous substance release, and who have been trained to initiate an

emergency response sequence by notifying proper authorities of the release).

Awareness Class module 1703-07/11 is available from the BLM National

Training Center and may be taught in the field office by the Hazardous

12 Materials Coordinator.

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Firefighters who discover any unauthorized waste dump or spill site that contains indicators of potential hazardous substances should take the following precautions:

- Follow the procedures in the *Incident Response Pocket Guide*.
- Treat each site as if it contains harmful materials.
- Do not handle, move, or open any container, breathe vapors, or make contact with the material.
- Move a safe distance upwind from the site.
- Contact appropriate personnel. Generally, this is the Hazardous Materials
 Coordinator for the local office.
- FS FSM-5135.2 Hazardous Materials Limit actions of Forest Service 24 personnel on incidents involving hazardous material to those emergency 25 measures necessary for the immediate protection of themselves and the 26 public. If the material is a health and safety hazard requiring special 27 measures for control and abatement, promptly notify the appropriate 28 public safety agencies. Provide training in hazardous materials 29 recognition and avoidance to employees whose exposure to such materials 30 is likely (FSM 2160). 31

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Emergency Non-Wildland Fire Response-Emergency Medical Response

Medical emergency response is not a functional responsibility of wildland fire suppression resources. Wildland firefighters are not trained and equipped to perform emergency medical response duties, and should not be part of a preplanned response that requires these duties. When wildland firefighters encounter emergency medical response situations, their efforts should be limited to immediate care (e.g. first aid, first responder) actions that they are trained and qualified to perform.

• NPS - Emergency Medical Response Requirements. NPS employees who provide emergency medical services will adhere to the requirements contained in Director's Order and Reference Manual #51, Emergency Medical Services, once these directives receive final approval.