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# **A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment**

## **10-Year Comprehensive Strategy**

### **Implementation Plan**



**May 2002**

## **Congressional Direction for the 10-Year Comprehensive Strategy**

### **Conference Report for the Fiscal Year 2001 Interior and Related Agencies Appropriations Act (Public Law 106-291)**

*“The Secretaries should also work with the Governors on a long-term strategy to deal with the wildland fire and hazardous fuels situation, as well as the needs for habitat restoration and rehabilitation in the Nation. The managers expect that a collaborative structure, with the States and local governments as full partners, will be the most efficient and effective way of implementing a long-term program.*

*The managers are very concerned that the agencies need to work closely with the affected States, including Governors, county official, and other citizens. Successful implementation of this program will require close collaboration among citizens and governments at all levels... The managers direct the Secretaries to engage Governors in a collaborative structure to cooperatively develop a coordinated, National ten-year comprehensive strategy with the States as full partners in the planning, decision-making, and implementation of the plan.*

*Key decisions should be made at local levels.”*

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## I. INTRODUCTION

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*“When implemented, the 10-Year Comprehensive Strategy will contribute to reducing the risks of wildfire to communities and the environment by building collaboration at all levels of government.”*

**The 10-Year Comprehensive Strategy  
August 2001**

### **The Need for a National Wildland Fire and Restoration Strategy**

The need for a 10-Year Comprehensive Strategy to reduce the risk of wildland fire to communities and the environment is the result of:

- ⌘# A high level of growth in the wildland urban interface that is placing more citizens and property at-risk of wildland fire.
- ⌘# Increasing ecosystem health problems across the landscape.
- ⌘# An awareness that many of the past century’s traditional approaches to land management, the development of unnaturally dense, diseased or dying forests, and treatment of wildland fire have contributed to more severe wildland fires and created widespread threats to communities and ecosystems. Millions of acres of land nationwide are presently classified as being at high risk from wildland fire.

### **Agreement Reached on 10-Year National Wildland Fire and Restoration Strategy**

In August 2001 the Secretaries of Agriculture and the Interior joined the Western Governors’ Association, National Association of State Foresters, National Association of Counties, and the Intertribal Timber Council to endorse *A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: A 10-Year Comprehensive Strategy*.

This Strategy marked the initial fulfillment of two key Congressional directives that:

- €# The Secretaries of the Interior and Agriculture and the Governors jointly develop a long-term national strategy to address the wildland fire and hazardous fuels situation and the needs for habitat restoration and rehabilitation; and
- €# The strategy should be developed with “close collaboration among citizens and governments at all levels.”

The relationship of the 10-Year Strategy and its implementation plan to other efforts is illustrated in Appendix B.

## **Goals and Guiding Principles of the 10-Year Strategy**

The four goals of the 10-Year Comprehensive Strategy are:

- 1. Improve Fire Prevention and Suppression**
- 2. Reduce Hazardous Fuels**
- 3. Restore Fire-Adapted Ecosystems**
- 4. Promote Community Assistance**

Its three guiding principles are:

- 1. Priority setting that emphasizes the protection of communities and other high-priority watersheds at-risk.**
- 2. Collaboration among governments and broadly representative stakeholders**
- 3. Accountability through performance measures and monitoring for results.**

The implementation plan fulfills the 10-Year Comprehensive Strategy, and does not change that Strategy’s guiding principles, goals, and actions. The projects and activities carried out under this implementation plan are in addition to other Federal, state and tribal forest and rangeland management activities. The implementation plan does not alter, diminish, or expand the existing jurisdiction, statutory and regulatory responsibilities and authorities or budget processes of participating Federal, State, and tribal agencies.

## Implementation Plan to Achieve Goals

The 10-Year Strategy also identifies a number of actions for each goal. This Implementation Plan establishes a collaborative, performance-based framework for achieving these goals and actions with performance measures and tasks to identify key benchmarks and track progress over time. It also provides tools to deliver national goals at the local level in an ecologically, socially, and economically appropriate manner.

By endorsing this implementation plan, all parties agree that reducing the threat of wildland fire to people, communities, and ecosystems will require:

- € Firefighter and public safety continuing as the highest priority.
- €# A sustained, long-term and cost-effective investment of resources by all public and private parties, recognizing overall budget parameters affecting Federal, State, Tribal, and local governments.
- €# A unified effort to implement the collaborative framework called for in the Strategy in a manner that ensures timely decisions at each level.
- €# Accountability for measuring and monitoring performance and outcomes, and a commitment to factoring findings into future decision making activities.
- €# The achievement of national goals through action at the local level with particular attention on the unique needs of cross-boundary efforts and the importance of funding on-the-ground activities.
- €# Communities and individuals in the wildland urban interface to initiate personal stewardship and volunteer actions that will reduce wildland fire risks.
- €# Management activities, both in the wildland-urban interface and in at-risk areas across the broader landscape.
- €# Active forest and rangeland management, including thinning that produces commercial or pre-commercial products, biomass removal and utilization, prescribed fire and other fuels reduction tools to simultaneously meet long-term ecological, economic, and community objectives.

## Measuring Outcomes and Performance

This implementation plan provides the framework for measuring progress toward achieving the 10-Year Strategy's goals and associated actions:

*Implementation Outcome* ∞ describes the desired outcome to be achieved by each goal.

*Performance Measures* ∞ measure progress toward achieving the implementation outcome.

*Implementation Tasks* ∞ identify specific steps that must be taken in order to realize measurable progress.

The goals and guiding principles of the 10-Year Strategy are intended to remain constant over time. Performance measures and implementation tasks are subject to review and modification as needed.

## Summary

The 10-Year Comprehensive Strategy and Implementation Plan are needed to protect firefighters, citizens, communities, forests and rangelands from the undesired effects of wildland fire. By endorsing the goals, actions, guiding principles, performance measures and implementation tasks outlined in these documents, the Secretaries, Governors, Tribes, local officials and other endorsers reemphasize a unified national commitment to reduce the risks of wildland fire across the landscape. They also recognize the need to cooperate with all affected landowners and within all relevant jurisdictions using a proactive, results-oriented and community-based approach.

The Collaborative Framework established in the 10-Year Comprehensive Strategy and further explained in the Implementation Plan will improve cooperation and communication among all parties at national, regional, and local levels, acknowledging that key project planning decisions should be made after collaboration at the local level. It also establishes responsibility among all parties at all levels for planning, prioritizing and accomplishing the tasks and related activities needed to achieve results in a timely and cost-effective manner consistent with changing conditions and relevant science.

The 10-Year Strategy and its Implementation Plan reflect the views of a broad cross-section of governmental and nongovernmental interests. The endorsers of this Implementation Plan recognize that a problem a century in the making will not be solved overnight. With progress in achieving objectives in the collaborative manner envisioned, the risks to our communities and environment posed by wildland fire will be significantly diminished over time.

## II. IMPLEMENTING A COLLABORATIVE FRAMEWORK

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*“This strategy should enhance collaboration among all levels and all parties for planning, decision-making, implementation, monitoring, and learning—without altering the responsibilities or statutory authorities of participating Federal and State agencies.”*

The 10-Year Comprehensive Strategy

### **The Framework to Achieve the Strategy’s Core Principles**

This Implementation Plan has a three-tiered organizational structure that facilitates collaboration among governments and stakeholders at the Local, State/Regional, and National levels. These levels are based on the participants’ scope of decision-making, management responsibility and/or interest rather than traditional governmental hierarchies and allow federal, state, tribal and local governments to be represented at each level. This framework is necessary to achieve the 10-Year Comprehensive Strategy’s goals and actions.

At each of the three framework levels, the focus will be on:

- Š Planning.
- Š Prioritizing actions and implementation responsibilities.
- Š Timely decision making, particularly for implementing projects and activities.
- Š Tracking performance, monitoring and assuring that projects and activities are consistent with relevant science and new information.
- Š Communicating to the public the goals, tasks and outcomes of the 10-Year Strategy and the Implementation Plan.



## **The Collaborative Framework's Three-Tiered Organization Structure**

### **Local Level**

Local level collaboration should involve participants with direct responsibility for management decisions affecting public and/or private land and resources, fire protection responsibilities, or good working knowledge and interest in local resources. Participants should include Tribal representatives, local representatives from Federal and State agencies, local governments, landowners and other stakeholders, and community-based groups with a demonstrated commitment to achieving the strategy's four goals. Existing resource advisory committees, watershed councils, or other collaborative entities may serve to achieve coordination at this level. Local involvement, expected to be broadly representative, is a primary source of planning, project prioritization, and resource allocation and coordination at the local level.

### **State/Regional and Tribal Level**

State, multi-State or Regional collaboration should involve all relevant land management, wildland fire response, and regulatory agencies, as well as interested stakeholders. Activity at this level will focus on addressing geographically distinct needs and issues, facilitating communication between local and national levels, and resource allocation and prioritization.

### **National Level**

The Wildland Fire Leadership Council will provide coordinated policy direction for the Federal wildland fire management agencies. WFLC will collaborate with other federal regulatory agencies as well as State, Tribal and local governments with wildfire and/or land management responsibilities. WFLC will also incorporate into its activities participation by non-governmental stakeholders through an ongoing collaborative process convened by the Western Governors' Association. The WFLC will meet quarterly to address large-scale policy, programmatic, resource allocation, prioritization, and budget issues.

### III. GOALS, IMPLEMENTATION OUTCOMES, PERFORMANCE MEASURES AND IMPLEMENTATION TASKS

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This section details the implementation outcomes, performance measures and priority tasks of the 10-Year Strategy. These items implement the goals and action items and are consistent with the guiding principles of the Strategy. The performance measures enable all parties to assess and track progress toward the desired implementation outcomes envisioned by each goal. The implementation tasks identify specific actions needed to realize measurable progress.

By January 2003, the Departments of the Interior and Agriculture, States, Tribes, and local officials, will establish the baselines within their respective jurisdictions from which future performance will be measured across all lands. Each party will be responsible for compiling and reporting the data and other information needed to track performance against their respective baselines.

#### Goal One - Improve Fire Prevention and Suppression

<b>Implementation Outcome</b>	<i>Losses of life are eliminated, and firefighter injuries and damage to communities and the environment from severe, unplanned and unwanted wildland fire are reduced.</i>
<b>Performance Measures</b>	<ul style="list-style-type: none"><li>a) Amount of time lost from firefighter injury in proportion to number of days worked across all agencies.</li><li>b) Number of acres burned by unplanned and unwanted wildland fire.</li><li>c) Percent of unplanned and unwanted wildland fires controlled during initial attack.</li><li>d) Number of homes and significant structures lost as a result of wildland fire.</li><li>e) Average gross costs per acre for suppression and emergency stabilization and rehabilitation by size class and fire regime for fires (i) contained within initial attack, (ii) escaping initial attack, (iii) within wildland-urban interface areas, (iv) outside wildland-urban interface areas, (v) in areas with compliant fire management plans and (vi) in areas without compliant fire management plans.</li><li>f) Percent of burnable acres covered in federal fire management plans in compliance with Federal Wildland Fire Policy.</li><li>g) Percent of burnable acres covered by state fire management plans in compliance with state policy.</li></ul>

**Implementation  
Tasks**

Prepare and implement a consistent preparedness-planning model for Federal agencies that provides cost-effective fire protection among all administrative boundaries, considers State and local protection needs and resources in the wildland-urban interface and is based on historic levels of fire activity.

**Collaboration Level:** All levels

**Lead Collaborator:** WFLC

**Implementation Timeframe:** December 2003

Improve fire suppression decision-making training for line officers, fire suppression managers, and responsible officials (including communication with local jurisdictional agency representatives regarding the outcomes of their decisions, risks, placement of firefighter resources, suppression strategies, and costs).

**Collaboration Level:** All levels

**Lead Collaborator:** JFSP, NWCG,

**Implementation Timeframe:** 2004

Assess the training, equipment, safety awareness of, and services provided by rural, volunteer, and other firefighters that work in the wildland-urban interface and report those findings to Congress.

**Collaboration Level:** All levels

**Lead Collaborator:** WFLC, NASF, NACo

**Implementation Timeframe:** June, 2003

Prepare awareness and training information on the use of minimum impact suppression activities and deliver through standard firefighting training programs.

**Collaboration Level:** All levels

**Lead Collaborator:** NWCG, IAFC

**Implementation Timeframe:** 2003

Develop and distribute a fire prevention plan template and material for wildland-urban interface communities that includes strategies for training and technology transfer.

**Collaboration Level:** All levels

**Lead Collaborator:** WFLC, NASF, NWCG

**Implementation Timeframe:** 2003

Compile reports of wildland-urban interface communities protected as a direct result of suppressed wildland fire.

**Collaboration Level:** All

**Lead Collaborator:** WFLC, NASF, NWCG

**Implementation Timeframe:** Annually

## Goal Two - Reduce Hazardous Fuels

**Implementation Outcome**

*Hazardous fuels are treated, using appropriate tools, to reduce the risk of unplanned and unwanted wildland fire to communities and to the environment.*

**Performance Measures**

- a) Number of acres treated that are 1) in the Wildland Urban Interface or 2) in condition classes 2 or 3 in fire regimes 1, 2, or 3 outside the wildland urban interface, and are identified as high priority through collaboration consistent with the Implementation Plan, in total, and as a percent of all acres treated.
- b) Number of acres treated per million dollars gross investment in Measures a. 1) and a. 2) respectively.
- c) Percent of prescribed fires conducted consistent with all Federal, State, Tribal and local smoke management requirements.

**Implementation Tasks**

Utilize, as appropriate, the USDA Forest Service's and the Department of the Interior's combined Cohesive Strategy (*Restoring Fire-Adapted Ecosystems: A Cohesive Strategy for Protecting People and Sustaining Natural Resources, in Draft*) for all fire management plans.

**Collaboration Level:** All levels

**Lead Collaborator:** Federal agencies

**Implementation Timeframe:** 2003

Develop a fire management plan template that incorporates the objectives and priorities established through the 10-Year Strategy and determine a schedule for implementation.

**Collaboration Level:** All levels

**Lead Collaborator:** Federal agencies

**Implementation Timeframe:** January 2003

Prepare material and establish systems, including an Internet-based information system, identifying Federal, State, local, and private, and funding opportunities through grants, cooperative agreements, and other assistance mechanisms and that informs non-federal landowners of programs that provide assistance, information, and incentives to maintain low-risk fuel conditions.

**Collaboration Level:** National Level

**Lead Collaborator:** WFLC and NASF

**Implementation Timeframe:** 2003

Establish a common, Internet-based information management system for all five Federal wildland fire fighting agencies and participating State or Tribal entities to provide status of wildland fires, fire regimes and condition classes, hazardous fuel treatment and thinning projects.

**Collaboration Level:** All levels

**Lead Collaborator:** WFLC, NASF, NWCG

**Implementation Timeframe:** September 2003

Develop and implement a process for Federal, State, Tribal, and local government to collaborate on the annual selection of fuel treatment projects within their respective jurisdictions.

**Collaboration Level:** All Levels

**Lead Collaborator:** WFLC, NASF, NACo

**Implementation Timeframe:** September 2003

Assess state and federal regulatory process governing projects and activities done in conformance with the 10 Year Comprehensive Strategy and Implementation Plan and identify measures to improve timely decision-making.

**Collaboration Level:** All levels

**Lead Collaborator:** WFLC

**Implementation Timeframe:** June 2003

## Goal Three - Restore Fire-adapted Ecosystems

**Implementation Outcome** *Fire-adapted ecosystems are restored, rehabilitated and maintained, using appropriate tools, in a manner that will provide sustainable environmental, social, and economic benefits.*

- Performance Measures**
- a) Number of acres in fire regimes 1, 2, or 3 moved to a better condition class, that were identified as high priority through collaboration consistent with the Implementation Plan, in total, and as a percent of total acres treated.
  - b) Percent of acres degraded by wildland fire with post-fire rehabilitation treatments underway, completed, and monitored.
  - c) Number of acres in Measure a. moved to a better condition class per million dollars of gross investment.

**Implementation Tasks** Provide training and guidance for Federal, Tribal, State, and private land managers/owners to enable rapid assessments of burned lands and the implementation of appropriate stabilization techniques.

**Collaboration Level:** All levels

**Lead Collaborator:** NASF, WFLC

**Implementation Timeframe:** 2004

Provide research and develop products for restoration and rehabilitation treatments, including addressing invasive species considerations for promoting the establishment of native seed and plant material, to meet needs identified at the State/ regional and Tribal level

**Collaboration Level:** All levels

**Lead Collaborator:** USFS and USGS Research

**Implementation Timeframe:** Ongoing

Develop and implement a process for Federal, State, Tribal, and local government to collaborate on the annual selection of ecosystem restoration projects within their respective jurisdictions.

**Collaboration Level:** All Levels

**Lead Collaborator:** WFLC, NASF, NACo

**Implementation Timeframe:** 2004

## Goal Four - Promote Community Assistance

<b>Implementation Outcome</b>	<i>Communities at risk have increased capacity to prevent losses from wildland fire and the potential to seek economic opportunities resulting from treatments and services.</i>
<b>Performance Measures</b>	<ul style="list-style-type: none"><li>a) Percent of States with a prioritized list of at-risk wildland-urban interface communities.</li><li>b) Percent of communities at risk with completed and current fire management plans or risk assessments.</li><li>c) Percent of communities at risk with fire prevention programs in place and being implemented.</li><li>d) Percent of communities at-risk that initiate volunteer and community funded efforts to reduce hazardous fuels resulting in removal of the community from the at-risk list.</li><li>e) Percent of acres treated to reduce hazardous fuels by mechanical means with by-products utilized.</li></ul>
<b>Implementation Tasks</b>	<p>Create an Internet-based information system to provide technical assistance and identify programs that improve and increase utilization of by-products from hazardous fuel treatments and ecosystem restoration activities.</p> <p><b>Collaboration Level:</b> National Level <b>Lead Collaborator:</b> Federal and State agencies <b>Implementation Timeframe:</b> 2004</p> <p>Develop and implement consistent and effective federal procedures for procurement, contracting, grants, and agreements to support hazardous fuel reduction, restoration and rehabilitation projects.</p> <p><b>Collaboration Level:</b> National Level <b>Lead Collaborator:</b> WFLC <b>Implementation Timeframe:</b> 2003</p> <p>Incorporate sustainable livestock grazing practices as part of protection and restoration strategies, where appropriate.</p> <p><b>Collaboration Level:</b> Local <b>Lead Collaborator:</b> Federal/State agencies <b>Implementation Timeframe:</b> Ongoing</p>

Develop and adopt local land use plans and ordinances that provide for the maintenance of defensible space and fuel management on municipal and private property.

**Collaboration Level:** Local Level

**Lead Collaborator:** State and local governments

**Implementation Timeframe:** Ongoing

Develop nationally comparable definitions for identifying at-risk wildland-urban interface communities and a process for prioritizing communities within State or Tribal jurisdiction.

**Collaboration Level:** State/Regional Tribal Level

**Lead Collaborator:** WFLC, NASF and State and/or Tribal Collaborative Framework Groups

**Implementation Timeframe:** June 2003

Develop and maintain an accurate prioritized list of all communities designated by states as being at-risk of wildland fire, including contact information.

**Collaboration Level:** Local

**Lead Collaborator:** State

**Implementation Timeframe:** June 2003, and ongoing

Develop an improved technical assistance program to promote commercial uses for small-diameter materials.

**Collaboration Level:** State/Regional Level

**Lead Collaborator:** Federal, State, Tribal and local-level collaborative groups

**Implementation Timeframe:** 2003

Develop a memorandum of understanding among Federal wildland fire agencies and the National Association of State Foresters for promoting FIREWISE programs to more wildland urban interface communities.

**Collaboration Level:** All levels

**Lead Collaborator:** WFLC, NASF

**Implementation Timeframe:** December 2002



## IV. MONITORING AND EVALUATION

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A formal review process will be established to monitor and evaluate performance, suggest revisions, and make necessary adaptations to the strategy at all levels on a regular basis. Revisions will also integrate new information obtained from scientific research as well as third party review and analysis.

<b>Monitoring and Evaluation - Implementation Tasks</b>
<p>Meet quarterly to discuss Implementation Plan progress and effectiveness and recommend Implementation Plan changes as needed.  <b>Collaboration Level:</b> National  <b>Lead Collaborator:</b> WFLC  <b>Implementation Timeframe:</b> Ongoing</p>
<p>Compile information from local and state/regional collaborative groups and report to Congress and the Administration.  <b>Collaboration Level:</b> National  <b>Lead Collaborator:</b> WFLC  <b>Implementation Timeframe:</b> Annually</p>
<p>Develop and implement cost effective monitoring plans to provide annual feedback on the progress and effectiveness of Implementation Plan projects and activities.  <b>Collaboration Level:</b> All Levels  <b>Lead Collaborator:</b> WFLC  <b>Implementation Timeframe:</b> 2002</p>
<p>Conduct monitoring of selected collaboratively developed projects and activities to assess progress and effectiveness of planning and implementation.  <b>Collaboration Level:</b> All Levels  <b>Lead Collaborator:</b> WFLC  <b>Implementation Timeframe:</b> Annually</p>
<p>Evaluate the effectiveness of the performance measures, 1e, 2b, and 3c under Goals 1, 2 and 3 respectively for gross investment to determine how well they capture value and adjust accordingly.  <b>Collaboration Level:</b> All Levels  <b>Lead Collaborator:</b> WFLC and OMB  <b>Implementation Timeframe:</b> December 2003 and Annually thereafter</p>

## V. GLOSSARY

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**Appropriate Tools:** Methods for reducing hazardous fuels including prescribed fire, wildland fire use, and various mechanical methods such as crushing, tractor and hand piling, thinning (to produce commercial or pre-commercial products), and pruning. They are selected on a site-specific case and are ecologically appropriate and cost effective.

**Burned Area Rehabilitation** – The treatment of an ecosystem following disturbance to minimize subsequent effects. (1995 Federal Wildland Fire Policy.)

**Burnable Acres** – Any vegetative material/type that is susceptible to burning.

**Condition Class** – Based on coarse scale national data, Fire Condition Classes measure general wildfire risk as follows:

Condition Class 1. For the most part, fire regimes in this Fire Condition Class are within historical ranges. Vegetation composition and structure are intact. Thus, the risk of losing key ecosystem components from the occurrence of fire remains relatively low.

Condition Class 2. Fire regimes on these lands have been moderately altered from their historical range by either increased or decreased fire frequency. A moderate risk of losing key ecosystem components has been identified on these lands.

Condition Class 3. Fire regimes on these lands have been significantly altered from their historical return interval. The risk of losing key ecosystem components from fire is high. Fire frequencies have departed from historical ranges by multiple return intervals. Vegetation composition, structure and diversity have been significantly altered. Consequently, these lands verge on the greatest risk of ecological collapse. (*Cohesive Strategy, 2002, in draft*)

**Fire Management Planning:** A generic term referring to all levels and categories of fire management planning, including: preparedness, prevention, hazardous risk assessment, and mitigation planning.

**Fire-prone Ecosystem** - Ecosystems that historically burned intensely at low frequencies (stand replacing fires), those that burned with low intensity at a high frequency (understory fires), and those that burned very infrequently historically, but are now subject to much more frequent fires because of changed conditions. These include fire-influenced and fire-adapted ecosystems (*Cohesive Strategy, 2000*).

**Fire Regime** – A generalized description of the role fire plays in an ecosystem. It is characterized by fire frequency, predictability, seasonality, intensity, duration, scale (patch size), as well as regularity or variability. Five combinations of fire frequency, expressed as fire return interval in fire severity, are defined:

Groups I and II include fire return intervals in the 0 – 35 year range. Group I includes Ponderosa pine, other long needle pine species, and dry site Douglas fir. Group II includes the drier grassland types, tall grass prairie, and some Pacific chaparral ecosystems.

Groups III and IV include fire return intervals in the 35-100+ year range. Group III includes interior dry site shrub communities such as sagebrush and chaparral ecosystems. Group IV includes lodgepole pine and jack pine.

Group V is the long interval (infrequent), stand replacement fire regime and includes temperate rain forest, boreal forest, and high elevation conifer species.

**Fire Use:** The combination of wildland fire use and prescribed fire application to meet resource objectives.

**FIREWISE** - A public education program developed by the National Wildland Fire Coordinating Group that assists communities located in proximity to fire-prone lands. (For additional information visit the Web site at: <http://www.firewise.org>)

**Performance measures** - A quantitative or qualitative characterization of performance (Government Performance and Results Act of 1993).

**Restoration** - The active or passive management of an ecosystem or habitat toward its original structure, natural compliment of species, and natural functions or ecological processes (Cohesive Strategy, 2000).

**Severe Wildland Fire** - Fire that burns more intensely than the natural or historical range of variability, thereby fundamentally changing the ecosystem, destroying communities and/or rare or threatened species/habitat, or causing unacceptable erosion (GAO/T-RCED-99-79) (Society of American Foresters, 1998).

**Unplanned and Unwanted Wildland Fires:** An unplanned and unwanted fire is one burning outside the parameters as defined in land use plans and fire management plans for that location (including areas where the fire can be expected to spread) under current and expected conditions. Unplanned and unwanted fires includes fires burning in areas where fire is specifically excluded; fires that exhibit burning characteristics (intensity, frequency, and seasonality) that are outside prescribed ranges, specifically including fires expected to produce

severe fire effects; unauthorized human caused fires (arson, escaped camp fires, equipment fires, etc.); and fires that occur during high fire dangers, or resource shortage, where the resources needed to manage the fire are needed for more critical fire management needs.

Unplanned is not the same as unscheduled. The timing of a lightning fire ignition is not known, however a lightning-caused fire could still be used to meet fuels and ecosystem management objectives if that type of fire is expected to burn within the parameters of an approved plan; the fire is burning within the parameters for the area; is not causing, or has the potential to cause, unacceptable effects; and funding and resources to manage the fire are available.

**Wildland Urban Interface** – The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuel.(Glossary of Wildland Fire Terminology, 1996).

**Wildland Fire Use:** (pg 13 from 1995 Fire Policy Implementation Guide) The management of naturally ignited wildland fires to accomplish specific, planned resource management objectives in predefined geographic areas outlined in fire management plans. Wildland fire use is not to be confused with "fire use" which includes prescribed fire.

## VI. LIST OF ACRONYMS

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### Organization Names

<b>DOI</b>	The Department of the Interior
<b>FFLAC</b>	Federal Fire and Aviation Leadership Council
<b>IAFC</b>	International Association of Fire Chiefs
<b>JFSP</b>	Joint Fire Sciences Program
<b>NACo</b>	National Association of Counties
<b>NASF</b>	National Association of State Foresters
<b>NFPA</b>	National Fire Protection Association
<b>NMFS</b>	National Marine Fisheries Service
<b>NVFC</b>	National Volunteer Fire Council
<b>NWCG</b>	National Wildfire Coordination Group
<b>OMB</b>	Office of Management and Budget
<b>USDA</b>	United States Department of Agriculture
<b>USFWS</b>	United States Fish and Wildlife Service
<b>WFLC</b>	Wildland Fire Leadership Council
<b>WGA</b>	Western Governors' Association

## VII. APPENDICES

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### Appendix A

#### The 10-Year Comprehensive Strategy's Relationship to Other Federal Plans and Policies

##### National Fire Plan

To respond to the wildland fires in 2000, the President requested, and the Secretaries of the Interior and Agriculture submitted, a September 8, 2000, report, *Managing the Impact of Wildfires on Communities and the Environment, A Report to the President In Response to the Wildfires of 2000*. This report, its accompanying budget request, Congressional direction for substantial new appropriations for wildland fire management for Fiscal Year 2001 and 2002, and resulting action plans and agency strategies have collectively become known as the *National Fire Plan*.

##### Wildland Fire Management Policy

*The 2001 Federal Wildland Fire Management Policy*, provides the philosophical and policy foundation for Federal interagency wildland fire management activities, as well as those identified in the National Fire Plan—such as hazardous fuel reduction.

The integrated strategy, *Restoring Fire-Adapted Ecosystems – A Cohesive Strategy for Protecting People and Sustaining Natural Resources (in draft)*, by the Department of the Interior and the Department of agriculture, is a combined effort between the Federal land management agencies to coordinate an aggressive, collaborative strategy for reducing fuel and restoring land health within fire-adapted areas. The Cohesive Strategy was developed to help provide Federal land management agencies with a unified approach to meet the goals of the 10-Year Comprehensive Strategy.

##### Other Related Strategies, Working Groups, and Action Plans

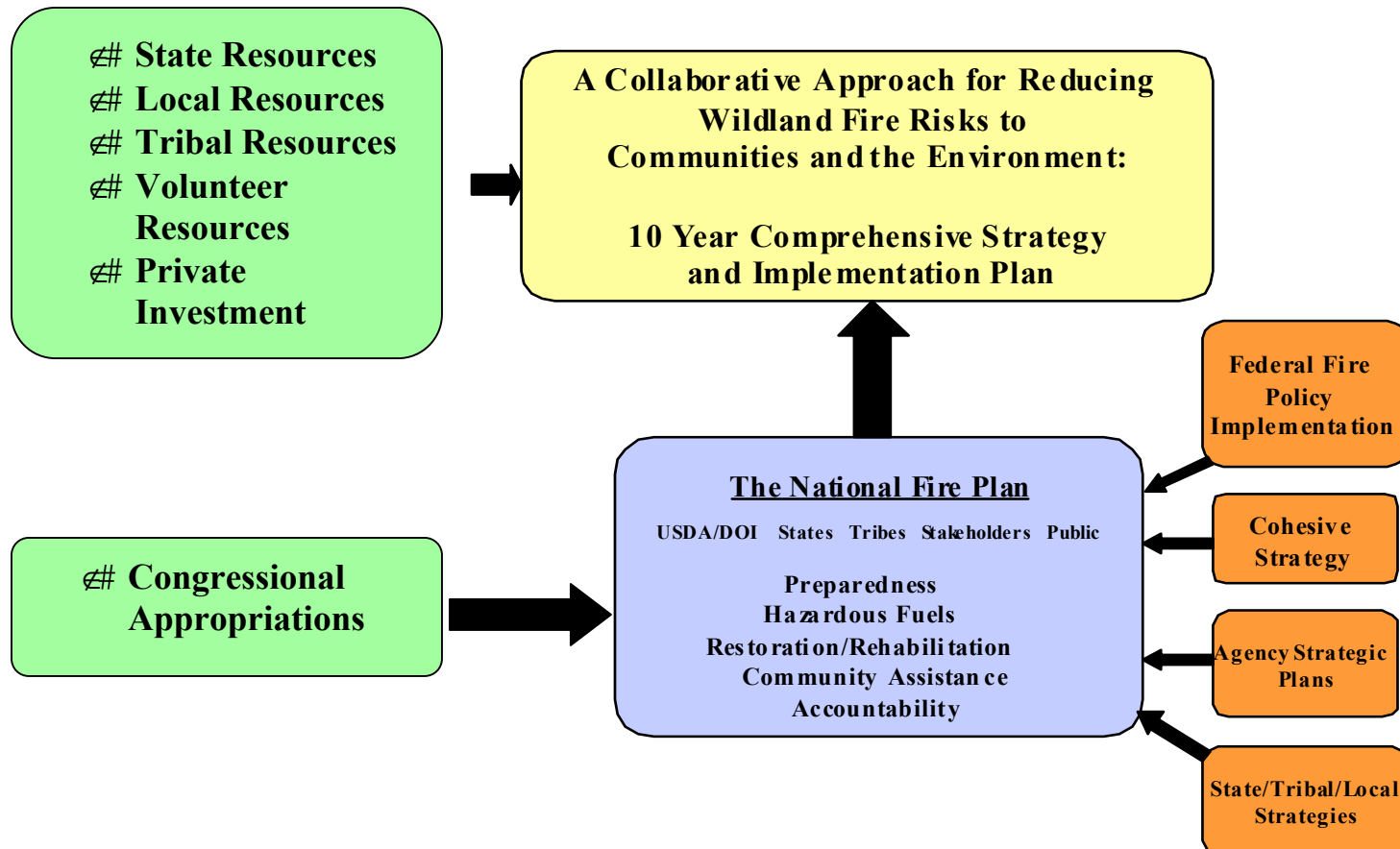
€# Common national performance measures for the Federal land management agencies will be in place in FY 2003 for each 10-Year Comprehensive Strategy goal. The measures

will include common priorities and time frames for accomplishment. These performance measures will be monitored and adjusted as needed.

- €# The Department of the Interior will conduct an in-depth evaluation of its hazardous fuel treatment program implementation to validate successes and best practices, and document areas for improvement.
- €# The Federal land management agencies, in cooperation with the National Association of State Foresters, are developing a common, interagency process. This will be a single, uniform, performance-based system for preparedness and fire management program planning. The initial study has been completed and endorsed.
- €# The Departments established a Wildland Fire Leadership Council. The Council will provide active, visible interagency leadership coordination and consistent, integrated policy direction to land managing agencies for wildland fire management.
- €# The agencies have established a Fire Management Planning Work Group to ensure consistency and coordination in fire management planning efforts.
- €# Congress directed the Department of Agriculture and the Department of Interior to contract for a thorough, independent review of wildfire suppression costs and strategies. The preliminary report should be issued by May 31, 2002. The final report should be delivered to the House and Senate Committees on Appropriations by September 30, 2002.

## Appendix B

### Description of the 10-Year Comprehensive Strategy and Implementation Plan and Their Relationship to Other Directives and Programs





## Appendix C

### Implementation Plan Collaboration

*This Implementation Plan reflects a working collaboration with several individuals from The Department of the Interior and the Department of Agriculture, and representatives of the Governors. The Governors also consulted with and utilized input from a broader group of interested stakeholder and experts.*

**Greg Aplet**

The Wilderness Society

**Trish Aspland**

USDA Forest Service

**Dwight Atkinson**

U.S. Environmental Protection Agency

**Paul Beddoe**

National Association of Counties

**Enoch Bell**

USDA Forest Service, Pacific Southwest  
Experiment Station

**Louis Blumberg**

California Department of Forestry

**Miles Brown**

DOI Bureau of Land Management

**Chuck Burley**

American Forest Resource Council

**Gary Smith**

International Association of Fire Chiefs

**Jason Campbell**

National Cattleman's Beef Association

**Stan Coloff**

United States Geological Survey

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