



AGENDA

July 15, 2011

Yates Building, McArdle Room (1st floor)
 USDA Forest Service Headquarters
 1400 Independence Ave. SW
 Washington, DC 20250

10:00 – 12:00 AM – Eastern Time

Reminder: Agendas, Notes and Handouts are available at myfirecommunity.net – WFEC Neighborhood

Time	#		Topic	Presenter
1000 – 1005	1		Welcome/Introductions	Roy Johnson
1005 – 1010	2	<input checked="" type="checkbox"/> Information <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Decision	Meeting Objectives & Expectations <u>Description:</u> Outline the objectives and expectations of this meeting <u>Outcome:</u> 1. Understanding what we need to accomplish <u>Reference Material:</u> 1. Final Agenda	Kirk Rowdabaugh Roy Johnson
1010 – 1030	3	<input checked="" type="checkbox"/> Information <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Decision	CS Sub-Committee reports <u>Description:</u> Sub-Committees will report on the following: 1. Identify actions, milestones and deliverables that were to be accomplished between the June 3 WFEC meeting and now. 2. Report on actual accomplishments during that time period. 3. Identify actions, milestones and deliverables planned to be completed between now and the July 1 WFEC meeting. 4. Identify any issues or barriers that need to be resolved. 5. Identify what, if anything, is needed from WFEC. <u>Outcome:</u> 1. Understanding of the activities of each sub-committee. 2. Agreement on any modifications to deliverables or timelines 3. Identify of next steps to resolve any pending issues and/or barriers <u>Reference Material:</u> 1. Sub-Committee Status Reports	Kirk Rowdabaugh (CSSC) Douglas MacDonald (RSC – West) Tom Harbour (RSC – Northeast) Jim Karels (RSC – Southeast)
1030 – 1045	4	<input type="checkbox"/> Information <input checked="" type="checkbox"/> Discussion <input checked="" type="checkbox"/> Decision	Regional Strategy Report Format <u>Description:</u> WFEC will be presented with the proposed format that the Regional Strategy Committees will use for their Cohesive Strategy Phase 2	CSSC

<i>Time</i>	<i>#</i>		<i>Topic</i>	<i>Presenter</i>
			deliverables <u>Outcome:</u> Agreement on Phase 2 deliverable format <u>Reference Material:</u> 1. Regional Strategy Report Format 2. Proposal for acceptance of the format	
1045 – 1100	5	<input checked="" type="checkbox"/> Information <input type="checkbox"/> Discussion <input type="checkbox"/> Decision	Cohesive Strategy Communication Support <u>Description:</u> WFEC began to address Communication for the Cohesive Strategy at their last meeting. There was concern about what the CSSC is pursuing and how it related to what the RSCs are doing. There were no resources assigned to execute any of the products identified by the coordinators. The decision at that time was to reach out for communication specialist support for development of a CS Communication Plan. <u>Outcome:</u> 1. Agreement on who, what, and when – see proposal <u>Reference Material:</u> 1. Proposal on Communication Support	Kirk Rowdabaugh Roy Johnson
1100 - 1115	6	<input checked="" type="checkbox"/> Information <input type="checkbox"/> Discussion <input type="checkbox"/> Decision	Round Table Discussion <u>Description:</u> WFEC members have the opportunity to share information with the committee and identify issues that may result in potential future agenda items. <u>Outcome:</u> 1. Understanding of activities within the members' organizations. <u>Reference Material:</u> 1. Each member prepare a paragraph or two to addressing their organization's relevant activities, issues, etc	WFEC Members
1115 – 1130	7	<input checked="" type="checkbox"/> Information <input type="checkbox"/> Discussion <input type="checkbox"/> Decision	Public Comments <u>Description:</u> Time for WFEC to hear from the public. Specific topics to be determined <u>Outcome:</u> 2. Awareness of public opinions related to WFEC activities <u>Reference Material:</u> 2. TBD	Public
1130 – 1140	8	<input type="checkbox"/> Information <input checked="" type="checkbox"/> Discussion <input checked="" type="checkbox"/> Decision	Closeout <u>Description:</u> 1. Review the outcomes of this meeting 2. Review decision and actions 3. Identify potential agenda items for July 15 <u>Outcome:</u> 1. Agreement on decisions and actions 2. Agreement on focus for next meeting	Tom Harbour
1140	9		ADJOURN	



Status Report

Date: July 12, 2011

Subcommittee: Cohesive Strategy Subcommittee (CSSC)

Accomplishments Since Last Report:

- CS Report Template - The CSSC approved the format and use of a standard report template to be used by each of the regions to ensure all needed information is included in each of the Regional Assessments and to facilitate assimilation of the three regional assessments into one report by WFEC.
- Webinar – Due to the extensive outreach currently happening in all of the regions, the CSSC decided not to have a live webinar. Rather, they will record a CS overview webinar and post it on the CS website, forestsandrangelands.gov
- Communications and Messaging – CSSC continues to work on communications and messaging products including: a brochure, fact sheet, display, new website pages, and enhanced website features to allow for comments and feedback. They are also working on developing an overall Communications Strategy for the CS.

Planned Activities for Next Reporting Period:

- Conduct the webinar
- Develop the Communications Strategy
- Begin reviewing preliminary information coming in from the regions.

Issues Identified:

None

WFEC Decisions/Approvals Needed:

- CS Report Template

References:

<http://www.forestsandrangelands.gov/strategy/index.shtml>

Contact Information:

Kirk Rowdabaugh, Director, Office of Wildland Fire Coordination
WFEC liaison to the CSSC
202-606-3447



Status Report

Date: July 7, 2011

Subcommittee: Western RSC and Working Group

Accomplishments Since Last Report:

The Work Group has conference call weekly @ 0900 PDT and the Western RSC has conference calls every two weeks and that schedule will remain thru August, the purpose is to provide continual updates and resolve any issues that arise. The Western CRAFT Portal continues to be populated for the 24 questions, a writer-editor is taking the product for regional goals, objectives and activities developed by the Working Group and adding to the CRAFT questions in the appropriate locations. We have 2 face to face focus group meetings, 12 geographic areas virtual/webinars scheduled between now and July 29th. The schedule for the forums is an attachment, additionally the western website; <http://sites.nemac.org/westcohesivefire/survey> is now operational with comments, goals, team members and other information available for general use. That website will be available until early August. The Boise Forum on June 27th went well and provided important information and lessons learned for future forums and content analysis.

Planned Activities for Next Reporting Period:

We will continue with outreach with both forums and website availability throughout July and have a planned Western Working Group and Western RSC meeting scheduled August 15-19th in Denver. The METI Group will provide both process facilitation and content analysis for our outreach efforts.

Issues Identified:

Due to travel restrictions several federal agency people will be unable to travel to the Denver meeting, we'll do our best with virtual meeting capabilities.

WFEC Decisions/Approvals Needed:

References:

Contact Information:

Joe Stutler, Joe Freeland and Alan Quan



Status Report

Date: 07/08/2011

Subcommittee: NERSC

Accomplishments Since Last Report:

- Completed initial draft report using CRAFT process during a face-to-face meeting in Baltimore 6/2 - 6/29.
- Conference call 07/07/2011 to discuss initial draft report and outreach strategies.

Planned Activities for Next Reporting Period:

- Outreach strategy will be completed.
- Transition from Jenna Sloan to detailer coordinator.
- By July 13 RSC will provide feedback on the questions for the web-based survey.
- July 14 conference call to discuss outreach plan.
- July 15 feedback on working draft is due to working group leads.
- July 21 RSC to discuss draft and finalize for posting to website.

Issues Identified:

WFEC Decisions/Approvals Needed:

References:

Contact Information:

Matt Rollins
605.838.8812
mrollins@usgs.gov



Status Report

Date: July 8, 2011

Subcommittee: Southeast Regional Strategy Committee

Accomplishments Since Last Report:

- The SE Working Group and RSC finalized the web-based outreach questions and the web site on the first day of the Working Group meeting in Atlanta.
- The Working Group sent an invitation via email to the list of 1,500 names on their outreach list inviting them to visit the web site and respond to the five questions.
- The SE RSC decided that there will be two Cohesive Strategy Forums held in the Southeast. One will be in Columbia, SC on July 12 and the other will be in Jackson, MS on July 18. The Working Group is making the final preparations for these Forums which will be held in person and via conference line/webinar. An invitation was sent to the outreach list developed by the Working Group.
- The Working Group had a very successful meeting in Atlanta and worked their way through 19 of the CRAFT questions. They also established a weekly meeting schedule to be held via conference line and webinar to continue to edit and refine the responses and work on the draft regional assessment.
- The Working Group will meet again August 3 – 4 in Atlanta to begin finalizing the draft regional assessment report.

Planned Activities for Next Reporting Period:

- Working Group will meet three times via conference line/webinar between now and August 3 to work on the draft regional assessment.
- Two Forums will be held in the SE to gather input from interested parties.

Issues Identified:

None

WFEC Decisions/Approvals Needed:

None

References:

None

Contact Information:

Mike Zupko - sgsfexec@zup-co-inc.com; Kevin Fitzgerald – 865.436.1202; Sandy Cantler – 202.205.1512

WF Cohesive Strategy Outreach Forum Schedule

7/1/1930

Western Field Forum Schedule

#	Date	Time	Geographic Area	W-WG Lead	METI Support Team
1	6/28/2011	0900-1130 MDT	Great Basin	Joe Freeland	Troyer, Timchak, Golden (Berg)
2	7/12/2011	0900-1130 MDT	Great Basin	Joe Freeland	Troyer, Timchak, Berg
3	7/13/2011	0900-1130 MDT	Rocky Mountain	Jessie Duhnkrack	Stem, Troyer, Berg, (Bonney)
4	7/13/2011	1900-2130 MDT	Great Basin	Joe Freeland	Troyer, Timchak, Berg
5	7/14/2011	0900-1130 PDT	California	Bob Roper	Golden, Stem, Bonney
6	7/19/2011	0900-1130 MDT	Southwest	Alan Quan	Berg, Golden, Timchak
7	7/19/2011	1900-2130 MDT	Rocky Mountain	Jessie Duhnkrack	Stem, Troyer, Bonney
8	7/20/2011	0900-1130 PDT	California	Joe Stutler	Golden, Stem, Bonney
9	7/20/2011	1900-2130 PDT	California	Joe Stutler	Golden, Stem, Bonney
10	7/21/2011	1900-2130 MDT	Southwest	Alan Quan	Berg, Golden, Timchak
11	7/25/2011	1000-1230 PDT	PNW/AK	Travis Medema	Timchak, Golden, Berg
12	7/26/2011	1800-2030 PDT	PNW/AK	Travis Medema	Timchak, Golden, Berg
13	7/27/2011	1300-1530 MDT	Northern Rockies	Bill Avey	Bonney, Timchak, Stem
14	7/27/2011	0900-1130 PDT	Tribes/BIA	Tony Harwood	Troyer, Stem, Golden
15	7/28/2011	1900-2130 MDT	Northern Rockies	Bill Avey	Bonney, Timchak, Stem

Southeast Field Forum Schedule

#	Date	Time	Geographic Area	SE-WG Lead	METI Support Team
16	7/12/2011	1:00 pm eastern	Columbia, SC		Stem, Golden, Bonney
17	7/18/2011	1:00 pm central	Pearl, MS		Troyer, Timchak, Berg

Northeast Field Forum Schedule

#	Date	Time	Geographic Area	NE-WG Lead	METI Support Team
18					
19					
20					



Status Report

Date: 7/11/2011

Subcommittee: National Science and Analysis Team
(NSAT)

Accomplishments Since Last Report:

The NSAT sub-teams continue to interact with their sub-team members via the web portal, conference calls, webinars, and emails. We hold periodic conference calls with the sub-team leaders to gain insight into progress, coordinate our work, and track progress. The NSAT Co-Leads also participate in the various meetings of the RSC's and their respective Working Groups. Information is shared both directions, updates on NSAT are shared with the RSC/Working Groups and RSC/Working Group updates are shared with the NSAT Co-Leads and sub-team leaders.

Planned Activities for Next Reporting Period:

Continued coordination with the RSC/Working Groups, CSSC, and NSAT sub-team leaders.

Issues Identified:

No specific issues have been identified.

WFEC Decisions/Approvals Needed:

None

References:

None

Contact Information:

NSAT Co-Leads: Danny Lee, dclee@fs.fed.us and Tom Quigley, tkquigley@gmail.com

Cohesive Strategy – National Science and Analysis Team Roles and Responsibilities

The National Science and Analysis Team (NSAT) is established to support the development and implementation of the Cohesive Strategy through the application of proven scientific processes and analysis. To achieve this goal, the NSAT will perform three primary tasks:

1. Assemble credible scientific information, data, and preexisting models that can be used by all teams working on the Cohesive Strategy.
2. Develop a conceptual framework that describes the relative effectiveness of proposed actions and activities on managing risks associated with wildland fire.
3. Construct an analytical system using the products developed in Steps 1 and 2 during Phase II and in Phase III, quantitatively analyze regional and national alternatives identified by the Regional Strategy Committees.

WFLC has assigned the oversight of the Cohesive Strategy to the WFEC, an organization chartered under the Federal Advisory Committee Act (FACA). In order to redeem their responsibilities, the WFEC has established several subcommittees. In turn, these subcommittees may establish working groups. The NSAT is established as a working group under the Cohesive Strategy Subcommittee and works collaboratively with all of the Regional Strategy Committees and associated working groups. The specific activities will be dependent on the needs of the Regional Strategy Committees as well as the Phase of the Cohesive Strategy.

The CSSC will facilitate interactions between the NSAT and the WFEC through the Designated Federal Officer (DFO). The DFO also has the responsibility for the communication upward to WFLC and the Secretaries of the Interior and Agriculture. The CSSC will be the focal point to resolve issues regarding roles, responsibilities, and priorities for the NSAT with the participation of WFEC as necessary.

The NSAT has organized topical sub-teams that will focus on particular components of wildland fire and the three primary goals of the Cohesive Strategy. Sub-teams also have been identified to work within each region to analyze potential changes in wildland fire risk to values identified by the RSCs. Members of these sub-teams are also members of the NSAT and are available to collaborate with other Cohesive Strategy teams.

To ensure scientific credibility, NSAT's work products will follow research publication and information sharing protocols established and administered by the Forest Service and the US Geological Survey.

The NSAT will provide adequate documentation to support all recommendations that are forwarded to WFEC for deliberation. Such documentation will include considerations, rationale, and decisions made which led to each recommendation. The CSSC will be responsible for including the NSAT's activities within their Status Reports submitted to WFEC.

**A National Cohesive Wildland Fire Strategy:
INSERT REGION NAME Regional Assessment**

Executive Summary

Provide a one-page summary of the report with key recommendations.

Background

(questions 1 – 4)

This section's content will be provided to for each region and will briefly summarize the Cohesive Strategy effort.

Context – The XXX Region

(questions 5-6)*Provide some context for the Region. You may want to summarize the discussion and responses to Guidelines (question 5) and conflicts in guidance (question 6). You should also provide some context and a general (brief) characterization of the region (ie. what is the 'lay-of-the-land, what is fire management like in the region, what makes the region unique).*

Include a map of the region. You may also want to include references to any other maps that are included in the Appendix.

Planning Process

Provide a description of the process used to develop the assessment.

Who was involved? How were meetings conducted? Was there outreach (how was that conducted)? How was stakeholder input received? How was input included? Etc.

Values

(questions 7-10)

Identify common and dominant values shared by stakeholders in the region. If there are dominant or conflicting values, identify here and explain.

Identify other broad societal and environmental values have been associated with fire in this region. This may be in bullet or list format.

For some values, it may be helpful to briefly characterize how they relate to fire.

Trends and Uncertainties

(questions 11-13)

Identify societal or environmental changes or trends could affect wildland fire in the region.

Identify challenges in wildland fire management are created or compounded by lack of knowledge or understanding?

National Goals Regional Objectives

Restore and Maintain Landscapes

Landscapes across all jurisdictions are resilient to fire-related disturbances in accordance with management objectives.

National Outcome-based Performance Measure:

- Risk to landscapes is diminished

Identify Regional Goal(s) for the National Goal and Objective(s).

Regional Goal 1:

Objective 1.1:

Objective 1.2:

Objective 1.3:

Regional Goal 2:

Objective 2.1:

Objective 2.2:

Objective 2.3:

Etc...

Identify the actions and activities for each objective (i.e. Full Objectives Hierarchy). When possible, identify who will do what, when and where for each action.

Regional Goal 1:

Objective 1.1:

Action/Activity 1.1.1:

Action/Activity 1.1.2:

Action/Activity 1.1.3:

Etc....

Regional Goal 2:

Objective 2.1:

Action/Activity 2.1.1:

Action/Activity 2.1.2:

Action/Activity 2.1.3:
Etc.....

Fire Adapted Communities

Human populations and infrastructure can withstand a wildfire without loss of life and property

National Outcome-based Performance Measures:

- Risk of wildfire impacts to communities is diminished
- Individuals and communities accept and act upon their responsibility to prepare their properties for wildfire.
- Jurisdictions assess level of risk and establish roles and responsibilities for mitigating both the threat and the consequences of wildfire.
- Effectiveness of mitigation activities is monitored, collected and shared.

Identify Regional Goal(s) for the National Goal and Objective(s).

Regional Goal 1:

Objective 1.1:

Objective 1.2:

Objective 1.3:

Regional Goal 2:

Objective 2.1:

Objective 2.2:

Objective 2.3:

Etc.....

Identify the actions and activities for each objective (i.e. Full Objectives Hierarchy). When possible, identify who will do what, when and where for each action.

Regional Goal 1:

Objective 1.1:

Action/Activity 1.1.1:

Action/Activity 1.1.2:

Action/Activity 1.1.3:

Etc.....

Regional Goal 1:

Objective 1.2:

Action/Activity 1.2.1:

Action/Activity 1.2.2:

Action/Activity 1.2.3:

Regional Goal 2:

Objective 2.1:

Action/Activity 2.1.1:

Action/Activity 2.1.2:

Action/Activity 2.1.3:

Etc.....

Wildfire Response

All jurisdictions participate in making and implementing safe, effective, efficient risk-based wildfire management decisions.

National Outcome-based Performance Measures:

- Injuries and loss of life to the public and firefighters are diminished
- Response to shared-jurisdiction wildfire is efficient and effective.
- Pre-fire multi-jurisdictional planning occurs

Identify Regional Goal(s) for the National Goal and Objective(s).

Regional Goal 1:

Objective 1.1:

Objective 1.2:

Objective 1.3:

Regional Goal 2:

Objective 2.1:

Objective 2.2:

Objective 2.3:

Etc....

Identify the actions and activities for each objective (i.e. Full Objectives Hierarchy). When possible, identify who will do what, when and where for each action.

Regional Goal 1:

Objective 1.1:

Action/Activity 1.1.1:

Action/Activity 1.1.2:

Regional Goal 1:

Objective 1.2:

Action/Activity 1.2.1:

Action/Activity 1.2.2:

Regional Goal 1:

Objective 1.3:

Action/Activity 1.3.1:

Action/Activity 1.3.2:

Action/Activity 1.3.3:

Action/Activity 1.3.4:

Regional Goal 2:

Objective 2.1:

Action/Activity 2.1.1:

Action/Activity 2.1.2:

Action/Activity 2.1.3:

Alternatives

(questions 23-26)

Identify Potential Alternatives that Maximize Achievement of Regional Objectives and National Goals

Measures for Success

(questions 20-21)

Conclusions

This section is not a recap of the report (that was done in the Executive Summary). Instead, it will discuss significant findings and how the regions goals, objectives, actions and activities will reduce fire risk in the region and contribute to achieving the national goals and objectives.

Appendix 1 – Acronym List

Appendix 2: List of CRAFT Questions

Appendix 3 – List of RSC, Working Group and support staff for the region

Appendix 4 – Maps



Proposal

Date: July 12, 2011

Subcommittee: CSSC

Description of Issue or Assignment:

Cohesive Strategy Report Template to be used in each of the regions.

Discussion of Proposed Recommendation(s):

The CSSC recommends that WFEC approve the format of the attached standard report template that will be used by each of the regions as they develop their CS Regional Assessments. The template is designed to allow the regions flexibility to tell their story while also ensuring that all of the necessary information is included from each region. This will facilitate completion of Phase III and make it easier for WFEC to assimilate the three regional assessments into one report.

Identify Considerations:

See Discussion of Proposed Recommendations

Rationale for Recommendation(s):

See Discussion of Proposed Recommendations

Recommendation(s):

The CSSC recommends that WFEC approve the template to be used by each of the regions and in pulling together the final report for Phase II.

Decision Method used:

- Subcommittee Consensus
- Modified Consensus (explain, i.e. majority, super-majority)
- Chair Decision

Contact Information:

Sandy Cantler: 202-205-1512



Proposal

WFEC Decision:

- WFEC Approves
- WFEC Approves with Modifications (not required to resubmit for WFEC approval)
- Need More Information (required to come back to WFEC for approval)
- WFEC Does Not Approve

Roy Johnson, DFO

Date

Notes regarding decision:

The Cohesive Strategy Report Template has not been vetted through the Regional Strategy Committees or through the National Science and Analysis Team.

Some questions were identified that should be addressed as the template is being reviewed:

1. Is the information available that is necessary to create a quality final report?
2. Is the information that will be included sufficient to make Phase 3 successful?
3. Is the information presented in a way that supports the creation of other communication material?
4. Is the information available for our different audiences?

Mary Jacobs has volunteered to participate with the Communications Staff.

The proposed template is not ready for approval by WFEC at this time. The template will be sent to the Regional Strategy Committees and the National Science and Analysis Team for review and comment. The CSSC will make any required modifications to the template and bring the proposal back to the WFEC on August 5, 2011.



Proposal

Date: July 12, 2011

Subcommittee: CSSC

Description of Issue or Assignment:

Cohesive Strategy Report Template to be used in each of the regions.

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The CSSC recommends that WFEC approve the format of the attached standard report template that will be used by each of the regions as they develop their CS Regional Assessments. The template is designed to allow the regions flexibility to tell their story while also ensuring that all of the necessary information is included from each region. This will facilitate completion of Phase III and make it easier for WFEC to assimilate the three regional assessments into one report.

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Decision Method used:

- Subcommittee Consensus
- Modified Consensus (explain, i.e. majority, super-majority)
- Chair Decision

Contact Information:

Sandy Cantler: 202-205-1512



Proposal

WFEC Decision:

- WFEC Approves
- WFEC Approves with Modifications (not required to resubmit for WFEC approval)
- Need More Information (required to come back to WFEC for approval)
- WFEC Does Not Approve

Roy Johnson, DFO

Date

Notes regarding decision:

Wildland Fire Management Cohesive Strategy – Northeast Region
CRAFT Planning Questions
Internal Working Draft Document – July 7, 2011

Situation and Context

1. What is the National Wildland Fire Management Cohesive Strategy (Cohesive Strategy)?

The National Wildland Fire Management Cohesive Strategy is an effort on behalf of Federal, state, local and Tribal governments and non-governmental organizations to collaboratively address growing wildfire problems in the U.S.

The Cohesive Strategy takes a national, collaborative approach to addressing wildland fire across all lands and jurisdictions. The Cohesive Strategy is being developed with input from wildland fire organizations, land managers and policy-making officials representing all levels of governmental and non-governmental organizations. All stakeholders involved with wildfire management have come together to develop a truly shared, national strategy. This holistic approach to wildland fire management will encourage further dialogue between local communities and national policymakers.

The strategy will provide clear guidance on roles and responsibilities for all wildland fire protection entities. It also emphasizes how effective partnerships, with shared responsibility among stakeholders in the wildland fire community, will help maintain and restore landscapes, promote fire-adapted communities, and improve fire response.

The Cohesive Strategy is defined by three phases, allowing stakeholders to both systematically and thoroughly develop a dynamic approach to planning for, responding to, and recovering from a wildland fire incident.

The three phases include:

1. Phase I: National Cohesive Wildland Fire Management Strategy (completed)
2. Phase II: Development of Regional Assessments and Strategies (in progress)
3. Phase III: National Trade-Off Analysis and Execution (future)

2. What are the primary overarching goals of the Cohesive Strategy?

The Cohesive Strategy will address the nation's wildfire problems by focusing on three key areas:

1. Restore and Maintain Landscapes – Landscapes across all jurisdictions are resilient to disturbances in accordance with management objectives.
2. Fire Adapted Communities – Human populations and infrastructure can survive a wildland fire. Communities can assess the level of wildfire risk to their communities and share responsibility for mitigating both the threat and the consequences.
3. Response to Fire – All jurisdictions participate in making and implementing safe, effective, efficient risk-based wildland fire management decisions.

3. What is the specific role of regional efforts in the Cohesive Strategy?

NOTE: This is an internal working draft – dated July 7 – for your review prior to developing an initial draft report. Feedback or questions, contact Maureen Brooks at mtbrooks@fs.fed.us by July 15th.

Wildland Fire Management Cohesive Strategy – Northeast Region

CRAFT Planning Questions

Internal Working Draft Document – July 7, 2011

The entire Cohesive Strategy effort builds on the successes of the National Fire Plan and other foundational documents, including the 10-Year Comprehensive Strategy and Implementation Plan, Quadrennial Fire Review 2009, A Call to Action, Wildland Fire Protection and Response in the United States, the Responsibilities, Authorities and Roles of Federal, State, Local and Tribal Government (Missions Report), and Mutual Expectations for Preparedness and Suppression in the Interface.

A core principle of the Cohesive Strategy is to rely on local and regional knowledge and insights throughout each Phase and process. Therefore, local and regional assessments, plans, policies, knowledge and insights are basic building blocks for completing Phase II: Regional Assessments and Strategies.

This effort, completed regionally in the NE, articulates context, values, goals, objectives, actions and performance measures in the region. The NE Regional Strategy Committee (RSC) and NE Working Group more specifically identified several important needs and roles to guide the development of the assessment. The NE Assessment will address the:

- Implementation of our programs collectively to align and deliver the strategies which are complementary to one another
- Collaboration that is necessary to ensure consistent implementation of programs.
- Identification of local issues that can be addressed at a regional/sub-regional scale
- Leveraging of authorities to address barriers using collective interest
- Outreach, engagement, and change with otherwise difficult to reach constituents, stakeholders, and groups (for example the insurance industry).
- Support for locally driven changes in policy, procedure and/or practice (for example county zoning)
- Identification of the context and attributes that make the NE unique. Conceptual models to illustrate relationships and conduct analysis can then be designed to appropriately account for this uniqueness.
- Need for empowerment for each other; this effort should empower high-risk counties and help with community resilience.
- Identification of alternative and different ways of meeting goals and getting results (i.e. look at different ways to accomplish the same outcome)
- Uniqueness of suppression capacity and response in the NE, which need to be designed collectively.
- Identification of high priority goals and objectives which are otherwise below radar screen of high governance bodies such as the Wildland Fire Leadership Council (WFLC). This effort should be a conduit for elevating these issues and proposing solutions.
- Interaction needed with various governance and fire community groups, as well as providing influence to decisions made at the different governance levels (i.e. WFLC, WFEC, GACC, NWGC, State compacts, District Rangers).

4. What do you hope to accomplish with this specific workshop?

2

NOTE: This is an internal working draft – dated July 7 – for your review prior to developing an initial draft report. Feedback or questions, contact Maureen Brooks at mtbrooks@fs.fed.us by July 15th.

Wildland Fire Management Cohesive Strategy – Northeast Region

CRAFT Planning Questions

Internal Working Draft Document – July 7, 2011

The NE Working Group Workshop was conducted June 27-29 in Baltimore, MD. The purpose of this Workshop was to discuss and develop an initial draft of the NE Region's Assessment to articulate regional values, goals, objectives, and actions/activities. The Workshop participants additionally identified the following to accomplish as part of the regional assessment process:

- Develop an initial draft of regional values, goals, objectives, and a portfolio of actions and activities.
- Identify missing pieces/gaps in the assessment discussion and responses
- Identify responsible person or group to research gaps in information, data, or input
- Identify administrative barriers (i.e. MIFMA, contract law, etc)
- Improve RSC and Working Group knowledge (including expectations) through dialogue
- Articulate the importance of use of fire for forest health restoration throughout the assessment; the need to support the key areas and communities identified; and defining risk to include loss of ecosystem services through stand conversion
- Develop coherent and consistent messages for everyone to use with stakeholders during outreach
- Raise public awareness about fire and land resources

Regional description:

The Northeast Region as defined for the National Cohesive Wildland Fire Management Strategy, encompasses 20 Midwestern and Northeastern States and the District of Columbia. The 20 States comprise the most densely populated region of the nation, home for more than 41 percent of Americans . Balancing the needs of society with the protection and management of natural resources, can create difficult sustainability issues.

This Region promotes collaboration and partnerships; Local, state, federal, and state agencies, Tribal governments, and public and private organizations, universities and research, work together to influence the wise management, protection, and sustainable use of urban and rural natural resources. Local fire departments are key partners in wildfire suppression and are the first and sole responders to many fires in the region. These partnerships help sustain resources, provide jobs and economic opportunities, enhance air and water quality, protect communities, and contribute to people's quality of life and relationship with the environment . In addition the Region shares an international border with Canada, and several provinces are wildland fire management partners through agreements and fire compacts.

Lands are owned and held in stewardship by a diversity of individuals, tribes, industry, organizations, and local, state and federal agencies. Public lands are often isolated among other land uses. Ownership patterns are complex, with many small holdings providing for a diverse range of objectives. Some states have large tracts of state, county and federal public managed areas, while other states have isolated undeveloped and natural lands. Overall public lands are the minority of acres held in stewardship, most are privately owned. Human developments and

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infrastructure can be concentrated or sparse in a small area, leading to the emergency services and protection for a wide range of needs. There are many miles of roads in the northeast, access is usually not limited. This mix of ownerships and the inherent expectation for undeveloped land to meet ecosystem services such as healthy natural areas, clean water, clean air, and many recreational opportunities, creates many challenges while providing tremendous opportunities for collaboration.

The Resources

More than 40 percent (170 million acres) of the 413 million acres of land in the Northeast Region is forest. Most of the forest land is privately owned (76%) versus 24 percent which is publicly owned. The region is both the most forested and the most populated. In addition, across the region, approximately 350 acres of forest land is being lost each day; according to Forest Inventory and Analysis (FIA) reports. This loss is expected to accelerate over the next 30 years to nearly 900 acres per day. Increasing parcelization of forest land creates

The region is comprised of diverse ecotypes; from prairie to pine, hardwoods to boreal forests, from coastal wetlands to mountains. Fire has played an important role whether human or naturally ignited, to shape the ecosystems of the Northeast. The land varies from the great lake states where glacial geomorphology determines distribution of fire regime ecosystems because of available water in the soil; to New England where topography and elevation plays into influencing the fire regimes. The southern area of the region is more similar to the northern part of the Southeast Region, where weather and vegetation combine to be flammable for a longer period of the year.

Land use patterns have greatly affected ecosystem function. Agriculture and fragmentation have created many isolated and small remnants of once vast ecosystems like the prairie. Fire regimes have been altered by taking fire off the land. Great wildfires in history caused fear, and public policy was created to suppress all fires. Urban expansion, many small holdings, and diverse objectives create challenges, like increased risks and costs, to put fire back on the land.

The People

Census projections show a steady increase in population and urban expansion in the Northeast. Expanding urbanization increases the risk to ecosystem health from wildland fire and invasive species. Accelerated conversion of wildlands and open space through development and fragmentation threatens ecological function which in turn reduces ecosystem services.

There is a segment of the population disconnected from the land. This can lead to expectations on management of natural areas like protection that don't include natural processes like fire.

Increasing dependence on government provided safety nets like fire protection. Shared responsibility for wildfire protection is not universal. Land/home owner wildfire awareness programs where used have been highly successful, but programs like Firewise are not wide spread. Even in areas that experience wildfire regularly, widespread understanding of the risks from wildfire are not always apparent.

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Wildland Fire

There is a perception that there are no wildfire issues in the Northeast. Yet small and large wildfires damage or destroy primary and secondary homes, infrastructure, and resources annually. On average, more than 17,000 wildfires burn nearly 160,000 acres each year. Annually fire season intensifies in the spring prior to green up and again in the autumn with leaf fall and curing of grasses. Summer brings seasonal drought in areas with shallow or droughty soil, causing fire risk to be elevated. Due to climate, soil, vegetation and land use patterns, wildfire risk can change quickly across the landscape of the Northeast Region. Wildfires may be small in size but numerous and occur in bursts throughout the fire seasons. Episodes of ignitions can saturate the landscape and overwhelm the capacity of fire organizations quickly. Wildfires are generally fast moving and often are controlled within a single burning period.

Wildfire response is swift and aggressive with a reliance on equipment and aircraft. The many miles of roads provide vehicle access for emergency response. Aircraft is used in those areas where access is limited. Large destructive wildfires occur infrequently when compared to other areas of the country. Homes and infrastructure are lost or damaged on small fires as well as large wildfires not only in forests but in non forested areas too.

State forest fire programs are reinforced through forest fire compacts between the states. Established under the Weeks Law and other specific legislation enacted by Congress, state forest fire compacts reduce wildfire suppression costs for local, state and Federal jurisdictions by allowing states to share personnel and equipment and by minimizing the fire fighting burden on any single state during periods of high fire occurrence. There are four state forest fire compacts within the Northeast Region:

- Northeast Forest Fire Protection Compact – States of NY, CT, MA, VT, NH, ME and RI; New England National Forests; and the Canadian Provinces of Quebec, New Brunswick, Newfoundland Labrador and Nova Scotia
- Middle Atlantic Forest Fire Compact – States of DE, NJ, MD, OH, WV, VA and PA
- Big Rivers Forest Fire Management Compact – States of MO, IN, IO, and IL
- Great Lakes Forest Fire Compact – States of MI, WI, and MN; and the Canadian Provinces of Manitoba and Ontario

Humans cause most of the wildfires in the Northeast. Lightning caused fires do occur, and in a few areas can be managed to meet ecosystem objectives. Smoke, whether from wildfires or from prescribed fires, have similar impacts in the Northeast. Smoke threatens health and safety and the public tolerance seems to be getting less in many areas.

Guidelines

5. What general policies, regulations or laws govern wildland fire management in your area, agency or organization?

The NE has many policies, regulations and laws that govern wildland fire management. This is a listing of several; however the list is neither exhaustive nor inclusive of all federal, state, local and tribal considerations.

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- Federal Wildland Fire Management Policy 1995/2001
- Guidance for Implementation of the Federal Wildland Fire Management Policy – Feb 2009
- DOI Wildland Fire Management Policy
- BIA Fire Management Policy, Indian Affairs Manual, Part 90, Chapter 1
- Cooperative Forestry Assistance Act of 1990
- National Park Service Management Policies, Director’s Order #18
- Healthy Forests Restoration Act
- Clean Air Act – and state level smoke management programs or plans and regulations
- NEPA
- Forest Service Manual direction – 5100 and 5700 as well as Handbook direction, regional supplements
- Eastern Area Mobilization Guide
- Fire Compacts – Northeast, Mid-Atlantic, Big Rivers, Great Lakes
- State Forest Action Plans
- Master Interagency Fire Management Agreement
- State Cooperative Agreements and Annual Operating Plans
- Land and Resource Management Plans (L/RMP)
- Fire Management Plans (FMPs) – federal, state, and local
- Intra-agency agreements – ie, sharing resources
- State Emergency Plans – ie, response, mitigation, mutual aid
- TNC agreements – ie, prescribed fire, training
- Community Wildfire Protection Plans
- Disaster Mitigation Act of 2000
- Wilderness Act
- Federal Land Policy and Management Act (FLPMA)
- State Fire Assistance/Volunteer Fire Assistance Programs
- Federal Excess Personal Property and Firefighter Property Program
- Food, Conservation, and Energy act of 1990
- Omnibus Public Land Management Act of 2009
- Wyden Amendment
- Federal Land Assistance, Management and Enhancement Act (FLAME)
- Agreements between state, local and federal agencies for suppression on federal lands, including Department of Defense (DOD) installations.
- Tribal Governments
 - o Prevention Ordinances
 - o Tribal Resolutions regarding culturally sensitive areas
- EPA Smoke Management Guide
- Endangered Species Act
- State Regulations, Statutes
- County and local laws and regulations, and statutory responsibilities
- Federal agency allocation procedures
- Federal agency performance measures

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6. Which of these, if any, have created conflicts among agencies and across lands? Which of these have helped create effective collaboration across different agencies? Explain briefly.

Conflicting Policies, Regulations, Laws, and Programs

- Smoke management plans – restricts prescribed burning, either seasonally, volume (acres) or amount per day
- Clean Air Act – EPA changes to parameters of NAASQS which enlarge areas considered to be in non-attainment for some pollutants associated with smoke
- NEPA –
 - o Lack of understanding and overcoming the appearance of NEPA as a burdensome process;
 - o lack of common understanding or reluctance for collaborative environmental planning; acceptance of affects/analyses from other professionals;
 - o engagement at the designing for more cohesive project formulation and analyses; and lack of common priority areas.
- Land Management Plans (LMPs) –
 - o Some set the tone for full suppression response on all fires; some are not updated with the 2009 Guidance for Implementation of the Federal Wildland Fire Management Policy;
 - o some have no analyses to amend LMPs;
 - o some have conflicts among internal programs due to conflicting standards or interpretation of standards
- State Fire Protection –
 - o Some internal division and conflict exists;
 - o The protection responsibilities, ecosystem management and prescribed burning areas are in separate divisions
- Agency program policy/direction – Creating conflicting standards, for example protect/enhance soil productivity, while restoring fire dependent ecosystems.
- Managing natural ignitions, use of wildland fire for resource benefits –
 - o Internal and external conflict;
 - o Statutory responsibilities for fire suppression on non-fed land vs. using fire for resource benefits on fed land.
- Wildfire response strategies and tactics – Creates conflict arising from interpretation of statutes, policies, etc.
- Endangered Species Act (ESA) and other legislation related to species management, which do not include the fire management as a tool.
- Protected water supplies and/or watersheds in certain forests and areas may be limit the use of certain (or any) fire suppression tactics .
- Firefighting expectations of the Office of Management and Budget (OMB) and the General Accounting Office (GAO) as well as our own agency missions – There is an expectation that all of our funding is spent in the wildland urban interface (WUI), yet we have an agency mission to protect habit. Agencies and managers are often trying to choose one over the other. Performance measures and allocation system serves as disincentives to some of these models.

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- The federal budget system doesn't account for blow-down events (boundary waters, etc). This conflict in the budget allocation system is unique to the NE.
- Independent identity of individual agencies can create an 'agency ego' mentality. The conflict can become that agencies and organizations defend what they have (resources, funding, decision-space, responsibilities, etc.), which is not serving the public well.
- Inter-agency and intra-agency responsibilities (turf) issues.
- Multiple-use and multiple expectations on how to manage the land inherently creates conflicts, such as managing natural ignitions and fire use, versus recreational use.
- Public perception and politics may shift current policy or procedure which is working.
- [Suppression] Qualification standards between federal, state, tribal, and local – Different standards inherently creates conflict.
- State statute for full suppression –
- Creates conflict with the need for fire on the landscape;
- Creates issues with liabilities, such as if a state does not go full suppression and the fire goes into the community
- Perception of commodity loss – Fire programs in particular tend to have a lot of issues with this.
- Authority to be engaged in what we should related to all-risk. The Stafford Act clarified and enabled some things, if you don't have a presidential declaration to act then there are barriers. Adequate authorities do not exist to effectively respond or assist in all-hazard. We need to clarify, capability issues, and allow greater flexibility (e.g. if an crew from within one state is required, teams must be reformed to respond).
- Timeline issues in regard to fire response – This can create finger-pointing where the question is posed such as 'why didn't you respond quicker' etc.
- Decisions are mostly made independently by agency or organization – This creates conflict in sharing resources, meeting multiple objectives, and efficiencies and effectiveness for the landscape or region as a whole
 - o Higher level of collaboration or recognition of priorities or emerging issues is needed;
 - o Don't have Multi-agency Coordination (MAC) process;
 - o Areas with large fires are isolated geographically and rest of geographic area doesn't identify with emergency response in-house (size of geographic area)
- VFD responsibilities – Volunteers have other jobs and workloads; therefore it can be hard to mandate their participation in training and adherence to standards.
- Prescribed fire reduces risk for forest health but may create risk for safety and public health – Firefighter safety, prescribed fires which get away, and smoke issues.
- Zoning, land use, local laws –
 - o Using fire for ecosystem management;
 - o No control of where development occurs;
 - o No equitable input on development;
- Roles and Responsibilities – Private owner responsibilities vs. government
- Litigation and settlement – Impedes ability to do work on the ground, manage timber, vegetation management/smoke

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- Greater limits on the range of implementable actions in some areas – Some areas are under scrutiny and/or do not have public support to undertake actions necessary for restoration and risk reduction (some of this may also stem from the high risk/cost of litigation in the area and national litigation (e.g. fire retardant in a few NF).

Effective Policies, Regulations, Laws, and Programs

- Proximity of Agency Units has enhanced cooperation, allowed for shared positions (e.g. FMOs) and efficient use of resources
- The Federal Wildland Fire Policy creates the platform upon which each federal agency can refine for the given issues and environments across their region and have common framework and policy where applicable
- Community Wildfire Protection Plans
- Compacts – Effective and efficient interagency training
- State-specific prescribed fire law – Some interaction is fostered by these laws though organizations may have different interests/stakes in the law, everyone benefits. Pennsylvania, Illinois, Michigan, NJ- Prescribed Fire Law provided interaction with TNC and other state agencies (Prescribed Fire Councils, JFP Consortia)
- Steven's Act – allows for treatment on across jurisdictions on private land.
- Great Lakes compact's new Michigan Interagency Agreement – has created huge steps forward for all agencies in state of Michigan.

Values

7. What broad societal and environmental values have been associated with fire in this region?

There are many societal and environmental values identified in the NE. These values have been characterized under five themes: Public and Firefighter Safety; Land and Resources, Including the Ecosystem Services; Protection of Private Property and Investment; Willingness to Collaborate and Create Partnerships Across Jurisdictions; and Changing Public Perception.

Public and Firefighter Safety

- a. Protection of life and property
- b. Capacity (personnel, funding, equipment, training) to provide quick and efficient suppression of unwanted fires.
- c. Sense of personal safety – having a local company and local connection
- d. Local fire company/local connection
- e. Addressing significant public safety issues associated with subsistence lifestyles and environmental justice considerations.
- f. Protection of isolated and older properties that are of lower value
- g. Protecting properties that are second homes
- h. Homeowner/community responsibility for defensible space – taking personal responsibility for defensible space in the context of a community

Land and Resources, Including the Ecosystem Services

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- i. Recreational use of land (hiking, campgrounds, ATV, hunting)
- j. Private experience in nature/retreat/personal benefit (both private and public lands)
- k. Non-consumptive uses- bird watching/wildlife
- l. Some are publics and stakeholders are protection-oriented (property is an investment)
- m. Carbon tradeoff, carbon sequestration/sink
- n. Abundant opportunity for outdoor recreation
- o. Air quality - many urban and suburban areas in NE
- p. Water quality
- q. Aesthetics of forest landscape
- r. Protection of sensitive and/or unique natural resources, such as uncommon natural communities, T&E species, etc.
- s. Quality of Life
- t. Lifestyle continuity
- u. Green issues
- v. Economic Values

Protection of Private Property and Investment

- Recognizing the importance of private landowners and respecting their rights
- Sustainable Communities
- Supporting forest products markets
- Protection of improvements and values within WUI
- Family use (generational) of property
- Small private woodland owners identify with retreat and wildlife
- Some small group are “restorationists” that operate on a smaller scale (sub-landscape)
- Public access to private property (e.g. places in ME, NH, VT, and WI allow access to private property unless posted, something unique to these areas in the NE but it also varies regionally).
- Protection of property values for tax base
- Some population defaulting to a subsistence lifestyle in recreation areas
- Environmental justice
- Economic-utilitarian forest values

Tribal and Cultural Values

- Protect and manage tribal trust assets
- Protect and help manage tribal lands/ownership
- History of people
- Preserve how fire helps manage ecosystems historically
- Informing people on historic use of fire/education
- Fire as a land management/cultural tool
- Firefighting is an economic benefit/highly regarded in communities/tribal council support (nationally)

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- Preserve the historical and cultural use of fire for tribes to manage their surroundings.
- Moral/spiritual ecosystem and forest values
- Fire management positions are important to tribal economies
- Timber value and timber protection are important to tribes
- Tribes accept and generally encourage timber management that in turn result in healthy forests
- Fire to enhance native plants and gathering type opportunity vs possible chemical treatments
- Learning from fire history and applying to current burn projects
- Public tribal outreach to inform and educate membership about the benefits of fire and fire programs
- Generational importance of firefighting as a profession. Fighting fire is a respected and desired profession.

Willingness to Collaborate and Create Partnerships Across Jurisdictions

- Being cost-effective
- Education of the public – sensitivity and trepidation by the general public to any fire in the wildlands
- Collaboration with all stakeholders
- Identifying and creating specific fire adapted communities

Changing Public Perception

- Need for education
- Increasing acceptance about how fire can be beneficial within some publics and stakeholders, such as non-consumptive use and recreational users; however this is not universal or uniform throughout the region.
- Changing the public perception that fire is bad for ecosystem and injures forests
- Lack of connection with fire (society has low understanding but high expectations)

8. Briefly characterize how each broad value relates to or is affected by fire.

Fire has the capacity to affect each and every value identified in the NE. Wildfire can destroy natural resources that support wood processors, recreation, contractors who support these industries, and other businesses. Wildfires can destroy the ability of Eastern forests to support life by destroying wildlife habitat, degrading streams and other water sources, eroding soils, and impacting air quality. Included below is a brief characterization of how the broad values in the NE relate to and are affected by fire.

Public and Firefighter Safety

While many of the fuel types in the NE may not experience extreme fire behavior on a regular interval such as certain areas of the West and South, firefighter fatalities have occurred in most NE states at some point in their history. Because extreme fire behavior is less common, it can create a sense of complacency on the parts of many firefighters, particularly local fire departments who may have never seen or experienced a significant fire in their respective community before. In addition to this challenge, homes, homeowners, and

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recreationalists are spread throughout the wildlands and also may be unaware of the wildfire risks. This can create a significant challenge in ensuring firefighter and public safety in the NE.

The NE has many urban and metro population areas as well as large expanses of urban sprawl and suburbia. Often these areas are located within or next to areas of significant wildland vegetation. The impacts of smoke from wildfires can create health concerns for susceptible populations and this also impacts the ability to use prescribed fire on the landscape. Unfortunately, some of these populated areas next to wildlands are the biggest concerns for WUI and should be treated.

Agencies and organizations responsible for wildland fire suppression in the NE are experiencing budget and resource reductions, which may thereby reduce capacity and abilities to address fire risk and/or suppress fires. Given the tendency for long intervals between significant fire events in the NE, it can be hard to justify a constant or specified level of funding and capacity. Fire managers in the NE have to address a perception that there is a lack of threat for large fires or catastrophic events, when in fact the threat may exist but in a more intermittent manner. Cost-effectiveness in managing wildland fire is as important now as it ever was. With reduced budgets and resources, organizations need to strive for cost-effectiveness while at the same time making sure firefighter and public safety is not compromised.

Land and Resources, Including the Ecosystem Services

The NE area contains a large portion of the country's population, and many of these residents use the wildlands for recreation such as hunting, fishing, camping, birdwatching, mountain-biking, hiking, leaf-peeping, etc. Many of the public parks, forests, and refuges in this area see a tremendous visitor count throughout the year. Impacts create by fire risk and fire management activities to trails, campgrounds, wildlife habitat, and temporary closures due to public safety, etc., can all negatively impact this recreational usage. Aesthetics has been recognized as an important value in the NE. As one example, people from around the world come to New England each autumn for the show of colors and is a substantial economic boon for several states. Having views obscured by smoke (wildfire or prescribed fire), hillsides with blackened slopes and dead snags, and other impacts to aesthetics are often not tolerated very well and create challenges for fire managers to balance aesthetic and recreation values with the need to conduct fuels reduction activities.

Forest product markets are important to the local and regional economies of many states in the NE. Protection of the forest resource to provide the raw materials is important, and vice-versa a robust forest products industry provides a cost-effective means of reducing fuel and performing treatments in certain fuel types.

In many parts of the NE the public water supply is from surface waters and maintaining high water quality standards is paramount. Protection of the forests and native vegetation within these watersheds is critical. Other impacts such as to fisheries and coldwater fish habitat are a concern. In some areas fire needs to be excluded to protect sensitive or unique resources,

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but in many cases the lack of fire has created a worse situation for unique natural areas. In some areas the natural vegetation is different than in the past due to fire exclusion, thereby altering the natural community.

Protection of Private Property and Investment

The NE is a heavily forested region containing several of the most densely forested states in the country (ME #1, NH #2, etc.). However, unlike the Western region, the vast majority of this forest is privately owned. The ability to manage fuels, determine access, apply a less-than-full suppression response to achieve ecological objectives, etc. has additional complications when the entity(s) responsible for fire management is often not the decision maker for managing that land. In addition, it must be recognized that the values and objectives of government land managers and fire managers may not be congruent with the values and objectives of that landowner, but the landowner's objectives must be respected.

Numerous communities and homes are located within the WUI of the northeast. Some of these areas are located within close proximity to large urban centers, such as the southern NJ pine barrens between Philadelphia and Atlantic City, Cape Cod, Long Island, NY, etc. This suburban sprawl into the wildlands creates additional chances for monetary losses and also additional chances for loss of life and firefighter safety concerns.

Public access to private property for recreation is a long-standing tradition in many parts of the northeast. Threat of fire, either through carelessness of visitors or from arson, can have a detrimental effect on a landowner's willingness to keep their property open.

Willingness to Collaborate and Create Partnerships Across Jurisdictions

The NE is a patchwork of jurisdictions and ownership, and often more than one agency may be involved in the management of wildland fire. Whether it's the state and a community fire department working together, the state and a federal agency working together, an NGO conducting a prescribed burn, or a homeowner concerned about the safety of their house in the WUI, this strategy will need to include many stakeholders at various levels and it will need buy-in by many parties in order to be successful.

Changing Public Perception

Wildland fire and fire return interval is not as common or frequent in most of the forests in the NE. This pattern has created a general lack of understanding and acceptance by the general public of fire, even prescribed fire used to benefit a resource.

9. What are the dominant common values or perspectives among agencies? What are the dominant conflicts among values or perspectives?

The dominant values in the NE are:

- Public and Firefighter Safety;
- Land and Resources, Including the Ecosystem Services;
- Protection of Private Property and Investment;
- Willingness to Collaborate and Create Partnerships Across Jurisdictions;
- Changing Public Perception

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10. Which of these conflicts are exceptionally difficult to address and why?

Each of these dominant values is difficult to address. A brief explanation is included in the response to question 8 above.

Uncertainties

11. What challenges in wildland fire management are created or compounded by lack of knowledge or understanding?

- Wildfire is a landscape-scale issue, but changes at the local level can make a difference. The public's and agencies' understanding of this difference in scale is important. Fire management programs function at a range of scales – from planning on the landscape level to implementation on the local level. Implementing treatments to mitigate hazards on public lands (municipal/county/state/federal) may take longer to implement than on private lands or in communities. This leads to the impression by people who live in communities bordering public lands that the public lands are not good models of wildfire mitigation. The people in these communities don't understand why they are being asked to take steps that are not occurring on adjacent land.
- The role of fire in ecosystems of the NE and the acceptance of fire (wild or prescribed) as a resource tool.
 - a. There is a lack of research regarding smoke and the highly dissected landscapes of the Eastern US. There is a lack of knowledge in the management of smoke in these landscapes which can cause problems in areas with WUI. Highways, hospitals, schools may be affected with low air quality.
 - b. Within the agencies, there is a lack of knowledge of fire effects and fire ecology. This can create obstacles to using fire if land managers do not understand the value and use of fire.
 - c. Effects of weather and drought influencing fire locally and on a larger scale. Assumptions that localized rainfall will reduce drought induced fire conditions are made due to lack of knowledge.
- The long-term viability of fire adapted systems. Fire can sometimes facilitate the spread of invasive plants.
- The potential for high-damage fires to occur in certain forest types of the NE. Due to typically long intervals between significant fire events and fire return frequency, many of today's populations in the NE have never experienced a large and destructive fire near their home. Certainly exceptions occur, but because large fires are not as frequent as in other parts of the country and because the fires typically burn in a matter of a few days versus weeks or months as in other parts of the country, much of the NE population doesn't see wildland fire as a significant threat. This creates complacency, a lack of motivation to make their home "firewise", harder to garner financial support for resources and capacity, etc. How future generations of citizens will support wildland fire management agencies in the NE is uncertain if we continue to have a good record of fire suppression and prevention and the threat is not considered real.

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- Ability to maintain capacity for suppression and readiness and public understanding of the dangers of fire when the frequency and occurrence of fires can have long intervals in between.
- Climate change - how it could impact fire frequency and occurrence. There is uncertainty about how fragmentation and climate change interact with fire and how policy will react to them.
- Forest fragmentation - With increasing fragmentation, it is difficult to prescribe burn in some systems as well as to know what is going to be the effect. Fragmentation on the landscape can limit the number of acres open to prescribed burning due to arrangement of fuel and smoke issues.
- Rare, threatened and endangered species – More research is needed on RTE species so that land managers can more accurately protect the species and use fire where appropriate. Burn windows may be established arbitrarily without the benefit of research to inform the decision. This can lead to an unnecessary reduction in the number of acres which are treated. Better understanding of habitat use, emergence/arrival, nesting, etc. would provide for better dates for improving habitat and protecting the species.
- The understanding of the social dynamic relative to the public's knowledge and support of wildfire issues in the Northeast Region. Managers may be working under knowledge which is obsolete, in patterns which are not helpful to agencies, and which may not reflect the public's knowledge accurately.
 - a. There can be a perception that the public lacks knowledge of the fire problems/issues in the NE. Then it follows that there is a lack of initiative on the public's part to take personal responsibility for mitigation.
 - b. Education and outreach is needed to combat the lack of knowledge
 - c. Action at the local level ie, Firewise activities, can spawn other action. Local involvement helps with education.
 - d. Perception at the political level – must inform the politicians about the issues also. This is a continual process.
- Within the wildland fire community there is a lack of acknowledgement of the fire issues in the Eastern US.
 - a. Fire reporting is an issue throughout the NE region. Without good consistent reporting it is hard to make a case for fire. The statistics for many wildland fires which are suppressed by the local fire departments are not represented in the wildland statistics.
 - b. Within the agencies, there is a lack of appreciation of the linkage between fuels and suppression dollars. The agency fuels management programs have been a great benefit to capacity and suppression issues. The funding for fuels programs as well as personnel are helping to maintain suppression and prescribed fire capacity. However, fuels funding is discretionary and can be reduced. These cuts have an adverse affect on suppression capacity.
 - c. The knowledge base and capacity within the wildland fire community is diminishing due to retirements, etc.

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- d. Fire management is or should be an integrated program with resource management.
 - Throughout the Northeast Region, local fire departments are often the first responders on wildland fires. Due to staffing levels at the federal and state levels, providing support which helps to maintain the capacity of local fire departments to respond to wildfires is vital. More than 13,554 local fire departments provide wildland fire protection support on public and private forests in the region.
12. What societal or environmental changes or trends could affect wildland fire?
 13. Briefly describe the uncertainties associated with these changes or trends that make them difficult to predict.

Social factors

- Increasing population and patterns of development. Population in the Northeast and Midwest will continue to grow, and urbanizing communities will expand into the adjacent forest land. Census projections for the Northeast and Midwest point to a steady increase in overall population. The vast majority of this growth will expand urban areas, often at the expense of forest land. By 2050, total population across the 20 states is expected to exceed 137 million (49), with a 133 percent increase in urban area (26, 27). Expanding urbanization increases the risk to forest health from wildland fire and invasive species. Accelerated forest conversion and fragmentation threatens ecological function. An increase in the amount of wildland urban interface will increase the complexity of fire management across the Northeast and Midwest. The expanding WUI may lead to bans on smoke production from prescribed burning for health reasons.
- Fewer number of people who will be familiar with wildland fire due to the successes of fire suppression in the NE in recent decades. Due to typically long intervals between significant fire events and fire return frequency, many of today's populations in the NE have never experienced a large and destructive fire near their home. Certainly exceptions occur, but because large fires are not as frequent as in other parts of the country and because the fires typically burn in a matter of a few days verses weeks or months as in other parts of the country, much of the NE population doesn't see wildland fire as a significant threat. This creates complacency, a lack of motivation to make their home "firewise", harder to garner financial support for resources and capacity, etc. How future generations of citizens will support wildland fire management agencies in the NE is uncertain if we continue to have a good record of fire suppression and prevention and the threat is not considered real.
- There will be a growing number of homeowners managing their property to mitigate fire risk. This may take longer to establish in the East, particularly the Northeast, where fires are shorter duration and so tend to get less overall attention – in the media, outreach prioritization, etc.

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- There will be a trend toward less automatic public reliance on fire manager directives during a wildfire in terms of what they should do. This is likely a combination of decreasing government budgets creating recognition that fire resources are unlikely to be there and so a sense of needing to take care of things themselves, and also democratization of information access which means less reliance on fire managers for directives (although official sources will continue to be the preferred source, people will not be content to wait for or depend on it.) A not small portion will choose to take an active role in defending their property. In other words most (but certainly not all) homeowners are shifting away from the traditional patriarchal model (fire agencies tell them what to do) to more of a partnership mentality. Fire agencies will take longer to (and some may not) make this shift from patriarchal to partnership model. This disjuncture will likely create conflicts and misunderstanding.

Economic factors

- Programmatic funding at all levels. The capacity of Federal government agencies to provide public services will decline as statutory obligations increase. In 2006, the Government Accountability Office (GAO) projected that within 30 years the cumulative cost of meeting statutory obligations of Medicare, Medicaid, Social Security, and interest on the national debt would equal the current total cost of government (15). The ability to sustain funding for most discretionary public services, including natural resource management, is doubtful. It will require that wildland fire agencies operate in cooperative, efficient models across the geographic area.
- Loss of infrastructure and timber industry capacity has diminished the ability to use the timber/forest management industry in a dual role for fuels management. With treatments needed to reduce the wildfire hazard to communities, there are opportunities to develop or enhance infrastructure to match the local product. There may be potential to link the source of sustained biomass/bioenergy/renewable energy demands for woody biomass with hazard mitigation.

Environmental factors

The conditions contributing to global climate change, if not diminished, will result in dramatic changes in forest landscapes. Considerable uncertainty exists with respect to the impacts of global climate change on the Eastern temperate forests of the United States. Most scenarios project initial increases in forest growth from CO₂ buildup, followed by increasing drought, pest infestation, and fire, by the middle of the 21st century. The potential exists for widespread ecological impacts on forest land of the Northeast and Midwest. Unknown are the effects on fire return cycles; forest sustainability; the spread of invasive plants; mortality due to forest pathogens and insects; and the number of species which may become threatened, endangered and sensitive.

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Mesiphication. The transition from fire-adapted ecosystems to those which will be extremely difficult to burn. The transformation is due to lack of anthropogenic wildland fire which has maintained the fire-adapted ecosystems since the ice age. The fuels produced by the encroaching mesic tree species is much less likely to burn. Society's increasing detachment from the land (e.g., The Last Child in the Woods) may lead to less interest in funding natural resource management resulting in less boots on the ground to implement a prescribed burn program.

Currently, the only entities with the ability to conduct prescribed fires are public agencies. These agencies manage less than 20% of the forested area in the NE region. Only a portion of that landscape can be managed by prescribed fire. There are not enough personnel or available burn windows to conduct the prescribed fires at a 10 year return interval. In the future, only a small portion of the landscape will represent historical ecosystems.

Air quality standards; expansion of non-attainment areas. Policies and regulations regarding air quality standards can affect the ability to conduct prescribed fire throughout the region.

Threatened, endangered, sensitive species. Interpretations of protection and habitat standards as well as the availability of research to understand life histories and the effects of fire is important to fire management programs.

Impact of natural disasters such as windstorms, ice storms, hurricanes, etc. on fuel conditions.

The ecological benefits of fire and fire mitigation will continue to be the dominant concern of the public, generally more than fire mitigation.

Goals and Objectives

Questions 14 through 18 are summarized in question 19, the development of an objectives hierarchy.

14. What broad management goals or priorities exist for this area that relate to wildland fire?
15. Are there more specific goals which are not explicit to wildland fire but may be related (ie. an historic site with preservation goals for a particular landscape, or a natural area managed for ecosystem process)?
16. How do your goals as stated above relate to the National goals of the Cohesive Strategy?
Are there additional goals that contribute to the broader national goals?
 1. Restoring and maintaining resilient landscapes (page 7)
 - 1.1
 - 1.2
 2. Creating fire adapted communities

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2.1

2.2

3. Wildfire Response

17. Which of the above are the highest priorities for completing this assessment and analysis?
18. For each priority goal, identify contributing objectives, and a range of actions and activities that could meet each objective.
19. Now finalize into an objectives hierarchy.

Restore and Maintain Landscapes

Goal: Landscapes across all jurisdictions are resilient to fire-related disturbances in accordance with management objectives

- 1. Acceptance of active resource management using tools such as prescribed fire or mechanical means to maintain and restore landscapes.**
 - 1.1. Use prescribed burning for ecosystem maintenance/restoration to control/eradicate invasive plants, improve wildlife habitat and prepare stands for regeneration.
 - 1.2. Promote the development and utilization of prescribed fire practices to achieve desired environmental and ecological resource management goals
 - 1.3. Support and improve wildfire management services
 - 1.4. Fire adapted landscapes and natural communities are restored and/or maintained through the use of prescribed fire and/or other management tools
 - 1.5. Citizens understand the need to actively manage public forests (thinning, prescribed fire, harvest, etc.) in order to improve and maintain their health and benefits
 - 1.6. Manage naturally ignited fires for resource benefit when appropriate
 - 1.7. Implement prescribed fire treatments that approximate the natural, ecological role of fire
- 2. Maximize public involvement in land management planning and project implementation from beginning to end.**
 - 2.1. Communication
 - 2.1.1. Design projects that achieve mutual benefits for stakeholders
 - 2.1.2. Create dialogue to find and understand mutual interests
 - 2.1.3. Build collaborative plans with the public ie, Community Wildfire Protection Plans
 - 2.2. Education
 - 2.2.1. Develop resource managements and prescribed fire educational resources for public and schools
 - 2.2.2. Educational outreach on benefits on resource practices
 - 2.2.3. Utilize TNC fire learning networks
 - 2.2.3.1. Enhance and include fire suppression in FLMs

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- 2.3. Incentives for private landowners to participate
 - 2.3.1. Cost share programs
 - 2.3.2. Small grant programs

- 3. Remove disincentives to collaborate in the performance measures and expectations of federal agencies (paradigm shift to share decision making)**
 - 3.1. Develop program of work and/or projects based on collective priorities
 - 3.2. Define priorities, objectives and performance measures
 - 3.3. Shift decision process and performance measures as federal agencies
 - 3.4. Full participation in federal, tribal, state and local interagency partnerships is maintained and expanded as needed

- 4. Maximize collaboration among other agencies, resource specialists in planning and design of projects**
 - 4.1. Need for organizational trust and follow-through in collaborations
 - 4.2. Explore/promote biomass markets
 - 4.2.1. To utilize products removed during mitigation treatments
 - 4.2.2. Develop consistent definition of biomass throughout Departments/Agencies to better utilize this resource
 - 4.2.3. Develop emission standards for small industry development
 - 4.3. Best available smoke management practices should be used to ensure that prescribed fire will not result in adverse effects on public health and safety, or visibility
 - 4.3.1. Identify smoke sensitive areas/individuals
 - 4.3.2. Use public service announcement
 - 4.3.3. Plan with specific wind directions in the burn plan
 - 4.3.4. Develop smoke drift pattern models
 - 4.3.5. Notify county dispatches
 - 4.4. Integrate fire planning into all resource management plans to ensure treatment objectives utilize fire in an appropriate manner from both ecological and resource protection standpoints.

- 5. Restoration of natural communities that benefit from periodic fire**
 - 5.1. Ensure organizational capacity to effectively put fire on the landscape
 - 5.2. Engage in landscape stewardship across multi-jurisdictions and ownership
 - 5.2.1. Engage the private landowners to accept responsibility and engage in landscape stewardship activities to improve conditions and mitigate risk.
 - 5.2.1.1. Certified burner training programs
 - 5.2.1.2. Liability legislation (ex State of Pennsylvania, Illinois)

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- 5.2.1.3. Maintain and restore fire adapted ecosystems by using appropriate tools and techniques in a manner that will provide sustainable, environmental, cultural and social benefits
- 5.2.1.4. Address increasing complexity of community protection due to the increasing population and housing density and expansion of the WUI.
- 5.2.1.5. Utilize the Firewise program
- 5.2.1.6. Building codes for nonflammable materials
- 5.2.1.7. Zoning laws that require defensible space prior to new development
- 5.2.1.8. Guide or information brochure for living in fire prone areas

6. Implementing a cost effective wildland fire management program

- 6.1. Actively manage landscape in an ecologically and scientifically sound manner.
- 6.2. Support fire education and prevention programs.
- 6.3. Identify cost effective strategies, tactics
- 6.4. Identify effective strategies that reduce firefighter exposure
- 6.5. Treat priority landscapes at risk (event driven and cost driven) from wildfire
 - 6.5.1. Develop collaborative approach to identify priority landscapes
 - 6.5.2. Work collaboratively with existing monitoring programs such as FIA or NRI to measure success of restoration and maintenance success

7. Forest Health and loss of ecosystems

- 7.1. Prioritize fire dependent ecosystems in NE (i.e. jackpine systems, oak, tall grass prairie, serpentine barrens, grasslands, savannahs, etc)
- 7.2. Need capacity to burn areas at high frequency (intervals) to accomplish goals of forest management areas
- 7.3. Stand conversion issues
- 7.4. Fire suppression has to be considered in ecosystem health
- 7.5. Create resilient forests
 - 7.5.1. Reintroduce fire
 - 7.5.2. Mechanical means
- 7.6. Address restoration at landscape scale
 - 7.6.1. Paradigm shift: aggregate projects/cumulative benefits
 - 7.6.2. Maximize positive cumulative impacts
 - 7.6.3. Address resistance from States, others for landscape burning
 - 7.6.4. Utilize existing assistance programs for activities on state and private land, agricultural extension (fund matching)

8. Science driven restoration

- 8.1. Use the best available science, as developed through research and monitoring, to apply to fire management planning and practices

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- 8.2. Need science to applying on multi-objective projects
- 8.3. Need for standardized fire effects monitoring (FFI FireMon integrated)
- 8.4. Research on broad ecosystem effects (connected objectives/species)

9. Invasive species and ecological resilience

- 9.1. Habitat based science is driven by fine filter rather than coarse filter needs
- 9.2. Insects, pathogens increase fire hazard, fuels (expand more here....)

10. Investment need based on fire risk

- 10.1. Fire risk based on ignitions in NE

Creating Fire-Adapted Communities

Goal: Human populations and infrastructure can withstand a wildfire without loss of life and property.

1. Protection of homes and other values in the WUI (consider both interface, intermixed, individual)

- 1.1. Identify and prioritize communities at risk of wildfire within the WUI
 - 1.1.1. Encourage property assessments with county and provide education and information resources to landowners
- 1.2. Minimize the impact of fires in the WUI through response of adequate number of appropriately trained personnel.
- 1.3. Acknowledge that wildfire is a landscape issue
- 1.4. Prevention of unwanted wildland fires
 - 1.4.1. Support wildfire prevention programs which include education and outreach to schools and communities
 - 1.4.2. Improve investigation, enforcement and prosecution of arson caused fires
 - 1.4.3. Enhance collaborative efforts with the law enforcement community
- 1.5. Education of public in the potential that exists in the NE states from wildfire
 - 1.5.1. Public acceptance of the use of prescribed fire as a resource management tool
 - 1.5.2. People in fire affected areas understand the benefits of fire
 - 1.5.3. Improve data collection and maintain a reliable risk assessment at the county level
- 1.6. Target high risk/drought impacted communities to implement fire education programs
- 1.7. Target dispersed land owners in areas of the highest risk (interface vs. intermixed)
- 1.8. Houses built or retrofitted to minimize fire risk
 - 1.8.1. Improve outreach to inform homeowners of specific actions they can take to make their structure more fire resistant and how the actions make them safer.

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Provide sufficient funding and staffing to allow for interactive dissemination of information.

- 1.8.2. Develop programs to work directly with builders, developers, and architects to understand how to and the benefits (selling points) of incorporating fire resistant materials/design into their work.
- 1.8.3. Develop programs to work directly with local planners to enact basic WUI building codes.
- 1.9. Vegetation on private property managed to reduce fire risk
 - 1.9.1. Continue and build on existing outreach efforts.
 - 1.9.1.1. Ensure materials include not just the how to but the how it is effective of the actions.
 - 1.9.1.2. Provide sufficient support, funding, and staffing to allow for interactive dissemination of information.
 - 1.9.1.3. Develop programs to work directly with landscapers and suppliers to understand how to and the benefits (selling points) of incorporating fire resistant vegetation and design into their work.
 - 1.9.1.4. Provide long-term support (chipping for instance) for vegetation disposal (so both new efforts and maintenance) for property owners with less than 5-10 acres.
 - 1.10. Vegetation on public land within and immediately adjacent to community has been managed to decrease fire risk.
 - 1.10.1. Agencies have necessary staffing and funds to accomplish in a timely manner.

2. Implementing a cost effective fire management program

- 2.1. Effectively mobilizing all levels of government to prepare communities
 - 2.1.1. Training
 - 2.1.2. Communications
 - 2.1.3. Pre-treatment (hazard mitigation, etc)
 - 2.1.4. Timely response to mitigate risk from changing conditions after a disaster (unusual fuel load)
 - 2.1.5. Zoning
- 2.2. Preparedness will be based on the most efficient level for meeting the community goals and objectives
- 2.3. Utilize prevention teams
- 2.4. Ensure regular communication and coordination within the regions fire response organizations on available resources, equipment and staff (i.e. inventory of what we have and opportunities that exist within the region and nationally).
- 2.5. Provide more funds to grant system for local equipment
- 2.6. Reinstigate Rural Fire Assistance or another program to provide that same level of support
- 2.7. Improve coordination among grant programs
 - 2.7.1. Educate people about grant programs

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- 2.8. Address infrastructure issues and degradation affecting communities and fire response (i.e. maintain roads, bridges, etc)
- 2.9. Improve the design of defensible infrastructure (i.e. unique to NE, such as utility corridors, pipelines, etc)
- 2.10. Cooperatively work across agencies and organizations to develop and implement hazardous fuels reduction projects that will reduce the risk of wildfire

3. Communities share responsibility for wildland fire preparedness and restoring and maintaining landscapes.

- 3.1. Change individual behaviors
 - 3.1.1. Insurance companies
 - 3.1.2. FireWise
 - 3.1.3. Website resources
 - 3.1.4. Provide no-cost, low-cost options for private landowner activities
 - 3.1.5. Use local fire departments and HOA's
- 3.2. Develop national agreement or grant program with NACO or other organizations to facilitate and conduct property assessments and education at the local level
- 3.3. Build disaster resistant perception into education for public and make people aware when they live in a fire prone, high-risk area
 - 3.3.1. Need consistent messaging to the public and local governments that fires are part of disaster response
 - 3.3.2. Cross messaging with other disaster preparation
 - 3.3.3. Public preparedness for fire needs to be same as preparedness for other natural disasters
 - 3.3.3.1. Issue red-flag warnings for fire
 - 3.3.4. Create greater connection and integrate the message of fire with other related resource programs (i.e. water quality protection groups, etc)
- 3.4. Understand social fire science, specifically the social and economic dimensions of fire and fuels management
- 3.5. Encourage and improve engagement of the community with regard to sharing responsibility for wildland fire issues and management.
 - 3.5.1. Non-community member stakeholders (government, business, or non-profit) see community members as partners in creating FAC
 - 3.5.1.1. Provide sufficient support, funding and staffing to allow for personnel to interact with community members and exchange perspectives
 - 3.5.1.2. Support creation and dissemination of data about public views to key personnel.
 - 3.5.1.3. Support for coordination across all relevant stakeholders

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- 3.6. Increase the capacity of communities to become more involved and engaged in planning, mitigation and education activities aimed at improving a community's preparedness for wildland fire.
 - 3.6.1. New structures/communities do not excessively exacerbate values at risk
 - 3.6.1.1. Work with local planners to understand benefits of including fire safe features in new development (building codes, siting, evacuation routes, etc) and specific restrictions when building in particularly dangerous locations.
4. Community members are prepared to pro-actively minimize negative outcomes if their community is threatened by a wildfire event.
 - 4.1. Personalized outreach has helped community members understand likely fire behavior (likely direction, potential speed of travel, etc) and likely fire response, including what it will and will not be able to do.
 - 4.2. Provide sufficient funding and staffing to allow for interactive dissemination of information.
 - 4.2.1. Relevant agencies have developed a clear evacuation plan should a wildfire occur and it has been practiced with the community.
 - 4.3. Agency personnel (fire, law, etc.) recognize and are prepared to work with diversity of responses during a fire
 - 4.4. Homeowners who plan to stay or may be at risk of not being able to evacuate in a timely manner have been given clear (and non-judgemental) information on actions that will improve their safety and that, at a minimum, do not obstruct and ideally enhance any firefighting efforts.

INTERNAL WORKING DRAFT - 7/11/11

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Wildfire Response

Goal: Ensure all jurisdictions participate in making and implementing safe, effective, efficient risk based wildfire management decisions

1. Ensure that wildfire leadership is collaborative, focused, coordinated, responsive and forward-looking

1.1. Strategic investments to reduce suppression investment needs

1.1.1. Prevention of unwanted wildland fires

1.1.1.1. Implement cause-focused fire prevention programs using collaboratively developed plans between agencies and communities

1.1.1.2. Increase investment in fire prevention programs within the wildland urban interface and fire prone areas

1.1.1.3. Increase investment in prevention effectiveness research

1.1.2. Fuels treatment strategies

1.1.3. Other preparedness planning, training/ qualifications

1.1.4. Increase and maintain fire protection agreements, compacts across jurisdictions

1.1.5. Re-engagement of non-fire leadership (i.e. State Foresters/Regional Directors)

1.1.6. Reconnection and re-engagement of fire-leadership at the local level

1.1.7. Detect fires early, while still small and easy to contain.

1.1.7.1. Maintain and improve as needed an effective fire detection program, such as towers, air patrols, citizen assistance, etc.

1.1.7.2. Educate and communicate with the public about reporting fires/smoke quickly, particularly on high fire danger days.

1.1.7.3. Investigate newer, alternative ways of fire detection, such as satellite or special cameras.

2. Maintain capacity to safely and effectively suppress fires when they do occur

2.1. Support university education of fire science to fire staff

2.1.1. Encourage fire leadership training and curriculum development

2.2. University trained graduates as recruitment

2.3. Build critical mass of workforce, bringing in young staff

2.4. Support regional forest fire Compacts for efficiency in training delivery and promoting resource sharing among agencies.

2.4.1. Utilize international Compact members (i.e. Canadian) resources through the use of Compacts

2.5. Support local fire departments as integral to the suppression of wildfires in all States.

2.5.1. Provide training, equipment, access to grants (PPE)

2.5.2. Encourage use of Federal excess property system

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- 2.6. Increase adherence to and support for qualifications reciprocity agreements (PACK test, PPE)
- 2.7. Sustain state and federal fire suppression capability
- 2.8. Develop flexible and mobile response capacity, given changing fire seasons, fuel events
 - 2.8.1. Shared service may be appropriate for some areas or units (don't need a crew at every unit due to variation in fire frequency and severity)
 - 2.8.2. Utilize and build Type 3 teams in States
 - 2.8.3. Use of fuels staff for interdisciplinary work and vice versa
 - 2.8.4. Use of staff in other areas/States (send where there is the greatest need)
 - 2.8.5. Create an incentive to reinstitute the militia
 - 2.8.6. Create cross agency positions
 - 2.8.7. All staff is knowledgeable and has a role in fire and emergency response
 - 2.8.7.1. Require basic training in fire
 - 2.8.8. Investment in fire succession planning
 - 2.8.8.1. Provide mentoring and shadowing programs
 - 2.8.9. Affirm and commit to or modify the performance based system (NWGC standards)
- 2.9. Assure utilization of work force in suppression capacity building
- 2.10. Implement a cost effective wildland fire management program
- 2.11. Expand the capacity of the geographic coordinating group/ MAC
- 2.12. Model preparedness considering a wide variety of needs across the region. Assess the need and align resources where workload is (Occurrence models are different and therefore require different investment)
 - 2.12.1. Identify workload
 - 2.12.2. Make decisions based on fire behavior in the long-term (i.e. drought)
 - 2.12.3. Increase geographic awareness (internal) of this workload and fire potential risk/resource need
 - 2.12.4. Evaluate and adopt system that is more effective (i.e. Canadian)
 - 2.12.5. Better use of NFDRS
 - 2.12.6. Recognize responsibility and maintain investment of NE resources as national resources
- 2.13. Cooperatively work with federal, tribal, state, and local agencies and non-governmental organizations to integrate fire prevention and suppression resources.

3. Provide for firefighter and public safety

3.1. Reduce fire fighter exposure to hazards

- 3.1.1. Improve defensible space and access (roads)
- 3.1.2. Mitigate hazards with proper PPE

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- 3.1.3. Maintain training, equipment
- 3.1.4. Conduct cost benefit analysis (i.e. when/how do we respond?)
- 3.1.5. Provide adequate communications before and during fire events
 - 3.1.5.1. Communication plans for local, state, federal, sectoral, tribal (contingency plans)
 - 3.1.5.2. Establish consistent infrastructure
 - 3.1.5.3. Address interoperability in radio communication
 - 3.1.5.3.1. Lines, frequency, digital vs. analog, no radios/equipment
 - 3.1.5.3.2. Improvement of communication with radio dispatch, local EMA
 - 3.1.5.4. Identify suppression strategy and tactic for areas with no reception
 - 3.1.5.5. Explore other options for communications and incorporate into communication plan

3.2. Reduce public exposure to hazards

- 3.2.1. Improve defensible space and access (roads)
- 3.2.2. Create community wildfire protection plans (CWPPs)
 - 3.2.2.1. Evacuation plans
 - 3.2.2.2. Coordinated response
 - 3.2.2.3. Disaster mitigation planning

4. Promote small landowner involvement and responsibility in risk reduction to land/infrastructure

- 4.1. External audiences understand the wildfire risk and threats which exist in the NE and support wildland fire programs. (1,2,3)
 - 4.1.1.1. Education
 - 4.1.1.1.1. Educate on the potential threats that exists in the NE so that they support fire management actions and act on their own to mitigate risk.
 - 4.1.1.2. Outreach
 - 4.1.1.3. Collaboration
- 4.2. Reduce the risk of wildland fire and contain human and financial costs of fighting them.

Measures for Success (Endpoints)

- 20. How do you or can you quantify management success in meeting the goals and objectives? Identify endpoints or performance measures that could be used to illustrate outcomes. For each endpoint, identify the spatial and temporal resolution and units of measure (e.g. dollars, acres, etc).

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21. What is the level of acceptability of these endpoints given the range of perspectives and values?

INTERNAL WORKING DRAFT - 7/7/11



Proposal

Date: July 15, 2011

Description of Issue or Assignment:

The National Cohesive Wildland Fire Management Strategy process lacks a communication strategy that provides a clear vision, process, outcome and a plan for how to communicate about the national strategy and engage people in the development of the strategy. The Regional Strategy Committees are proceeding to do public outreach without a common communication strategy or set of key themes. There has been little developed in the way of key, consistent messages for Phase III.

Discussion of Proposed Recommendation(s):

A communication strategy is needed to identify national level key themes that will provide guidance to the three Regional Strategy Committees as they proceed with public outreach in Phase II. The communication strategy will define a clear vision, process, outcome, and use of the communication strategy during Phase II and throughout Phase III.

National messaging for Phase II will address both the process, as well as how internal and external stakeholders and the public can obtain additional information and be involved. The communication strategy will address national-level guidance on engagement, involvement and input from stakeholders and the public. The strategy will identify the key national audiences for Phase II and help to target outreach to these audiences—both internal and external. The communication strategy will identify communications products and plans for the use of the products.

The communication strategy will develop key themes for use during Phase II and Phase III. Lessons learned from Phase II will be used to refine the communication strategy for Phase III.

Proposal:

WFEC will task the following individuals to develop a communication strategy for Phases II and III of the National Wildland Fire Management Cohesive Strategy.

1. Lead Coordinator Roberta D'Amico, Department of the Interior (NPS)
2. Judith Downing, USDA Forest Service
3. Shawn Stokes, International Association of Fire Chiefs (IAFC)
4. Sarah McCreary, National Association of State Foresters (NASF)

Identify Considerations:

The diversity of the groups involved in both Phase II and Phase III of the National Cohesive Wildland Fire Management Strategy process should be considered when identifying the members of the communications team.

As this is a national level communication strategy, developing national level messaging and procedures, WFEC should provide the appropriate oversight and support to ensure implementation of appropriate messaging and processes.

Rationale for Recommendation(s):

Without a national communication strategy, there is a high risk for potential conflicting messages and processes during the outreach period for Phase II and throughout Phase III.

Recommendation(s):

Recommend WFEC task an interagency communications group, with members from the Department of Interior, Forest Service, state and local government, to develop a communication strategy for Phase II and Phase III. The communication strategy will identify national level key themes and define a clear vision, process, outcome, and use for the communication strategy throughout Phase II and Phase III. The communication strategy will be refined as necessary to meet any specific needs of Phase III.

Contact Information:

Roy Johnson, Designated Federal Official, (208) 334-1550 or roy_johnson@ios.doi.gov

WFEC Decision:

- WFEC Approves
- WFEC Approves with Modifications (not required to resubmit for WFEC approval)
- Need More Information (required to come back to WFEC for approval)
- WFEC Does Not Approve

Roy Johnson, DFO

Date

Notes regarding decision:

The Communication staff will provide support directly to WFEC
Mary Jacobs will work with the group
Open to any other staff support
Patti Blankenship (USFA) will participate in providing communication support
Roy will develop a tasking for the communications staff to develop a communication plan/strategy and to develop a proposal for final Phase 2 deliverable editing



Proposal

Date: July 15, 2011

Description of Issue or Assignment:

The National Cohesive Wildland Fire Management Strategy process lacks a communication strategy that provides a clear vision, process, outcome and a plan for how to communicate about the national strategy and engage people in the development of the strategy. The Regional Strategy Committees are proceeding to do public outreach without a common communication strategy or set of key themes. There has been little developed in the way of key, consistent messages for Phase III.

Discussion of Proposed Recommendation(s):

A communication strategy is needed to identify national level key themes that will provide guidance to the three Regional Strategy Committees as they proceed with public outreach in Phase II. The communication strategy will define a clear vision, process, outcome, and use of the communication strategy during Phase II and throughout Phase III.

National messaging for Phase II will address both the process, as well as how internal and external stakeholders and the public can obtain additional information and be involved. The communication strategy will address national-level guidance on engagement, involvement and input from stakeholders and the public. The strategy will identify the key national audiences for Phase II and help to target outreach to these audiences—both internal and external. The communication strategy will identify communications products and plans for the use of the products.

The communication strategy will develop key themes for use during Phase II and Phase III. Lessons learned from Phase II will be used to refine the communication strategy for Phase III.

Proposal:

WFEC will task the following individuals to develop a communication strategy for Phases II and III of the National Wildland Fire Management Cohesive Strategy.

1. Lead Coordinator Roberta D'Amico, Department of the Interior (NPS)
2. Judith Downing, USDA Forest Service
3. Shawn Stokes, International Association of Fire Chiefs (IAFC)
4. Sarah McCreary, National Association of State Foresters (NASF)

Identify Considerations:

The diversity of the groups involved in both Phase II and Phase III of the National Cohesive Wildland Fire Management Strategy process should be considered when identifying the members of the communications team.

As this is a national level communication strategy, developing national level messaging and procedures, WFEC should provide the appropriate oversight and support to ensure implementation of appropriate messaging and processes.

Rationale for Recommendation(s):

Without a national communication strategy, there is a high risk for potential conflicting messages and processes during the outreach period for Phase II and throughout Phase III.

Recommendation(s):

Recommend WFEC task an interagency communications group, with members from the Department of Interior, Forest Service, state and local government, to develop a communication strategy for Phase II and Phase III. The communication strategy will identify national level key themes and define a clear vision, process, outcome, and use for the communication strategy throughout Phase II and Phase III. The communication strategy will be refined as necessary to meet any specific needs of Phase III.

Contact Information:

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WFEC Decision:

- WFEC Approves
- WFEC Approves with Modifications (not required to resubmit for WFEC approval)
- Need More Information (required to come back to WFEC for approval)
- WFEC Does Not Approve

Roy Johnson, DFO

Date