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Chapter 09

Fire Management Planning & Response

Policy

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

For complete interagency policy guidance see:

http://www.nwcg.gov/branches/ppm/fpc/archives/fire_policy/index.htm

Operational Use of Fire Management Plans

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

Concepts and Definitions

Land/Resource Management Plan

A document prepared with public participation and approved by the agency administrator that provides general guidance and direction for land and resource management activities for an administrative area. The L/RMP identifies ~~the~~ need for fire's role in a particular area and for a specific benefit. The objectives in the L/RMP provide the basis for the development of fire management objectives and the fire management program in the designated area. ~~(Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003)~~

Fire Management Plan

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

Purpose

Release Date: January 2010

09-1

1 The fire management planning process and requirements may differ among
2 agencies. However, for all agencies (Forest Service, Bureau of Indian Affairs,
3 Bureau of Land Management, Fish and Wildlife Service, and National Park
4 Service), a common purpose of a FMP is to provide decision support to aid
5 managers in making informed decisions on the appropriate management
6 ~~response (AMR)-responses to unplanned ignitions.~~ The FMP includes a concise
7 summary of information organized by fire management unit (FMU) or units.

8
9 In addition, for the Department of the Interior (DOI) agencies, the FMP contains
10 strategic and operational elements that describe how to manage applicable fire
11 program components such as: response to unplanned ignitions, hazardous fuels
12 and vegetation management, burned area emergency stabilization and
13 rehabilitation, prevention, community interactions and collaborative partnerships
14 roles, and monitoring and evaluation programs. ~~The Forest Service will have~~
15 ~~related information in separate fire management reference documents.~~

16
17 Each FMP will evolve over time as new information becomes available,
18 conditions change on the ground and changes are made to L/RMP. ~~(Interagency~~
19 ~~Fire Management Planning Template, 2007)~~

20
21 For an example of an FMP see *Interagency Fire Management Plan Template,*
22 *April 9, 2009 at <http://www.nwcg.gov/branches/ppm/ifpc/inex.htm>*

23 • *FS - An example FS FMP can be found at:*
24 *<http://fsweb.wo.fs.fed.us/fire/fmp/>*

25 26 **Fire Management Unit**

27 The primary purpose of developing Fire Management Units (FMU)s in fire
28 management planning is to assist in organizing information in complex
29 landscapes. The process of creating FMUs divides the landscape into smaller
30 geographic areas to more easily describe physical/biological/social
31 characteristics and frame associated planning guidance based on these
32 characteristics. ~~If possible,~~ FMUs should be developed through interagency
33 efforts and interactions to facilitate common fire management across boundaries.
34 ~~(See the *Interagency Fire Management Plan Template, September, 2007*)~~ *April*
35 *9, 2009.*

36
37 An FMU can be any land management area definable by objectives,
38 management constraints, topographic features, access, values to be protected,
39 political boundaries, fuel types, major fire regime groups, and so on, that set it
40 apart from the management characteristics of an adjacent FMU. The FMU may
41 have dominant management objectives and pre-selected strategies assigned to
42 accomplish these objectives. ~~(Interagency Strategy See *Guidance for the*~~
43 ~~*Implementation of Federal Wildland Fire Management Policy, June 2003*)~~
44 *February 2009.*

45 46 **Wildland Fire**

1 Wildland fire is a general term describing any non-structure fire that occurs in
2 the wildland. ~~Three~~Wildland fires are categorized into two distinct types of
3 wildland fire have been defined and include wildfire, wildland fire use, and:
4 • **Wildfires** - Unplanned ignitions or prescribed fire. (*Interagency*
5 *Strategy*fires that are declared wildfires. See *Guidance for the*
6 *Implementation of Federal Wildland Fire Management Policy, June*
7 *2003*)February 13, 2009.
8 • **Wildfire**— An unplanned, unwanted wildland fire including unauthorized
9 human caused fires, escaped wildland fire use events, escaped prescribed
10 fire projects, and all other wildland fires where the objective is to put the
11 fire out. (*Interagency Strategy*)**Prescribed Fires** - Planned ignitions. See
12 *Guidance for the Implementation of Federal Wildland Fire Management*
13 *Policy, June 2003*)February 13, 2009.

14 **Prescribed**

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17
18 **Response to Wildland Fire**— Any fire ignited by
19 Fire, as a critical natural process, will be integrated into land and resource
20 management ~~action~~plans and activities on a landscape scale, and across agency
21 boundaries. Response to meet specific objectives. (*Interagency*
22 *Strategy*wildland fires is based on ecological, social and legal consequences of
23 the fire. The appropriate response to the fire is dictated by:
24 • The circumstances under which a fire occurs
25 • The likely consequences to firefighter/public safety and welfare
26 • The natural/cultural resource values to be protected

27
28 See *Guidance for the Implementation of Federal Wildland Fire Management*
29 *Policy, June 2003*)February 13, 2009.

30 • **Wildland Fire Use (WPU)**— The application of the appropriate
31 management response to naturally ignited wildland fires to accomplish
32 specific resource management objectives in predefined designated areas
33 outlined in Fire Management Plans. Operational management is described
34 in the wildland fire implementation plan (WFIP). (*Interagency Strategy for*
35 *the Implementation of Federal Wildland Fire Management Policy, June*
36 *2003*)

37 38 **Appropriate Management Response**

39 Any specific action suitable to meet FMU objectives. Typically, the AMR
40 ranges across a spectrum of tactical operations (from monitoring to intensive
41 management actions). The AMR is developed by using FMU strategies and
42 objectives identified in the FMP. (*Interagency Strategy for the Implementation*
43 *of Federal Wildland Fire Management Policy, June 2003, p. 17*). AMR
44 encompasses all the response actions necessary to manage a wildfire or wildland
45 fire use event for the duration of the event. In implementing the AMR, the full
46 spectrum of tactical options, from monitoring a fire at a distance to intensive

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~~1 suppression actions are available to the fire manager. Beginning with the initial
2 response to any wildland fire, decisions will reflect the goal of using available
3 firefighting resources to manage the fire for the most effective, most efficient
4 and safest means available. The AMR strategies and tactics used to manage a
5 wildland fire will be based on objectives identified in the L/RMP and/or FMP.
6 (NFAEB Memo, June 20, 2007)~~

8 **Initial Action**

9 The actions taken by the first resources to arrive at a wildfire. Initial actions
10 may be size up, patrolling, monitoring, holding actions, or aggressive initial
11 attack. ~~(See NWCG Glossary of Wildland Fire Terminology, January 2005).~~
12 Initial action on human-caused wildfire will be to suppress the fire at the lowest
13 cost with the fewest negative consequences with respect to firefighter and public
14 safety.

16 **Initial Attack**

17 A planned response to a wildfire given the wildfire's potential behavior. The
18 objective of initial attack is to stop the spread of the fire and put it out ~~at least
19 cost. An aggressive suppression action in a manner~~ consistent with firefighter
20 and public safety and values to be protected. ~~(See NWCG Glossary of Wildland
21 Fire Terminology, January 2005).~~

23 **Extended Attack**

24 Suppression activity for a wildfire that has not been contained or controlled by
25 initial attack or contingency forces and for which more firefighting resources are
26 arriving, en route, or being ordered by the initial attack incident commander.
27 ~~(See NWCG Glossary of Wildland Fire Terminology, January 2005).~~

29 **Wildfire Suppression**

30 ~~An AMR to wildfire, escaped WPU or prescribed fire that results in curtailment
31 of fire spread and eliminates all identified threats from the particular fire.
32 (NWCG Glossary of Wildland Fire Terminology, January 2005)~~
33 Suppression - all the work of extinguishing a fire or confining a fire beginning
34 with its discovery. See Guidance for Implementation of Federal Wildland Fire
35 Policy, February 13, 2009.

37 **Wildland Fire Management Objectives**

38 ~~Only one management objective will be applied to wildland fire. Wildland fires
39 will either be managed for resource benefits or suppressed. A wildfire cannot be
40 managed for resource benefits and suppression concurrently. If two wildland
41 fires converge they will be managed as a single wildland fire. (2006 Federal
42 Fire & Aviation Operations Action Plan)~~

44 A wildland fire may be concurrently managed for one or more objectives and
45 objectives can change as the fire spreads across the landscape. Objectives are
46 affected by changes in fuels, weather, topography; varying social understanding

1 and tolerance; and involvement of other governmental jurisdictions having
2 different missions and objectives.

3
4 Management response to a wildland fire on federal land is based on objectives
5 established in the applicable Land/ Resource Management Plan and/or the Fire
6 Management Plan. See *Guidance for Implementation of Federal Wildland Fire*
7 *Policy, February 13, 2009.*

8
9 Human caused Wildland fires will be suppressed in every instance and will not
10 be managed for resource benefits.

11
12 ~~Once a Wildland fire has been managed for suppression objectives, it may never~~
13 ~~be managed for resource benefit objectives.~~

14 15 **Wildland Fire/Wildfire Responses**

16 17 **Responding to a Wildland Fire**

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

23 24 **Determining Type of Fire**

25 ~~When a wildland fire is reported, the pre-established FMP will determined~~
26 ~~whether the wildland fire is designated a wildfire or a wildland fire use fire.~~
27 ~~Pre-planned, specific prescription criteria must be established prior to fire~~
28 ~~occurrence so that the decision to designate the fire either a wildfire or a~~
29 ~~wildland fire use fire is immediate.~~

30 31 **Responding to a Wildfire**

32 ~~A wildfire is defined as “an unplanned, unwanted wildland fire including~~
33 ~~unauthorized human caused fires, escaped wildland fire use events, escaped~~
34 ~~prescribed fire projects, and all other wildland fires where the objective is to put~~
35 ~~the fire out.” (*Interagency Strategy for the Implementation of Federal Wildland*~~
36 ~~*Fire Management Policy, June 2003*). When the objective is to put the fire out,~~
37 ~~initial attack suppression is generally the safest and most effective response~~
38 ~~option.~~

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43 Responses to wildland fire will be coordinated across levels of government
44 regardless of the jurisdiction at the ignition source. Management response to a
45 wildland fire on federal land is based on objectives established in the applicable
46 Land/ Resource Management Plan and/or the Fire Management Plan. Initial

1 action on human-caused wildfire will be to suppress the fire at the lowest cost
2 with the fewest negative consequences with respect to firefighter and public
3 safety. See *Guidance for Implementation of Federal Wildland Fire Policy,*
4 *February 13, 2009.*
5

6 **Escaped Initial Attack**

7 A fire has escaped initial attack when:

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

12 **Wildland Fire ~~Situation Analysis (WFSA)~~ Decision Support System** 13 **(WFDSS)**

14 ~~A WFSA is a decision-making process that evaluates alternative wildfire~~
15 ~~suppression strategies against selected environmental, social, political, and~~
16 ~~economic criteria and provides a record of those decisions. (*Interagency*~~
17 ~~*Strategy for the Implementation of Federal Wildland Fire Management Policy,*~~
18 ~~*June 2003*). The WFSA process is used when a wildfire escapes initial attack.~~
19 ~~This includes prescribed fires and wildland fire use fires that are declared~~
20 ~~wildfires. The WFSA is used by the agency administrator or representative to~~
21 ~~describe the wildfire situation, compare several strategic wildfire management~~
22 ~~alternatives, evaluate the expected effects of the alternatives, establish objectives~~
23 ~~and constraints for the management of the fire, select the preferred alternative,~~
24 ~~and document the decision. Multi-jurisdictional incidents will require a~~
25 ~~collaboratively developed WFSA that is approved and signed by each of the~~
26 ~~respective agencies~~

- 27
- 28 • ~~The WFSA program (WFSA Plus Version 6.6) may be found at:~~
29 ~~<http://www.fs.fed.us/fire/wfsa/>.~~
- 30 • ~~Additional information about the WFSA (as well as the Wildland Fire~~
31 ~~Implementation Plan) is located at: <http://www.wildlandfireamr.net>.~~
- 32 • ~~It is acceptable to use this version. A description of the WFSA Elements~~
33 ~~with guidance for the completion can be found in Appendix S.~~

34 **WFSA Approval**

35 ~~Approval entails selecting the alternative and the associated costs to be~~
36 ~~implemented. The local agency administrator must approve the WFSA by~~
37 ~~signing all WFSA-related Records of Decision. This responsibility may not be~~
38 ~~delegated below the line-officer level. If a new WFSA or amended WFSA is~~
39 ~~necessary for the incident or complex, a new Approval is necessary. The local~~
40 ~~agency administrator retains approval authorities throughout the incident.~~

- 41
- 42 • ~~FS – District Rangers have authority to develop and approve all WFSAs up~~
43 ~~to \$2M. Forest Supervisors have the authority and responsibility to develop~~
44 ~~and approve all WFSAs over \$2M, and to certify a WFSA up to \$10M or~~
45 ~~with a Type I or Area Command Team activation.~~

- 1 **WFSA Daily Review**
2 ~~It is the responsibility of the local agency administrator to ensure that a daily~~
3 ~~review is conducted that documents the strategies and tactics implemented under~~
4 ~~the selected WFSA alternative are still valid and that costs are within the~~
5 ~~estimated costs associated with that alternative. This review and validation may~~
6 ~~be delegated at the discretion of the agency administrator.~~
- 7 **WFSA Certification**
8 ~~The Certification signature acknowledges that the appropriate level of agency~~
9 ~~administrator has been notified of anticipated agency specific expenses for an~~
10 ~~incident or complex. The appropriate certification authority will vary based on~~
11 ~~cost estimates as illustrated in the table below. For multi-jurisdictional incidents,~~
12 ~~each agency's individual cost estimate determines the level of the agency-~~
13 ~~required certification authority. A new Certification by the appropriate authority~~
14 ~~level is required as expenses are recalculated whenever a WFSA is amended or~~
15 ~~if a new WFSA is prepared for the incident.~~
- 16
17 ~~**WFSA Certification**The Wildland Fire Decision Support System (WFDSS) is~~
18 ~~a web based decision support system, which replaces the Wildland Fire Situation~~
19 ~~Analysis (WFSA), Wildland Fire Implementation plan (WFIP), Long Term~~
20 ~~Implementation Plan (LTIP) and Strategic Implementation Plan (SIP). These~~
21 ~~documents have been combined into a single dynamic process within the~~
22 ~~WFDSS. WFDSS utilizes GIS information that incorporates modeling,~~
23 ~~documentation of a decision process, and multiple databases. These features are~~
24 ~~combined into a system that gives the decision maker maximum flexibility in~~
25 ~~defining their course of action and subsequent strategic and tactical actions~~
26 ~~based on planning documents, incident specific analysis and risk assessment.~~
27 ~~As an internet based system with multiple database links, WFDSS can give~~
28 ~~decision support in a timely and efficient manner.~~
- 29
30 ~~Use of WFDSS for all unplanned fires has been implemented differently~~
31 ~~throughout the agencies. It is the decision of the local unit to determine who~~
32 ~~shall be responsible for initial entry and updating fires in the system. Mandatory~~
33 ~~use of WFDSS is required for all agencies.~~
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37 **WFDSS Support**
38 ~~A National Fire Decision Support Center (NFDC) has been established to~~
39 ~~support analysis used in wildland fire decision making and WFDSS. The~~
40 ~~support provided by NFDC consists of developing, improving, and increasing~~
41 ~~production and operational use of decision support products. As part of that~~
42 ~~support NFDC will provide not only direct decision support but also mentoring~~
43 ~~and training to develop and strengthen regional and unit level decision support~~
44 ~~capacity. Information for requesting assistance from the NFDC can be found~~
45 ~~at the WFDSS website: <http://WFDSS.usgs.gov>. An over view of the WFDSS~~
46 ~~Elements can be found in appendix S.~~

WFDSS User Roles

Privileges within WFDSS are controlled by several user roles which have varying levels of capability in relation to creation and editing of incidents, analyses, reports, and decisions. More information can be found on the WFDSS homepage under the Related Resources link.

Fire Modeling

Fire modeling has been incorporated into WFDSS, in the form of the FIRE Spread Probability model (FSPro) and FlamMap. Single purpose models from FlamMap; the “Basic” and “Short Term”, have been incorporated in to the system. Comparison of WFDSS short and basic models to stand alone FlamMap and other fire behavior information can be found on the WFDSS homepage under the Related Resources link, fire behavior section. Information for requesting assistance in running these models for your incident can be found at the WFDSS homepage through the National Fire Decision Support Center (NFDESC).

Response Levels

WFDSS can be used to assess the entire spectrum of incident complexity and risk within three Response Levels (RL), RL1, RL2, and RL3. These response levels are used in a manner similar to that of the stages of a WFIP in that your incident can escalate and de-escalate through these levels as the incident progresses. WFDSS differs from the WFIP process in that there is no nationally prescribed time requirement in which a RL must be completed. The movement through Response Levels does not necessarily need to be linear and should be determined by incident complexity, objectives, and expected duration of the incident.

- **RL1** - Most fires will not progress beyond this point. Response Level 1 is characterized by basic analysis and preplanned actions and decisions. This RL will be similar to the WFIP stage 1.
- **RL2** - Response Level 2 is characterized by a more detailed analysis and planning process. It is at this point your initial course of action is developed and a decision is approved by an agency administrator. This RL is comparable to WFIP stage 2.
- **RL3** - Response Level 3 is characterized by a very detailed analysis and course of action that may include long-term planning considerations. This RL is comparable to WFIP stage 3 or the Long Term Implementation Plan (LTIP). Fires in this category will typically be large, highly complex, or long-term fire management events. This RL decision document must also be approved by an agency administrator.

WFDSS Decision Approval and Publication

Decisions in WFDSS are approved and published by the appropriate line officer as defined in the table below. Incident privileges must be assigned within WFDSS to designate the approver. During the approval process, prior to

1 publishing a decision, the timeframe for periodic assessment can be set (1-14
 2 days).
 3
 4 It is imperative that a decision be reviewed carefully as once approved and
 5 published, a decision becomes a system of record and all WFDSS users can
 6 view the information. Additionally, the action CANNOT be undone. If there is
 7 an error in the information, or new information is added for documentation or
 8 update (i.e. fire behavior, Management Action Points) a new decision must be
 9 made to permanently update the record.

10 **WFDSS Approval Requirements, DOI Agencies**

WFSA Cost Estimate	BIA	BLM	FWS	NPS	USFS
\$0-\$2M	Agency Supt.Superintendent	Field/District Manager	Project Ldr./Leader/Refuge Mgt.Manager	Park Supt.Superintendent	District Ranger
\$2M-\$5M	Regional Director	State Director	Regional Director	Regional Director	Forest Supervisor
>\$5M-10M	BIA Director	BLM Director	FWS Director	NPS Director	Forest Supervisor
\$10M-50M	BIA Director	BLM Director	FWS Director	NPS Director	Regional Forester
>50M	BIA Director	BLM Director	FWS Director	NPS Director	USFS Chief

12 **WFSA Certification Requirements, USDA Forest Service**

WFSA cost estimate	USFS
\$0-\$2M	District Ranger
\$2M-\$10M	Forest Supervisor
\$10M-\$50M	Regional Forester
>\$50M	Forest Service Chief

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 15 ~~For multi-jurisdictional incidents, each agency's individual cost estimate, not the~~
 16 ~~total cost estimate, will determine that agency's certification/approval level.~~

17
 18 ~~WFSA Certification Checklist~~

This checklist helps the WFSA certifying authority ensure the accuracy and completeness of the WFSA process. Updates to this list may be made and can be found at: <http://www.fs.fed.us/fire/wfsa/>

Certification Checklist	Y/N
Are key objectives for fire suppression identified and measurable?	
Are there a minimum of two alternatives (with identifiable differences in strategies and/or outcomes) analyzed, and an extreme case considered?	
Are the values at risk adequately displayed and analyzed?	
Do the alternatives have safety issues well documented and risk mitigation identified where needed?	
Is the rationale for the selected alternative, whether or not most cost effective, compelling?	
Were cost estimates derived with current data, are they relevant for this incident, and documented?	
Are the assigned probabilities for success in line with the current and expected situation and documented?	
Are critical resources listed and available to implement alternatives?	
Was the estimated suppression cost used for identifying the certifying official?	
Have managers/owners of adjoining jurisdictions agreed to the selected strategy if it encompasses non-agency lands.	

Periodic Assessment

The Periodic Assessment must be completed by the designated approver at the time frame set during the publication process. This timeframe can be set 1-14 days depending upon the complexity and status of the incident and the Line Officer can request a reminder email for the morning the next assessment is due. It is beneficial to document clear, concise information about the incident when completing the periodic assessment as this information will be part of the decision record. It is a way for someone to gather situational awareness of the incident and should be useful information not only during the incident but for years to come when looking back at the incident. It is especially pertinent because it will outline your thought process and reasons for either continuing a current decision or requiring a new decision.

Wildland Fire Decision Support System (WFDSS) Tools

—Modeling tools are available to assist fire managers and agency administrators in decisions regarding strategies and tactics.

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Responding to a Wildland Fire Use Event

When the wildland fire is determined to be a wildland fire use event, the required action is “the application of the appropriate management response to naturally ignited wildland fires to accomplish specific resource management objectives in pre-defined designated areas outlined in the FMP”. Operational management is described in the wildland fire implementation plan (WFIP). (*Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy, June 2003*)

Wildland Fire Implementation Plan

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

A WFIP will be completed for all naturally ignited wildland fires that are managed for resource benefit. It is an operational plan for assessing, analyzing, and selecting strategies for wildland fire use. It is progressively developed and documents appropriate management responses for any wildland fire managed for resource benefits. The plan will be completed in compliance with the guidance found in the *Wildland Fire Use, Implementation Procedures Reference Guide*, May 2005 (May 2007 revision).

A WFIP consists of three distinct stages:

- **Stage I**—The initial fire assessment, or size up, is the preliminary information-gathering stage. It compares current information to established prescription criteria found in the FMP. This is an initial decision-making tool which assists managers in classifying fires for resource benefit or suppression actions. Components include: strategic fire size up, decision criteria checklist, management actions, and periodic fire assessment.
- **Stage II**—Defines management actions required in response to a changing fire situation as indicated by monitoring information and the periodic fire assessment from stage I. This stage is used to manage larger, more active fires with greater potential for geographic extent than stage I. Components

include: objectives, fire situation, management actions, estimated costs, and periodic fire assessment.

- **Stage III** Defines management actions required in response to an escalating fire situation, potential long duration, and increased need for management activity, as indicated by the periodic assessment completed in stage II. Components include: objectives and risk assessment considerations, maximum manageable area definition and maps, weather conditions and drought prognosis, long term risk assessment, threats, monitoring actions, mitigation actions, resources needed to manage the fire, contingency actions, information plan, estimated costs, post burn evaluation, signatures and date, and periodic fire assessment.

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

- *NPS Wildland Fire Use Program Oversight. Regional office fire management officers are responsible for appraising and surveying all wildland fire use activities within their region. The regional office fire staff will review implementation plans for fires with a Complex Rating. Direct contact with parks may be necessary in order to stay apprised of complex situations. On rare occasions, circumstances or situations may exist which require the regional director to intervene in the wildland fire use decision process.*
- *NPS Review by the regional fire management officer or acting is mandatory for Wildland Fire Implementation Plans with a projected cost of greater than \$500,000. Review by the NPS National Fire Management Officer at NIFC, or Acting, is mandatory for Wildland Fire Implementation Plans with a projected cost of greater than \$1,000,000.*

Emergency Non-Wildland Fire Response

Emergency Non-Wildland Fire Response-Wildland Urban Interface

The operational roles of the federal agencies as a partner in the Wildland Urban Interface are wildland firefighting, hazard reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state or local governments. Federal agencies may assist with exterior structural fire protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding. (Some federal agencies have full structural protection authority for

1 ~~their facilities on lands they administer and may also enter into formal~~
2 ~~agreements to assist state and local governments with structural protection.)~~
3 ~~2001 Federal Wildland Fire Management Policy, page 23.~~

4
5 ~~Although funding is not provided to prepare for or respond to emergency non-~~
6 ~~wildland fire response activities such as structure fires, vehicle fires, dump fires,~~
7 ~~hazardous materials releases, and emergency medical responses, managers must~~
8 ~~ensure that fire management plans, interagency agreements, and annual~~
9 ~~operating plans clearly state agency and cooperator roles and responsibilities for~~
10 ~~non-wildland fire response activities that agency personnel are exposed to as a~~
11 ~~result of working in the wildland-urban interface environment.~~

12 13 ~~Emergency Non-Wildland Fire Response Management Controls to Mitigate~~ 14 ~~Exposure~~

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

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

28 ~~Emergency Non-Wildland Fire Response Structure, Vehicle, and Landfill~~ 29 ~~Fires~~

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

37
38 ~~Should firefighters encounter structure, vehicle, or dump fires during the~~
39 ~~performance of their normal wildland fire suppression duties, firefighting efforts~~
40 ~~will be limited to areas where the fire has spread onto agency-protected lands.~~
41 ~~Structure protection will be limited to exterior efforts, and only when such~~
42 ~~actions can be accomplished safely and in accordance with established wildland~~
43 ~~fire operations standards.~~

- 44 ~~● *FS – FSM 5137 – Structure Fires* Structure fire protection activities include~~
45 ~~suppression of wildfires that are threatening improvements. Exterior~~
46 ~~structure protection measures include actions such as foam or water~~

application to exterior surfaces of buildings and surrounding fuels, fuel removal, and burning out around buildings.

- ~~FS – FSM 5137.02 – Objective for Structure Fire Protection. The Forest Service’s primary responsibility is to suppress wildfire before it reaches structures. The Forest Service may assist state and local fire departments in exterior structure fire protection when requested under terms of an approved cooperative agreement.~~

- ~~FS – FSM 5137.03 – Policy for Structure Fire Suppression. Structure fire suppression, which includes exterior and interior actions on burning structures, is the responsibility of state, tribal, or local fire departments.~~

- ~~FS – Forest Service officials shall avoid giving the appearance that the agency is prepared to serve as a structure fire suppression organization.~~

- ~~FS – Forest Service employees shall limit fire suppression actions to exterior structure protection measures as described in Section 5137.~~

- ~~FS – FSM 5137.03 2 – Structure Fire Protection and Suppression for Forest Service Facilities. At those Forest Service administrative sites, outside the jurisdiction of state and local fire departments, limit fire protection measures to prevention, use of fire extinguishers on incipient stage fires (FSH 6709.11, Sec. 6 4c), safe evacuation of personnel, containment by exterior attack, and protection of exposed improvements.~~

- ~~FS – At Forest Service administrative sites located within the jurisdiction of state and local structural fire departments, structure fire suppression responsibility must be coordinated with state and local fire departments.~~

- ~~FS – FSM 5137.033 – Vehicle and Dump Fires~~

- ~~FS – Do not undertake direct attack on vehicle or dump fires on National Forest System lands unless such action is absolutely necessary to protect life or prevent the spread of fire to the wildlands.~~

- ~~FS – For additional fire service and homeowner information regarding wildland/urban fire refer to <http://firewise.org> on the Internet.~~

- ~~NPS – Structural Fire (including Vehicle Fires) Response Requirements. Structural fire suppression is a functional responsibility in many NPS units. Any structural fire response shall only be by personnel who have received the required training and are properly equipped. Vehicle fires contain a high level of toxic emissions and must be treated with the same care that structural fires are treated. Firefighters must be in full structural fire personal protective clothing including self-contained breathing apparatus. Situations exist during the incipient phase of a vehicle fire where the fire can be quickly suppressed with the discharge of a handheld fire extinguisher. Discharging a handheld fire extinguisher during this phase of the fire will normally be considered an appropriate action. If the fire has gone beyond the incipient stage, employees are to protect the scene and request the appropriate suppression resources. In order to protect the health~~

- 1 ~~and safety of National Park Service personnel, no employee shall be~~
2 ~~directed, dispatched, (including self dispatching) to the suppression of~~
3 ~~structural fires, including vehicle fires, unless they are provided with the~~
4 ~~required personal protective equipment, firefighting equipment and~~
5 ~~training. All employees must meet or exceed the standards and regulations~~
6 ~~identified in Director's Order and Reference Manual #58, Structural Fire.~~
- 7 ● ~~NPS Training Requirements for Firefighters Responding to Structural~~
8 ~~Fires (including Vehicle Fires). All wildland firefighters who respond to~~
9 ~~structural fires will meet the training requirements identified in Director's~~
10 ~~Order and Reference Manual #58, Structural Fire and will be qualified at~~
11 ~~least at the Structural Firefighter level.~~
- 12 ● ~~NPS Medical Examination Requirements for Firefighters Responding to~~
13 ~~Structure Fires (including Vehicle Fires). All wildland firefighters who~~
14 ~~respond to structural fires will meet the medical requirements identified in~~
15 ~~Director's Order and Reference Manual #58, Structural Fire. Medical~~
16 ~~requirements include respiratory testing and some other components not~~
17 ~~included in the wildland fire medical examination.~~
- 18 ● ~~NPS Physical Fitness for Wildland Firefighters Responding to Structure~~
19 ~~Fires (including Vehicle Fires). The physical fitness requirements as the~~
20 ~~same as for wildland fire arduous duty.~~

21 ~~Emergency Non-Wildland Fire Response-Hazardous Materials~~

22 ~~Wildland firefighters have the potential to be exposed to hazardous materials~~
23 ~~releases while performing their jobs. Hazardous materials or waste may be~~
24 ~~found on public lands in a variety of forms (e.g. clandestine drug lab waste,~~
25 ~~mining waste, illegal dumping, and transportation accidents).~~

26
27
28 ~~In order to meet 29 CFR 1910.120, and to ensure familiarity with hazardous~~
29 ~~materials releases, all wildland firefighters will complete a one time, two hour~~
30 ~~First Responder Awareness training course and an annual refresher course~~
31 ~~thereafter (First Responders are individuals who are likely to witness or discover~~
32 ~~a hazardous substance release, and who have been trained to initiate an~~
33 ~~emergency response sequence by notifying proper authorities of the release).~~
34 ~~Awareness Class module 1703-07/11 is available from the BLM National~~
35 ~~Training Center and may be taught in the field office by the Hazardous~~
36 ~~Materials Coordinator.~~

37
38 ~~Firefighters who discover any unauthorized waste dump or spill site that~~
39 ~~contains indicators of potential hazardous substances should take the following~~
40 ~~precautions:~~

- 41 ● ~~Follow the procedures in the Incident Response Pocket Guide.~~
42 ● ~~Treat each site as if it contains harmful materials.~~
43 ● ~~Do not handle, move, or open any container, breathe vapors, or make~~
44 ~~contact with the material.~~
45 ● ~~Move a safe distance upwind from the site.~~

- 1 • ~~Contact appropriate personnel. Generally, this is the Hazardous Materials~~
2 ~~Coordinator for the local office.~~
- 3 • ~~FS – FSM 5135.2 – Hazardous Materials – Limit actions of Forest Service~~
4 ~~personnel on incidents involving hazardous material to those emergency~~
5 ~~measures necessary for the immediate protection of themselves and the~~
6 ~~public. If the material is a health and safety hazard requiring special~~
7 ~~measures for control and abatement, promptly notify the appropriate public~~
8 ~~safety agencies. Provide training in hazardous materials recognition and~~
9 ~~avoidance to employees whose exposure to such materials is likely (FSM~~
10 ~~2160).~~

~~Emergency Non-Wildland Fire Response – Emergency Medical Response~~

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

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

~~Roadside Response~~

22 ~~Positioning of vehicles and employee awareness is paramount when responding~~
23 ~~to incidents in close proximity to roadways. Refer to Appendix V, Roadside~~
24 ~~Incident Response which highlights tactical considerations for roadway~~
25 ~~responses.~~

~~High Visibility Vests~~

26 ~~A new federal regulation, 23 CFR 634, will require anyone working in a right-~~
27 ~~of-way of a federal aid highway to wear high visibility clothing that meets~~
28 ~~industry high visibility requirements. For current information refer to:~~
29 ~~<http://www.nife.gov/wfstar/index.htm>. Rapid Assessment Values-at-Risk~~
30 ~~(RAVAR) is the primary fire economics tool within the Wildland Fire Decision~~
31 ~~Support System (WFDSS). It utilizes Fire Spread Probability Model (FSPro)~~
32 ~~outputs and county assessor cadastral data for structural property values as well~~
33 ~~as other Tier 1 (national) and Tier 2 (regional) values at risk. RAVAR is~~
34 ~~typically integrated with the FSPro model to identify the likelihood of a~~
35 ~~resources being impacted in the potential fire path but can be linked to any~~

- 1 expected fire spread polygon. This quantifiable data can be used to inform
2 managers while developing the best course of action.
- 3 • USFS - Congressional mandate required the Forest Service to develop a
4 performance measure for wildland fire suppression expenditures which
5 resulted in the development of the Stratified Cost Index (SCI). The SCI
6 estimates expenditures on individual large wildland fires (>300 acres) by
7 geographic area considering characteristics of the fire, the fire environment
8 and values within proximity of the fire. The use of SCI for Forest Service
9 fires is not mandated however it is recommended that SCI be used for large
10 FS fires exceeding 5 million dollars or that will likely be audited. Check
11 with your Forest or Region for local protocol on the use of SCI.
 - 12 • DOI - There are unique SCI models which have been developed for each
13 DOI agency. Agency-specific direction will be given in the future related to
14 when the models will be available in WFDSS, and how field units will use
15 them in cost estimation.