

## Chapter 9

### Fire Management Planning

#### Purpose

The purpose of fire management planning is to provide for firefighter and public safety, and outline fire management strategies and tactics that, when implemented, protect values, and meet resource goals and objectives of the land and resource management plan (L/RMP). Planning strategically allows for responses to fire commensurate with risk and movement towards desired conditions.

Fire planning products include a concise summary of information organized by fire management unit (FMU) or by other geospatially explicit representations of the landscape. These products should be updated as new information becomes available, as conditions on the ground necessitate updates, or when changes are made to the L/RMP.

Products may address response to wildfire, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation of programs.

Fire management planning efforts should address the vision and goals of the National Cohesive Wildland Fire Management Strategy (2014) (Cohesive Strategy).

The Cohesive Strategy vision is “To safely and effectively extinguish fire, when needed; use fire where allowable; manage our natural resources; and as a Nation, live with wildland fire.”

The Cohesive Strategy goals are:

- Restore and maintain landscapes
- Fire-adapted communities
- Wildfire response

#### Policy

“Fire, as a critical natural process, will be integrated into land and resource management plans (L/RMP) and activities on a landscape scale and across agency boundaries” (*Review and Update of the Federal Wildland Fire Management Policy*, January 2001).

Fire management plans should be developed collaboratively between Federal agencies and Tribal, local, and State agencies to accomplish resource and protection objectives.

Every area with burnable vegetation must have an approved fire management plan (FMP). FMPs are strategic plans that define a program to manage wildland fires based on the area's approved land management plan. When practical, fire

- 1 management plans should contain mutually developed objectives for managing
- 2 fires that cross jurisdictional boundaries.
- 3 FMPs must provide for firefighter and public safety; include fire management
- 4 strategies, tactics, and alternatives; address values to be protected and values at
- 5 risk; address the location and conditions under which resource and protection
- 6 objectives can be met; consider public health issues; and be consistent with
- 7 resource management objectives, activities of the area, and environmental laws
- 8 and regulations. FMPs should be based upon the best available science.

## 9 **Agency Planning Guidance**

### 10 **Department of Interior**

11 FMPs must be consistent with the Department of the Interior (DOI) Interagency  
12 Fire Management Plan Framework and subsequent bureau direction. FMP  
13 content may be represented in spatial, text-based and/or digital formats.

- 14 • The DOI framework is available at:  
15 [https://www.nwcg.gov/committees/interagency-fire-planning-](https://www.nwcg.gov/committees/interagency-fire-planning-committee/resources)  
16 [committee/resources](https://www.nwcg.gov/committees/interagency-fire-planning-committee/resources)
  - 17 ○ **BLM – FMP Template** is available at  
18 <http://web.blm.gov/internal/fire/fpfm/planning.html>.
  - 19 ○ **NPS – FMP Template** and information is available at  
20 [http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/fireman-](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx)  
21 [agementplanning/firemanagementplans/default.aspx](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx).

### 22 **U.S. Forest Service**

23 Forest Service (FS) FMPs are a combination of enhanced spatial planning  
24 contained in the Wildland Fire Decision Support System (WFDSS) and the Fire  
25 Management Reference System (FMRS)—a collection of plans required for fire  
26 program management, such as aviation, operations, dispatch, and fire danger  
27 operating plan products. Fire management planning will be a continuing effort to  
28 ensure that guidance represented spatially in WFDSS and the FMRS are  
29 consistent with L/RMP direction, reflecting available fire response options to  
30 move from current to desired conditions.

31 A *Fire Management Planning Guide* describes spatial fire planning and the  
32 FMRS. As allowed in L/RMPs, fire response strategies should be consistent  
33 with the cohesive strategy and developed in collaboration with adjoining land  
34 managers. The *Fire Management Planning Guide* is available at  
35 <https://fsweb.wo.fs.fed.us/fire/fmp/>.

### 36 **Other Resources**

37 For information on utilizing the spatial fire planning method in WFDSS, see the  
38 *WFDSS Spatial Fire Planning Guide* located on the WFDSS training page at  
39 [https://wfdss.usgs.gov/wfdss/WFDSS\\_Training.shtml](https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml).

## 1 **Concepts and Definitions**

2 For further clarification of concepts and definitions that follow, refer to  
3 *Terminology Updates Resulting from Release of the Guidance for the*  
4 *Implementation of Federal Wildland Fire Management Policy (2009)*; FMB  
5 Memorandum 19-004, *Federal Wildland Fire Management Policy Terminology*  
6 and the *Guidance for Implementation of Federal Wildland Fire Management*  
7 *Policy*, February 13, 2009.

### 8 **Land and Resource Management Plan**

9 The L/RMP is a document prepared with public participation and approved by  
10 the agency administrator that provides guidance and direction for land and  
11 resource management activities for an administrative area. The L/RMP may  
12 identify fire's role in a particular area and for a specific benefit or may contain  
13 general statements regarding the role of fire across the land management unit.  
14 Guidance contained in the L/RMP provides the basis for the development of  
15 strategic fire management objectives and the fire management program in the  
16 designated area.

### 17 **Fire Management Plan**

18 A fire management plan (FMP) that identifies and integrates all wildland fire  
19 management and related activities within the context of approved land/resource  
20 management plans. The FMP defines a program to manage wildland fires  
21 (wildfire and prescribed fire). The plan is supplemented by operational plans,  
22 including but not limited to preparedness plans, preplanned dispatch plans,  
23 prescribed fire burn plans, and prevention plans. FMPs assure that wildland fire  
24 management goals and components are coordinated.

### 25 **Compliance**

26 Compliance generally includes the full range of considerations and procedures  
27 defined by each agency to comply with laws, such as the National  
28 Environmental Planning Act (NEPA), Section 106 of the Archeological  
29 Resources Protection Act, Section 7 of the Endangered Species Act, Clean Air  
30 Act, Wilderness Act, Executive Orders.

### 31 **Spatial Fire Management Plan**

32 A spatial fire management plan (SFMP) is a strategic plan that contains text  
33 based and spatially represented information that guides a full range of fire  
34 management activities and is supported by a L/RMP.

### 35 **Spatial Fire Management Plan Mapsheet**

36 A spatial FMP mapsheet is a collection of one or more tables, graphics, maps, or  
37 other information on a single page or poster.

### 38 **Spatial Fire Management Plan Map Set**

39 A spatial FMP map set is a compilation of all the mapsheets that make up a  
40 SFMP.

**1 Connection to Other Plans**

2 FMPs (DOI) and/or spatial fire planning in WFDSS (FS) capture fire related  
3 direction and decisions from L/RMPs. If fire management direction and  
4 decisions were not adequately integrated into the existing L/RMP, additional  
5 NEPA may be necessary.

**6 Air Quality and Smoke Management**

7 Clean air is a primary natural resource value in all Federal units. Fire  
8 management activities which result in the discharge of air pollutants (e.g.,  
9 particulates, carbon monoxide, and other pollutants from fires) are subject to,  
10 and must comply with, all applicable Federal, State, interstate, and local air  
11 pollution control requirements, as specified by Section 118 of the Clean Air Act,  
12 as amended (42 USC 7418). These requirements are the same substantive,  
13 procedural, and administrative requirements that apply to a private person or  
14 other non-governmental entity. The protection of these resources must be given  
15 full consideration in fire management planning and operations.

16 Coordination with a State or State air regulatory office is required during the  
17 development of LMRPs and FMPs in order to determine procedures for  
18 compliance with State air quality regulations. Each agency should consult with  
19 their fire management unit the proper procedures for obtaining coordination with  
20 the State or States in which the unit is located, or when notified by the State that  
21 an air pollution violation has occurred.

22 The *National Wildfire Coordinating Group (NWCG) Smoke Management Guide*  
23 *for Prescribed Fire* 2020 Edition (PMS 420-3), is the primary technical  
24 reference and should be referenced when developing and implementing wildland  
25 fire management plans.

26 Additional information can be found on the NIFC smoke management website:  
27 at <https://www.nifc.gov/standards>.

28 The 2019 Dingell Act requires type 1 fires to assign air resource advisors (ARA,  
29 technical specialist) to the maximum extent practicable and consideration of  
30 assigning ARAs for type 2 fires (site location of the statement in the act). This  
31 will provide smoke projections and provide capability for coordination with  
32 State, Tribal and local air regulatory and public health agencies.

**33 Air Quality Definitions****34 National Ambient Air Quality Standards**

35 The National Ambient Air Quality Standards (NAAQS) are uniform air quality  
36 goals established by the Environmental Protection Agency (EPA). The EPA  
37 designated two types of national air quality standards, primary which provides  
38 public health protection and secondary which provides public welfare  
39 protection.

1 **Criteria Pollutants**

2 The EPA has designated and established primary and secondary NAAQS for six  
3 common air pollutants: sulfur dioxide (SO<sub>2</sub>), nitrogen oxides (NO<sub>x</sub>), carbon  
4 monoxide (CO), particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>), ground-level ozone  
5 (O<sub>3</sub>), and lead (Pb).

6 **State Implementation Plan**

7 Section 110 of the Clean Air Act requires each State to adopt and submit to the  
8 EPA a state implementation plan (SIP) that provides for the implementation,  
9 maintenance, and enforcement of NAAQS in each Air Quality Control Region.

10 **Federal Implementation Plan**

11 A federal implementation plan (FIP) is used by the EPA to ensure air quality is  
12 maintained and enforced in accordance with established NAAQS. This plan is  
13 used when a State's SIP is found unacceptable.

14 **Attainment Area**

15 An attainment area is a geographic area that meets the primary NAAQS  
16 established by the EPA.

17 **Note:** An area may meet the established NAAQS for one criteria pollutant but  
18 have unacceptable levels for another. An area could be in attainment for one  
19 criteria pollutant and simultaneously in nonattainment for another.

20 **Nonattainment Area**

21 A nonattainment area is a geographic area that does not meet the primary  
22 NAAQS limits established by the EPA to protect public health and the  
23 environment.

24 **Note:** The EPA establishes time limits for nonattainment areas to achieve  
25 specified air quality goals and may further designate nonattainment areas as  
26 extreme, severe, serious, moderate, or marginal.

27 **Maintenance Area**

28 A maintenance area is a geographic area previously designated nonattainment  
29 and subsequently redesignated to attainment, for a probationary period, due to  
30 achieving the NAAQS.

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