

## 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/or resource management plan. 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 land/resource management plan (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 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). Fire Management Plans are strategic plans that define a program to manage wildland fires based on the area's approved land management plan.

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

## 10 **Agency Planning Guidance**

### 11 **Department of Interior (DOI)**

12 Fire Management Plans must be consistent with the DOI Interagency Fire  
13 Management Plan Framework and subsequent bureau direction. Fire  
14 management plan content may be represented in spatial, text-based and/or  
15 digital formats.

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

### 24 **U.S. Forest Service (FS)**

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

33 The FS has replaced the FSH 5109.19 with a Fire Management Planning Guide  
34 that further describes Spatial Fire Planning and the Fire Management Reference  
35 System (FMRS). As allowed in the land and resource management plan  
36 (LRMP), fire response strategies should be consistent with the Cohesive  
37 Strategy and developed in collaboration with adjoining land managers. This  
38 Guide is at <https://fsweb.wo.fs.fed.us/fire/fmp/>.

### 39 **Other Resources**

40 For information on utilizing the spatial fire planning method in WFDSS, see the  
41 WFDSS Spatial Fire Planning Guide located on the WFDSS Training page at  
42 [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/Resource Management Plan

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

### 17 Fire Management Plan

18 A plan that identifies and integrates all wildland fire management and related  
19 activities within the context of approved land/resource management plans. It  
20 defines a program to manage wildland fires (wildfire and prescribed fire). The  
21 plan is supplemented by operational plans, including but not limited to  
22 preparedness plans, preplanned dispatch plans, prescribed fire burn plans and  
23 prevention plans. Fire management plan's assure that wildland fire management  
24 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 (but not limited to); the  
28 National 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, etc.

### 31 Spatial Fire Management Plan (SFMP)

32 A spatial fire management plan is a strategic plan that contains text based and  
33 spatially represented information that guides a full range of fire management  
34 activities and is supported by a land or resource management plan.

### 35 Spatial Fire Management Plan Mapsheet

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

### 38 Spatial Fire Management Plan Map Set

39 A compilation of all the mapsheets that make up a SFMP.

**1 Connection to Other Plans**

2 Fire management plans (DOI) and/or spatial fire planning in WFDSS (FS)  
3 capture fire related direction and decisions from land/resource management  
4 plans (LRMP). If fire management direction and decisions were not adequately  
5 integrated into the existing LRMP, additional 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 states air regulatory office is required during the  
17 development of resource and fire management plans in order to determine  
18 procedures for compliance with state air quality regulations. Each agency should  
19 consult with their fire management unit the proper procedures for obtaining  
20 coordination with the state or states in which the unit is located, or when notified  
21 by the state that an air pollution violation has occurred.

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

25 NIFC smoke management website: <https://www.nifc.gov/standards>.

26 The 2019 Dingell Act requires Type 1 fires to assign Air Resource Advisors to  
27 the maximum extent practicable and consideration of assigning Air Resource  
28 Advisors for Type 2 fires (site location of the statement in the act). This will  
29 provide smoke projections and provide capability for coordination with state,  
30 tribal and local air regulatory and public health agencies.

**31 Air Quality Definitions****32 National Ambient Air Quality Standards (NAAQS)**

33 Uniform air quality goals established by the EPA. The EPA designated two  
34 types of national air quality standards, primary which provides public health  
35 protection and secondary which provides public welfare protection.

**36 Criteria Pollutants**

37 Six common air pollutants: sulfur dioxide (SO<sub>2</sub>), nitrogen oxides (NO<sub>x</sub>), carbon  
38 monoxide (CO), particulate matter (PM<sub>10</sub> & PM<sub>2.5</sub>), ground-level ozone (O<sub>3</sub>),  
39 and lead (Pb), designated by the EPA for which primary and secondary NAAQS  
40 have been established.

1 **State Implementation Plan (SIP)**

2 Section 110 of the Clean Air Act requires each state to adopt and submit to the  
3 EPA an implementation plan that provides for the implementation, maintenance,  
4 and enforcement of NAAQS in each Air Quality Control Region.

5 **Federal Implementation Plan (FIP)**

6 A federally-implemented plan used by the EPA to ensure air quality is  
7 maintained and enforced in accordance with established NAAQS. This plan is  
8 used when a state's SIP is found unacceptable.

9 **Attainment Area**

10 A geographic area that meets the primary NAAQS established by the EPA.

11 **Note:** An area may meet the established NAAQS for one criteria pollutant, but  
12 have unacceptable levels for another. An area could be in attainment for one  
13 criteria pollutant and simultaneously in nonattainment for another.

14 **Nonattainment Area**

15 A geographic area that does not meet the primary NAAQS limits established by  
16 the EPA to protect public health and the environment.

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

20 **Maintenance Area**

21 Geographic area previously designated nonattainment and subsequently  
22 redesignated to attainment, for a probationary period, due to achieving the  
23 NAAQS.

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