

FACA COMMITTEE VACANCY REPORT THROUGH DECEMBER 2013

Bureau	Committee Name	Membership Criteria	Term Length	Member	Interest Represented	Term Begin	Term End
OS	<b>Wildland Fire Executive Council</b>	<p>Members of the WFEC shall Be composed of representatives from the Federal Government, and from among, but not limited to, the following interest groups.</p> <p>Director, Department of the Interior, Office of Wildland Fire Coordination (DOI OWFC)</p> <p>Director, United States Department of Agriculture, Forest Service, Fire and Aviation Management (USDA FS FAM)</p> <p>Assistant Administrator, U.S. Fire Administration (USFA)</p> <p>Representative, National Wildfire Coordinating Group (NWCG)</p> <p>Representative, National Association of State Foresters (NASF)</p> <p>Representative, International Association of Fire Chiefs (IAFC)</p> <p>Representative, Intertribal Timber Council (ITC)</p> <p>Representative, National Association of Counties (NACO)</p> <p>Representative, National League of Cities (NLC)</p> <p>Representative, National Governors' Association (NGA)</p>	3 years	1. Jim Douglas	DOI	07/25/2012	07/25/2015
				2. Harbour, Thomas	USDA	03/16/2011	03/16/2014
				3. Kaage, William	National Wildfire Coordinating Group	03/16/2011	03/16/2014
				4. Karels, James	National Association of State Foresters	03/16/2011	03/16/2014
				5. MacDonald, Douglas	International Association of Fire Chiefs	03/16/2011	03/16/2014
				6. Erickson, James	Intertribal Timber Council	03/16/2011	03/16/2014
				7. Gaines, Glen	U.S. Fire Administration	03/16/2011	03/16/2014
				8. Vacant	National Governor's Association	N/A	N/A
				9. Yates, Ryan	National Association of Counties	03/16/2011	03/16/2014
				10. Jacobs, Mary	National League of Cities		03/16/2014

FACA COMMITTEE VACANCY REPORT THROUGH DECEMBER 2013

Bureau	Committee Name	Membership Criteria	Term Length	Alternate Member	Interest Represented	Term Begin	Term End
OS	<b>Wildland Fire Executive Council</b>	Alternate Members of the WFEC are identified and vetted through the same process as the primary members at the primary members discretion	3 years	1. None Identified	DOI	3/2012	12/31/2015
				2. Dan Owens	USDA	3/2012	12/31/2015
				3. John Segar	National Wildfire Coordinating Group	3/2012	12/31/2015
				4. Dan Smith	National Association of State Foresters	3/2012	12/31/2015
				5. Erik Litzenberg	International Association of Fire Chiefs	3/2012	12/31/2015
				6. None Identified	Intertribal Timber Council	N/A	N/A
				7. Patti Blankenship	U.S. Fire Administration	3/2012	12/31/2015
				8. None Identified	National Governor's Association	N/A	N/A
				9. None Identified	National Association of Counties	N/A	N/A
				10. None Identified	National League of Cities	N/A	N/A



## Briefing Paper

**Date:** February 21, 2014

**Subcommittee:** Cohesive Strategy Subcommittee (CSSC)

### **Description of Issue or Assignment:**

Assigned to provide a proposed draft National Action Plan.

### **Discussion of Proposed Recommendation(s):**

In general, there was agreement among the CSSC and NSAT co-leads on the attached draft National Action Plan. However, given time constraints the CSSC as a whole did not have the opportunity to thoroughly review and/or discuss the attached proposed draft prior to it being submitted to the WFEC. There were additionally a small number of items that the CSSC recommends the WFEC discuss and come to a resolution on (see items within the following section).

### **Identify Considerations:**

The CSSC was either unable to come to group consensus on these items or arrange a time to discuss more thoroughly to ensure group consensus before sending this proposed draft to WFEC. For these reasons, these are considered unresolved discussion among the CSSC due primarily to time constraints.

1. Inclusion of the performance measures (outcome, intermediate, and/or both)
2. Revised Overarching Actions under the subcategory Leadership
3. Placement and/or inclusion of the management options
4. Placement and/or inclusion of the national guidance
5. Inclusion of national priorities and/or options maps
6. Two options presented for actions about zoning requirements for federal grant funding
7. Conclusion - is there more that could or should be said in WFEC's words?
8. Consistency in level of detail of various actions

### **Rationale for Recommendation(s):**

The draft National Action Plan reflects the guidance given to the CSSC on drafting a plan for WFEC review and discussion.

### **Recommendation(s):**

The CSSC recommends WFEC review the attached draft and discuss the items above.

### **Contact Information:**

Jenna Sloan  
CSSC  
202-606-5858

*Reserved for Cover Page*

**NATIONAL COHESIVE  
WILDLAND FIRE MANAGEMENT  
STRATEGY:  
NATIONAL ACTION PLAN**

CSSC Proposal to WFEC as of February 10, 2014

Last edits by: Jenna Sloan (incorporating all CSSC discussion)

# INTRODUCTION

In 2009, Congress passed the Federal Land Assistance, Management, and Enhancement Act (FLAME Act), which directs the U.S. Department of Agriculture (USDA) and the Department of the Interior (DOI) to develop a national cohesive wildland fire management strategy. The third and final phase of the effort to develop a cohesive strategy culminated with the release of *The National Strategy: The Final Phase of the Development of the National Cohesive Wildland Fire Management Strategy (National Strategy)* and this *National Cohesive Wildland Fire Management Strategy: National Action Plan (National Action Plan)*. This *National Action Plan* is a companion to the *National Strategy* and supports the next steps toward implementation. The *National Action Plan* is the result of a collaborative effort by Federal, state, local, and tribal governments and non-governmental partners and public stakeholders.

The purpose of this *National Action Plan* is to provide a framework for specific implementation actions and tasks necessary at various scales. The actions identified herein have been developed collaboratively by and for stakeholders, representatives of landowners and homeowners, and natural resource and fire managers as a proactive, collaborative approach to implementing the *National Strategy*. Scientific data analysis underpins all aspects of the *National Action Plan*. Engagement and action on the part of all stakeholders provides our best opportunity to restore and maintain landscapes, protect communities from wildfire, and effectively respond to wildfires when they occur.

## National Vision and Goals

---

The Wildland Fire Leadership Council (WFLC) adopted the following vision for the next century:

*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 three primary, national goals identified as necessary to achieving the vision are:

**Restore and maintain landscapes:** Landscapes across all jurisdictions are resilient to fire-related disturbances in accordance with management objectives.

**Fire-adapted communities:** Human populations and infrastructure can withstand a wildfire without loss of life and property.

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

## National Wildland Fire Management Challenges

---

Achieving the national goals requires that the Nation address four broad challenges:

- Managing vegetation and fuels;
- Protecting homes, communities, and other values at risk;
- Managing human-caused ignitions; and
- Safely, effectively, and efficiently responding to wildfire.

The national actions identified below are responsive to overcoming these challenges and suggest opportunities to make a positive change toward achieving the national goals. Additionally, national

guidance and management options relative to each national challenge are carried forward from the *National Strategy* in this *National Action Plan*. Recognizing that no one-size-fits-all approach exists to address the challenges facing the Nation, multiple options and strategies must be available to meet today's wildland fire challenges.

## Roles and Responsibilities

---

Achieving the vision for the future of wildland fire management is a complex, multi-perspective undertaking that necessitates the engagement and action of many different groups, organizations, and individuals throughout the Nation. An understanding of the different roles, responsibilities, and the opportunities for implementation that exist across the Nation as well as the challenges, tensions, and realities among partners and stakeholders is a necessary next step. Social, political, and resource limitations are all realistic constraints that create challenges to implementation. These realities and constraints for every stakeholder must be discussed using the collaborative environment constructed through the effort to develop the cohesive strategy.

Long-term success will only be achieved through a unified and focused discussion about implementation among:

- local, state, tribal, and Federal government agencies;
- non-governmental organizations and constituent groups;
- elected officials;
- citizen groups
- individuals from communities across the Nation.

Implementation will require action that is unique to the responsibilities of agencies, organizations, and individuals as well as collective action to achieve shared goals and outcomes. Meaningful reduction in wildfire risk requires the collective action of all stakeholders to:

1. **Prioritize of investment and use of resources.** Reducing risk significantly will require that existing resources are used more efficiently. From a national perspective, this may require reallocation of resources across agencies, geographical areas, or program areas.
2. **Accept increased short-term risk.** Significantly reducing fuels across broad landscapes will require expanded use of wildland fire to achieve management objectives. Using fire as a tool carries inherent risks that must be considered in the short-term to achieve the longer-term benefits.
3. **Achieve greater collective investment.** Even with greater efficiency and acceptance of short-term risk, current levels of investment may be inadequate to achieve the levels of risk reduction desired. All who have a stake in the outcome, from individual property owners to the Federal, state, tribal, and local governments, must share the costs and level of effort necessary to redeem responsibilities for reducing risks posed by wildfire.

The *National Strategy* and this *National Action Plan* is a platform stakeholders to discuss both individual and collective action necessary and to embrace different roles and responsibilities in promoting cohesive and efficient fire management across all jurisdictions.

## Monitoring and Accountability

---

Performance measures drive progress toward key desired outcomes. A set of national outcome and intermediate measures are described to enable all parties to assess and track progress toward the desired outcomes envisioned within each goal. National outcome and intermediate measures will be used to help Congress, the national wildland fire management community, and other stakeholders assess national progress toward achieving the expected results for each of the three national goals.

DRAFT

# NATIONAL ACTIONS

The *National Strategy*, the Regional Action Plans, and recommendations of the task teams assigned to evaluate the critical success factors and barriers provide a basis for the *National Action Plan*. The actions are strategic in nature and define long-term, ongoing work necessary to be successful now and into the future. The actions provide a consistent approach and focus for agencies, organizations and stakeholders to adopt based on their individual roles, responsibilities, and activities. In this way, the national actions create a framework for more detailed implementation plans to be developed by agencies and organizations as well as by geographic coordination groups and partnerships. National outcome and intermediate measures are presented as a mechanism for ensuring accountability and monitoring progress toward the three national goals.

## Overarching Actions

---

The following are national actions that apply to more than one of the national goals, or are fundamental to accomplishing all aspects of the *National Strategy*. The actions are organized as related to: Leadership, Planning, Communication and Outreach, and Data Improvements.

### Leadership

- **Maintain an efficient and effective leadership organization**, which provides for the oversight, coordination, support, and monitoring of the implementation of the Cohesive Strategy. The organization body must continue to be inclusive and reach beyond traditional boundaries and partners at all levels of wildland fire and land management.
- **Actively commit** to addressing the identified national and regional barriers and critical success factors through WFEC and WFLC and in coordination with the regional committees.
- **Maintain regional committees** that report to the WFEC, implement regional action plans, and inform national actions. Develop a collective work plan and support the planning for the 5-year reassessment as called for in the FLAME Act.
- **Assist communities with implementing the Cohesive Strategy** by providing resources to support local government, such as fire chiefs and emergency management officials in the integration of the principles of the Cohesive Strategy into planning and operations with their areas of jurisdiction.

### Planning

- **Evaluate and integrate applicable wildland fire management strategies and actions** from the National Strategy, National Action Plan, Regional Action Plans, and National Science Report into future revisions of individual land management plans, Threatened and Endangered Species (T&E) recovery plans, state forest action plans, agency work plans, community wildfire protection plans (CWPP) and their equivalent, county plans, and other relevant land, resource and community planning efforts.
- **Identify and adjust protection responsibilities** based upon effectiveness and efficiency.
- **Utilize or develop committees with broad and diverse representation** to establish criteria for grant allocation, hazardous fuels reduction project development, and response, which provide greater emphasis on collaboration and prevention.
- **Option 1. Create a requirement that Federal grant funding relating to wildland fire mitigation and fuel treatments will be prioritized** for those city/county authorities that have



created WUI zoning/planning requirements, modern building/fire codes, and a CWPP or equivalent within each state.

- **Option 2. Create a requirement that stipulates that if a city/county seeks federal disaster assistance grant** dollars associated with a wildland fire incident, they must have adopted WUI zoning/planning requirements, modern building/fire codes, and a CWPP or equivalent, or have a five-year implementation plan to be eligible.
- **Support and enable grant programs to be used for post fire recovery projects** (i.e. flood control actions, fuel treatments, etc.)

### ***Communications and Outreach***

- **Engage all stakeholders in implementation.** Promote engagement in implementation through strategic alignment, communication, and programmatic alignment.
- **Encourage and sustain a continuous, rolling dialogue** among all stakeholders. Promote knowledge utilization, technology transfer, and innovation diffusion.
- **Document successes** and determine common themes of successful projects. Maintain knowledge and information resources that are easily accessible to stakeholders (a national website and other social media resources).
- **Systematically monitor communication efforts** and adapt communications as needed. Encourage the spread of new and effective ideas and applications generated in the field, scientific research results, and appropriate technologies.

### ***Administrative Efficiencies***

- **Maintain the national mobilization system** and provide national guidance for interagency cooperative wildland fire agreements to promote and ensure sharing of resources and mechanisms for timely billing and reimbursement for emergency response and wildland fire mitigation efforts.
- **Develop or modify the existing systems for interagency resource sharing for fuels management and prescribed fire activities** similar to that used for wildfire resource ordering and mobilization. Explore expediting activities under the Master Cooperative Fire Agreement/Annual Operating Plans.

### ***Data Improvements***

- **Collect, analyze, interpret and integrate** all types of data and information, including recognized data gaps, to provide for sound decision-making at all levels of the Cohesive Strategy
- **Report the Performance Measure and Monitoring information** related to the Cohesive Strategy to determine effectiveness and accountability.
- **Support the creation of tools** to better inform decision-making processes and localized trade-off analysis for all levels of fire and land managers as well as planners and policy makers.
- **Improve the quality of LANDFIRE data and other data useful in depicting wildland fire hazard/risk.**

## Goal 1. Restore and Maintain Landscapes

---

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

- **Propose modifications to current laws, regulations, budget guidance, and program direction for federal programs that pass funding to states** or provide programs within states, which offer assistance or subsidy to private landowners to expand fuels reduction on private lands.
- **Promote prescribed fire certification and training independent of wildfire training.** Promote NWCG standards and support training and assistance to stakeholders including private landowners, such as training provided through the development of Rural Fire Protection Associations.
- **Create model legislation that could be introduced seeking funding for “all lands” hazardous fuel treatments.** Complete national, regional, as well as local trade off assessments on balancing funding between vegetation management and wildland fire response. Develop a fuels management allocation strategy that more evenly distributes resources to all management programs.
- **Propose alternatives or revise existing authorities to promote outcome-based solutions for active forest management** and fuels-reduction treatments developed by collaboration.
- **Develop solutions for up to 20-year stewardship contract agreements to promote the necessary infrastructure, creativity, and investments.** Engage agency managers and other responsible officials to involve forest management stakeholders and partners.
- **Include fuels reduction and fire risk management activities into existing and future land management (incentive) programs for private landowners.**

### **Performance Measures**

**Outcome Measure:** Percent of priority acres with vegetative conditions that support the social, economic and ecological resilience of landscapes.

#### **Intermediate Measures:**

- a) Percent of large wildfire acres that burn with uncharacteristically high severity by vegetation type.
- b) Cost of wildfire-damaged landscape restoration.
- c) Percent of fire ignitions managed for resource benefits, where allowed, and number of these acres burned that contribute to landscape resilience.
- d) Percent of total vegetation treatments within high priority wildland and WUI areas that are strategically located.
- e) Percent of monitored fuels treatments where fire behavior during a wildfire was observed to change as planned in the treatment objectives.
- f) Percent of monitored fuels treatments that contributed to fire control during a wildfire.
- g) Amount expended to modify vegetative conditions in high priority wildland and WUI areas.
- h) Cost per acre to provide vegetative conditions in high priority wildland and WUI areas that support landscape resilience.
- i) Acres burned by wildfire that are moved to a resilient condition.

## Goal 2. Fire Adapted Communities

---

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

- **Examine funding opportunities currently available through FEMA that address WUI, wildland fire mitigation and efforts to implement fire adapted community activities**, including the FEMA Pre-Disaster Mitigation (PDM) Grant Program and FEMA's Assistance to Firefighters (AFG) Grant Program – specifically the Fire Prevention and Safety (FP&S) Grants.
- **Investigate the possibility of establishing National Environmental Policy Act (NEPA) categories of exclusion** related to FEMA WUI and wildland fire mitigation grant activities.
- **Jointly prioritize through risk assessments and other tools** and treat high priority wildland fuels across agency and landowner property lines to protect human communities through a variety of agreements.
- **Working through the insurance industry, encourage landowners to actively manage land** for fuels reduction.

### Goal 2 Performance Measures

**Outcome Measure:** Percent of communities at risk with a high probability of withstanding wildfire without loss of life and infrastructure.

**Intermediate Measures:**

- a) Number of public fatalities attributed to wildfire.
- b) Number of structures lost to wildfires.
- c) Number of Fire Management Assistance Grant declarations.
- d) Cost of post-wildfire recovery.
- e) Number of human-caused wildfires.
- f) Percent of communities at risk that have adopted and implemented wildfire risk mitigation plans.
- g) Amount expended to create, implement, and update community wildfire risk mitigation plans.

## Goal 3. Wildfire Response

---

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

- **Continue implementation of Evolving Incident Management** with emphasis on speed to competencies for national qualifications, recognition of alternative pathways for qualifications, efficiencies in position task books and efficiencies in course requirements for national qualifications.
- **Develop a long term strategy for investing in the wildland fire firefighting workforce at all levels.**
- **Maintain a firefighter workforce at all levels (federal, state, county, local, tribal, volunteer) that is properly trained and equipped**, especially in order to meet the increasing complexities and demands of firefighting in the wildland-urban interface.

## ***Performance Measures***

**Outcome Measure:** Percent of wildland fire managers (and partners) that perceive the fire response system enables them to fulfill their individual responsibilities while safely and efficiently achieving the desired results in all affected jurisdictions.

### **Intermediate Measures:**

- a) Number of firefighter injuries and fatalities attributed to wildfire.
- b) Percent of unwanted wildfires suppressed in initial attack.
- c) Percent of large wildfire incidents managed to effectively meet initial objectives.
- d) Percent of large fires that exceed a cost efficiency index and change in the cost efficiency index over time.
- e) Number of active inter-jurisdictional collaboratives, plans, or agreements.
- f) Percent of large fires that employed a common risk decision framework.
- g) Percent of resource orders filled (by type).
- h) Percent of at risk communities with local response capacity and capability by scorecard category.
- i) Percent of all wildland firefighters who are qualified and equipped in accordance with national standards and the percent of the total federal wildland fire budget expended to maintain these resources.

# NATIONAL GUIDANCE & MANAGEMENT OPTIONS

The *National Strategy* identified opportunities relative to addressing the national challenges and making progress toward the national goals. Given the variation across the Nation in landscapes and community structure, the opportunities are described in terms of ‘management options’ and national guidance to inform and assist decision-makers at all scales. The management options and national guidance carried forward in this *National Action Plan* represent strategies that wildland fire management organizations, Federal, state, Tribal, and local governments, non-governmental organizations and local communities can adopt in any number and combination with their own specific needs to best meet their objectives.

The national guidance presented is broadly applicable any scale when faced with the challenges of addressing vegetation and fuels; homes, communities, and values at risk; human-caused ignitions; and/or safe, effective and efficient wildfire response. The management options presented are not intended to be mutually exclusive, but instead complementary. There is no one preferred option to be applied across the Nation. Management options and national guidance should be considered based on the conditions and management objectives at the scale of the decision being made and balanced to achieve each of the national goals.

## ***Vegetation and Fuels***

### Management Options

- **Prescribed fire** – One of the more effective and cost-efficient means of managing vegetation for multiple purposes, including hazard reduction, ecosystem restoration or maintenance, silviculture and others.
- **Managing wildfire for resource objectives** - This option refers to a specific choice to use unplanned ignitions to achieve resource management objectives.
- **Fuel treatments using mechanical, biological, or other non-fire methods** – These treatments are often needed before wildland fire can be re-introduced into many landscapes.

### National Guidance

- ✓ *Where wildfires are unwanted or threaten communities and homes, design and prioritize fuel treatments (prescribed fire, and mechanical, biological and chemical treatments) to reduce fire intensity, structure ignition and wildfire extent.*
- ✓ *Where feasible, implement strategically placed fuel treatments to interrupt fire spread across landscapes.*
- ✓ *Continue and expand the use of prescribed fire to meet landscape objectives, improve ecological conditions, and reduce the potential for high-intensity wildfires.*
- ✓ *Where allowed and feasible, manage wildfire for resource objectives and ecological purposes to restore and maintain fire-adapted ecosystems and achieve fire-resilient landscapes.*
- ✓ *Use and expand fuel treatments involving mechanical, biological, or chemical methods where economically feasible and sustainable, and where they align with landowner objectives.*

## ***Homes, Communities, and Values at Risk***

### Management Options

- **Home and community action** - Some communities would benefit by focusing on protecting individual homes and actions by property owners due to the high number of structures lost to fires.
- **Building codes** - Making buildings more resistant to ignition by focusing on building materials and construction standards would reduce loss.

#### National Guidance

- ✓ *Promote community and homeowner involvement in planning and implementing actions to mitigate the risk posed by wildfire to communities and homes situated near or adjacent to natural vegetation.*
- ✓ *Emphasize proactive wildfire risk mitigation actions, such as CWPPs and other methods of comprehensive community planning, where new development and expansion into natural vegetation is occurring.*
- ✓ *Pursue municipal, county, and state building and zoning codes and ordinances that mitigate fire risk to protect life and property from wildfire.*
- ✓ *Ensure that wildfire mitigation strategies consider protection of community infrastructure and values, for example, municipal watersheds, cultural assets, viewsheds, parks, and transportation and utility corridors.*

### **Human-caused Ignitions**

#### Management Options

- **Reduce human-caused accidental and intentional ignitions** - Programs that target the prevention of human-caused ignitions have the potential to substantively affect wildfire occurrence and extent in essentially every county in the nation.

#### National Guidance

- ✓ *Emphasize programs and activities that prevent human-caused ignitions, whether accidental or incendiary, where these ignitions, combined with high levels of area burned, suggest the greatest need. Programs should be tailored to meet identified local needs.*

### **Safe, Effective, and Efficient Wildfire Response**

#### Management Options

- **Prepare for large, long-duration wildfires** - Because large wildfires cause significant challenges, it is important to know where large, long-duration wildfires are likely to occur and plan accordingly.
- **Protect structures and target landscape** - The opportunity to employ greater flexibility in the tactics used in suppressing and containing fires might be explored. Greater flexibility could lead to enhanced ecological benefits, reduced overall suppression costs, and perhaps less direct risk to firefighters.
- **Protect structures and target ignition prevention** - Initial and extended responses are complex and difficult to analyze, particularly at a national scale.

#### National Guidance

- ✓ *Enhance wildfire response preparedness in areas more likely to experience large, long-duration wildfires that are unwanted or threaten communities and homes.*

- ✓ *Enhance wildfire response preparedness in areas experiencing high rates of structure loss per area burned.*
- ✓ *At the community level, emphasize both structure protection and wildfire prevention to enhance the effectiveness of initial response.*

## CONCLUSION

This *National Action Plan* supports implementation by identifying the framework of national actions needed to make progress toward achieving a more efficient, effective, and collaborative wildland fire management strategy for the Nation. With each stakeholder taking individual and collective action toward shared goals, significant progress can be made to improve wildland fire management across the Nation.

The ultimate success of this effort depends on how strategic direction and national priorities can be translated into the on-the-ground, local actions of agencies, organizations, governments, and individuals with meaningful cumulative effects. **The need for continued collaboration, discussion, and commitment remains.**

DRAFT

*Reserved for Cover Page*

# **NATIONAL COHESIVE WILDLAND FIRE MANAGEMENT STRATEGY: NATIONAL ACTION PLAN**

CSSC Proposal to WFEC as of February 10, 2014

Edits and suggestions to address unresolved discussion of the CSSC – Jim  
Douglas and Tom Harbour,  
as of February 18, 2014



# INTRODUCTION

In 2009, Congress passed the Federal Land Assistance, Management, and Enhancement (FLAME) Act (FLAME). In the FLAME Act, building on earlier reports from the Government Accountability Office (GAO), Congress directed the U.S. Department of Agriculture (USDA) and the Department of the Interior (DOI) to develop a national cohesive wildland fire management strategy. The third and final phase of the effort to develop a cohesive strategy culminated with the release of *The National Strategy: The Final Phase of the Development of the National Cohesive Wildland Fire Management Strategy (National Strategy)* and this *National Cohesive Wildland Fire Management Strategy: National Action Plan (National Action Plan)*. This *National Action Plan* is a companion to the *National Strategy* and supports its implementation. The *National Action Plan* is the result of a collaborative effort by Federal, state, local, and tribal governments and non-governmental partners and public stakeholders.

The purpose of this *National Action Plan* is to provide a framework for implementation actions and tasks necessary at various scales. The actions identified herein have been developed collaboratively by and for stakeholders, as a proactive, collaborative approach to implementing the *National Strategy*. Scientific data analysis underpins all aspects of the *National Action Plan*. Coordinated engagement and action on the part of all stakeholders provides our best opportunity to restore and maintain landscapes, protect communities from wildfire, and effectively respond to wildfires when they occur. National actions are significant in the context of this national commitment and this plan describes the commitment made by the Wildland Fire Leadership Council (WFLC), the nation's highest collaborative wildland fire group, to implement the National Strategy.

## National Vision and Goals

---

In 2012, the Wildland Fire Leadership Council (WFLC) adopted the following vision for the next century:

*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 three primary, national goals identified as necessary to achieving the vision are:

**Restore and maintain landscapes:** Landscapes across all jurisdictions are resilient to fire-related disturbances in accordance with management objectives.

**Fire-adapted communities:** Human populations and infrastructure can withstand a wildfire without loss of life and property.

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

## National Wildland Fire Management Challenges

---

As outlined in the National Strategy, achieving the national goals requires that the Nation address four broad challenges:

- Managing vegetation and fuels;
- Protecting homes, communities, and other values at risk;
- Managing human-caused ignitions; and
- Safely, effectively, and efficiently responding to wildfire.

Recognizing that no one-size-fits-all approach exists to address the challenges facing the Nation, multiple options and strategies must be utilized to address these wildland fire challenges. The management options and implementation planning guidance for each national challenge are additionally carried forward from the *National Strategy* in this *National Action Plan* to support cohesive implementation planning at all scales and among the various stakeholders.

### ***Vegetation and Fuels***

#### Management Options

- **Prescribed fire** – One of the more effective and cost-efficient means of managing vegetation for multiple purposes, including hazard reduction, ecosystem restoration or maintenance, silviculture and others.
- **Managing wildfire for resource objectives** - This option refers to a specific choice to use unplanned ignitions to achieve resource management objectives.
- **Fuel treatments using mechanical, biological, or other non-fire methods** – These treatments are often needed before wildland fire can be re-introduced into many landscapes.

#### Implementation Planning Guidance

- ✓ *Where wildfires are unwanted or threaten communities and homes, design and prioritize fuel treatments (prescribed fire, and mechanical, biological and chemical treatments) to reduce fire intensity, structure ignition and wildfire extent.*
- ✓ *Where feasible, implement strategically placed fuel treatments to interrupt fire spread across landscapes.*
- ✓ *Continue and expand the use of prescribed fire to meet landscape objectives, improve ecological conditions, and reduce the potential for high-intensity wildfires.*
- ✓ *Where allowed and feasible, manage wildfire for resource objectives and ecological purposes to restore and maintain fire-adapted ecosystems and achieve fire-resilient landscapes.*
- ✓ *Use and expand fuel treatments involving mechanical, biological, or chemical methods where economically feasible and sustainable, and where they align with landowner objectives.*

### ***Homes, Communities, and Values at Risk***

#### Management Options

- **Home and community action** - Communities benefit by focusing on protecting individual homes by implementing actions formulated by property owners.
- **Building codes** - Making buildings more resistant to ignition by focusing on building materials and construction standards would reduce loss.

### Implementation Planning Guidance

- ✓ *Promote community and homeowner involvement in planning and implementing actions to mitigate the risk posed by wildfire to communities and homes situated near or adjacent to natural vegetation.*
- ✓ *Emphasize proactive wildfire risk mitigation actions, such as CWPPs and other methods of comprehensive community planning, where new development and expansion into natural vegetation is occurring.*
- ✓ *Pursue municipal, county, and state building and zoning codes and ordinances that mitigate fire risk to protect life and property from wildfire.*
- ✓ *Ensure that wildfire mitigation strategies consider protection of community infrastructure and values, for example, municipal watersheds, cultural assets, viewsheds, parks, and transportation and utility corridors.*

## **Human-caused Ignitions**

### Management Options

- **Reduce human-caused accidental and intentional ignitions** - Programs that target the prevention of human-caused ignitions have the potential to substantively affect wildfire occurrence and extent in essentially every county in the nation.

### Implementation Planning Guidance

- ✓ *Emphasize programs and activities that prevent human-caused ignitions, whether accidental or incendiary, where these ignitions, combined with high levels of area burned, suggest the greatest need. Programs should be tailored to meet identified local needs.*

## **Safe, Effective, and Efficient Wildfire Response**

### Management Options

- **Prepare for large, long-duration wildfires** - Because large wildfires cause significant challenges, it is important to know where large, long-duration wildfires are likely to occur and plan accordingly.
- **Protect structures and target landscape** - The opportunity to employ greater flexibility in the tactics used in suppressing and containing fires might be explored. Greater flexibility could lead to enhanced ecological benefits, reduced overall suppression costs, and perhaps less direct risk to firefighters.
- **Protect structures and target ignition prevention** - Initial and extended responses are complex and difficult to analyze, particularly at a national scale.

### Implementation Planning Guidance

- ✓ *Enhance wildfire response preparedness in areas more likely to experience large, long-duration wildfires that are unwanted or threaten communities and homes.*
- ✓ *Enhance wildfire response preparedness in areas experiencing high rates of structure loss per area burned.*
- ✓ *At the community level, emphasize both structure protection and wildfire prevention to enhance the effectiveness of initial response.*

## Roles and Responsibilities

---

Achieving the vision for wildland fire management as outlined by the WFLC is a complex undertaking that necessitates the engagement and action of many different agencies, organizations, and individuals throughout the Nation. Recognizing the different roles, responsibilities, and the opportunities for implementation as well as understanding the challenges, tensions, and realities that may exist among partners and stakeholders is a necessary next step.

Long-term success will be achieved through collaborative leadership, planning, implementation, and monitoring (for accountability) among:

- local, state, tribal, and Federal government agencies;
- non-governmental organizations and constituent groups;
- elected officials;
- communities;
- citizen groups; and
- individuals.

Implementation requires actions unique to the responsibilities of agencies, organizations, and individuals as well as collective actions among partners and stakeholders to achieve shared goals and outcomes. Actions will occur at a variety of scales within the context of this action plan. The National Strategy recognizes the need to develop Regional (as well as local) Action Plans, more specific to regional (and local) conditions. It is the intention of this *National Action Plan* to continue to utilize the best available science. Reduction in wildfire risk requires the engagement of all stakeholders to:

1. **Prioritize investment and use of resources.** Reducing risk significantly will require that existing resources, including budgetary resources, are used more efficiently. From a national perspective, this may require reallocation of resources across agencies, regions, or program areas.
2. **Accept increased short-term risk.** Significantly reducing fuels across broad landscapes will require expanded use of wildland fire to achieve management objectives. Using fire as a tool carries inherent risks that must be considered in the short-term to achieve the longer-term benefits.
3. **Achieve greater collective investment.** Even with greater efficiency and acceptance of short-term risk, current levels of investment may be inadequate to achieve the levels of risk reduction desired. All who have a stake in the outcome, from individual property owners to the Federal, state, tribal, and local governments, must share the costs and level of effort necessary to redeem responsibilities for reducing risks posed by wildfire.

# NATIONAL ACTION

The actions are strategic in nature and define long-term, ongoing work necessary to be successful now and into the future. The actions provide a consistent approach and focus for agencies, organizations and stakeholders to adopt based on their individual roles, responsibilities, and activities. The national actions create a framework for detailed implementation plans to be developed by agencies and organizations, all meant to be coordinated with stakeholders. These overarching national actions are fundamental to accomplishing all aspects of the *National Strategy*.

## Leadership

---

- **Maintain an efficient and effective leadership capability**, to provide for coordination, support, and monitoring of the implementation activities. Leadership must be inclusive and collaborative to engage multiple levels of wildland fire and land management.

## Planning

---

- **Evaluate and integrate applicable wildland fire management strategies and actions** from the National Strategy, National Action Plan, Regional Action Plans, and National Science Report into future revisions of individual land management plans, Threatened and Endangered Species (T&E) recovery plans, state forest action plans, agency work plans, community wildfire protection plans (CWPP) and their equivalent, county plans, and other relevant land, resource and community planning efforts.
- **Identify and adjust protection responsibilities** based upon effectiveness and efficiency while ensuring safety in wildfire response.
- **Align federal assistance activities** to demonstrable actions by communities to mitigate wildland fire risks through planning, zoning, and other programs.

## Implementation

---

### ***Restore and Maintain Landscapes***

*Landscapes across all jurisdictions are resilient to fire-related disturbances in accordance with management objectives. Forest and rangeland management programs are strengthened to accomplish risk reduction.*

- **Seek means to assist private landowners with managing fuels.**
- **Promote prescribed fire certification and training** to provide safe use of fire by individuals and non-public entities.
- **Promote landscape scale fuels management activities** that address creation and maintenance of resilient landscapes.
- **Include fuels reduction and fire risk management activities** into existing and future land management programs for private landowners.

### ***Fire Adapted Communities***

*Human populations and infrastructure can withstand a wildfire without loss of life and property. Ignitions caused by humans are reduced and lower threats to communities.*

- **Adopt and implement planning and zoning measures** to reduce risk to communities from wildfire.
- **Align public investments in fuels treatments to demonstrable risk reduction activities by communities and landowners.**
- **Utilize fuels management programs to address protection of communities and their values.**
- **Encourage landowners to actively manage land for fuels reduction.**
- **Reduce human caused ignitions.**

## **Wildfire Response**

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

- **Develop and implement standards and protocols** that strengthen national mobilization capabilities.
- **Invest in the wildland fire firefighting workforce at all levels** (federal, state, county, local tribal, volunteer) to meet the increasing complexities and demands of firefighting in the wildland urban interface.

## **Monitoring and Accountability**

---

Performance measures provide the means for assessing progress desired outcomes. A common set of national outcome and intermediate measures will enable Congress and other legislative bodies, agency and community leaders, the wildland fire management community, and other stakeholders to assess national progress toward achieving each of the three national goals.

- **Strengthen capabilities to collect, analyze, interpret and integrate** all types of data and information, including recognized data gaps, to provide for sound decision-making.
- **Utilize performance measure and monitoring information** to assess effectiveness and accountability.
- **Develop capabilities and support training and utilization of support tools** to better inform decision-making and trade-off analyses at all levels of fire and land management.
- **Document successes and determine common themes of successful projects.** Maintain knowledge and information resources that are easily accessible to stakeholders.

## **Conclusion**

---

This *National Action Plan* provides a framework for implementation by identifying the strategic actions needed to achieve a more efficient, effective, and collaborative wildland fire management strategy for the Nation. With each stakeholder taking individual and collective action toward shared goals, significant progress will be made to improve wildland fire management across the Nation. The ultimate success of this effort depends on the translation of this strategic direction into specific actions by agencies, organizations, governments, communities, and individuals.



**Date:** February 18, 2014

## **Description of Issue or Assignment:**

### **Background**

Throughout the Cohesive Strategy process, there has been a focus on the need to communicate with stakeholders regarding input and collaboration, but more importantly, an understanding that once the final plan is developed outreach will be essential. As a core component to a comprehensive outreach effort, the Cohesive Strategy needs a recognizable identity. Central to such an identity is having a logo that will be used consistently on all Cohesive Strategy communication efforts. It is important to note that while a logo is important in helping to establish identity, a small graphic cannot express all of the key messages of any kind of campaign, program or effort. Written words through other collateral materials will be far more important than the logo. But with a logo and color scheme comes an identity that is then used on all collateral materials, which helps insure that folks at every level, whether federal, tribal, state, county, municipal or even our private property owners, begin to see the themes and goals of the Cohesive Strategy tied together as one.

The creation of a logo is a creative process. A good logo is distinctive, appropriate, practical, graphic and simple in form, and it conveys the “owner’s” intended message. A concept or “meaning” is usually behind an effective logo, and it communicates the intended message. A logo should be able to be printed at any size and, in most cases, be effective without color (black/white/gray scale). In general, a logo should be simple, memorable, timeless, versatile and appropriate. It also should be dissimilar to other related logos so there is no confusion.

The attached design represents ideas brought forward by the Cohesive Strategy Social Media Team following the principles identified above. The final logo reflects the Cohesive Strategy goals: fire adapted communities and landscape are the most recognizable; wildfire response is represented through the blue water wave as the most graphically appropriate. There were a number of iterations with color and a generic tree through a collaborative process with communications and graphic professionals.

[The Cohesive Strategy Logo was designed by a BLM Visual Information Specialist at the National Operations Center in Denver, CO. Core team members informing its design include WRSC - Katie Lighthall and Cheryl Renner, NERSC - Maureen Brooks, SRSC -Tim R. Phelps, DOI, FS, and the Joint Fire Science Project New Media Coordinator - Marjie Brown. The logo received review from the national communication team including WFEC Comm Member – Mary Jacobs, IAFC- Shawn Stokes, NAST – Genevieve O’Sullivan and Diane Denenberg.]

### **The Need**

This logo will help take the Cohesive Strategy to the masses. Staff plans on using the logo on the website, print and new media outlets. A logo for the Cohesive Strategy will make publicity much easier, applying an identity to a comprehensive and broad-based document, ultimately



helping to build the identity and credibility of the Cohesive Strategy in the coming months and years.

The Social Media Team is currently coordinating an appropriate unveiling of the logo on Facebook and Forests and Rangelands.gov. The logo will accompany communication products associated with the release of the National Strategy, including brochures. The logo is intended for shared use among partners and will be made available on the communicator's toolbox. In the meantime, CS communication partners have access to the logo for organizational product development. The Wildland Urban Interface Conference, hosted by IAFC, has generously offered to help publicize the logo in Reno, in March.

### **Discussion of Proposed Recommendation(s):**

The logo is being presented for WFEC's information, with a full description of the development process that was undertaken in creating the design. No action is required by WFEC.

### **Identify Considerations:**

Proceeding without a logo is not an effective way to unveil a comprehensive communications strategy. Having a graphic identity to connect to the work/actions of the Cohesive Strategy is essential, and the attached logo and its different color and black and white versions offers partners an opportunity to continue to work together in elevating the identity and importance of continued action.

### **Rationale for Recommendation(s):**

The logo development is consistent with past direction and actions of the WFEC, and is an administrative/staff level implementation task as a component of the communications strategy.

### **Recommendation(s):**

The WFEC be informed and educated on the new logo and its design, and be prepared to support its use among the members' own organizations in the future.

### **Contact Information:**

Mary Jacobs, (520) 458-3315;

*Notes regarding decision:*





# National Cohesive Wildland Fire Management Strategy



# National Cohesive Wildland Fire Management Strategy