U.S. National Park Service

Fire Management Plan Framework

Fire Management Plan (Full FMP Format)   version 02/2021

DIRECTIONS
Follow the instructions and fill in the template. Any section or subsection indicated with a * is not required if the fire program does not include these elements. The blue hyperlinks should remain in the document to provide additional information, link to current policy and reduce redundant text. Text that is *italicized* should be included in that section of the FMP. A crosswalk may be attached as an optional appendix if using mapsheets or ArcGIS Online to display the FMP.

COVER PAGE / SIGNATURE PAGE - the FMP should be recommended for approval by an Interagency Fire Program Management Standard (IFPM) qualified Fire Management Officer (FMO) and signed/approved by the Park Superintendent (page i).

ANNUAL UPDATE (ii) - The Fire Management Officer and Park Superintendent must sign the FMP Annual Update Checklist to maintain currency of the FMP. All approved changes must be incorporated in the FMP and the Annual Update Checklist must be added to the FMP immediately following the cover-page (page ii).

DOCUMENT REPOSITORY - FMP Documents should be uploaded to the NPS Wildland Fire, Planning & Budget Share Point Site.

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indicates section not required if the fire program does not include these elements.

1.0 INTRODUCTION, LAND MANAGEMENT PLANNING, and COMMUNICATION

Intent: Introduce the reader to the purpose of the fire management plan (FMP), the park unit area covered by the FMP including vicinity and other maps if not representing FMP spatially. Maps may be included as an appendix.

Include the italicized text: *"The mission of the National Park Service Wildland Fire Program is to manage wildland fire to protect the public, park communities, and infrastructure, conserve natural and cultural resources, and maintain and restore natural ecosystem processes (NPS Wildland Fire Strategic Plan, NPS 20xx). Each park unit with burnable vegetation must have an approved Fire Management Plan that will address the need for adequate funding and staffing to support the fire management program. (Directors Order #18, Wildland Fire Management, NPS 2008). To align with the DOI FMP Framework, the NPS developed fire management planning guidance described in NPS Reference Manual (RM) - 18, Fire Planning, Chapter 4 (2019), that considers fire program complexity and efficient and effective planning direction."*

Recommended text: The PARK UNIT NAME Fire Management Plan is a strategic plan that defines a program of work to manage wildland fire, (includes prescribed fire and wildfire), and non-fire fuel treatments, and is based on direction contained in existing park unit planning documents. This PARK UNIT NAME Fire Management Plan provides for firefighter and public safety, and includes strategies for managing wildland fire. The PARK UNIT NAME Fire Management Plan addresses values to be protected and is consistent with PARK UNIT NAME resource management objectives and environmental laws and regulations such as the National Environmental Policy Act (NEPA), the National and State Historic Preservation Acts, the Clean Air Act, etc.

The PARK UNIT NAME Fire Management Officer (FMO) determines program requirements to implement land use decisions through the FMP to meet land management objectives. The FMO is responsible for developing, maintaining, and annually evaluating the FMP to ensure accuracy and validity by completing an annual review. (Interagency Standards for Fire and Fire Aviation Operations (Red Book), Chapter 3, NPS Program Organization and Responsibilities).

1.1   Program Organization
Describe the general organizational structure of the fire management program including: where the fire program sits in the overall park unit organizational program structure; if the park unit is part of a greater organizational park group, zone, or network and if the park unit have their wildfire suppression managed by other entities through an agreement.

1.2   Fire Management Actions
Briefly describe the range of wildland fire management actions available for use. State whether wildfires may be managed for resource objectives. These are expanded upon in section 3.1 Management of Wildfires. Management actions may be represented/delineated on the landscape as Strategic Objectives (S.O.) as described in Section 3.1.3. Fuel treatments, if applicable to the unit, are described in Section 3.2.

1.3   Environmental Compliance
Fill in the table below with the relevant National Environmental Policy Act (NEPA) document(s) and supporting decision documents that are associated with this FMP (indicate N/A if not applicable). Include the date of the final signed decision document and the Planning, Environment & Public Comment (PEPC)

NEPA Document Name	Document Date Signed (month/day/year)	Project ID Number#
Categorical Exclusion (CE)	Date of signed CE	
Environmental Assessment (EA) Finding of No Significant Impacts (FONSI)	Date of signed FONSI	
Environmental Impact Statement (EIS) Record of Decision (ROD)	Date of signed ROD	

National Historical Preservation Act (NHPA) /Section 106, Environmental Species Act (ESA) /Section 7 consultation documentation should be uploaded in PEPC.

Documents should be included in the FMP compliance folder on the NPS Wildland Fire, Planning & Budget Share Point Site.

1.4 Park Unit/Resource Management Planning

List park unit planning documents such as the Foundation Document, Resource Stewardship Strategy, etc. that inform the direction in this fire management plan. Include the PEPC collection ID #.

1.5 Collaborative Planning

Describe how the park engages in fire management planning with federal partners, non-federal agencies/departments, local cooperators, tribal governments and other non-governmental organizations. Reference the goals of the National Cohesive Wildland Fire Management Strategy (Cohesive Strategy) and state how this park unit's program of action will achieve these goals.

1.6 Communication and Education

Describe the fire communication and education efforts for the park or zone/group/cluster fire management organization and region. A park unit may develop a fire program communication plan consistent with their fire management program's focus, complexity, scope and the role of fire in the park unit ecosystems. Additional information can be found in RM - 18, Chapter 20, Communication and Education. If a communication education plan has been developed, reference the location of the document here.

2.0 WILDLAND FIRE PROGRAM MANAGEMENT GOALS AND OBJECTIVES

Intent: This section of the FMP describes the overall fire management program direction from the park unit planning documents listed in Section 1.3. Wildland Fire Decision Support System (WFDSS) Strategic Objectives and Management Requirements are described in Section 3.1.3.

2.1 Goals

List the goals of the fire management program within the park unit (public and firefighter safety must be identified in a specific goal statement). Goals are broad statements describing an end state or outcome. Goals form the basis from which objectives are developed.

2.2 Objectives

List the overarching programmatic objectives of the fire management program within the park unit. These objectives may vary within specific areas, units, or zones of the park unit. Objectives are subordinate to goals, are narrower in scope and measurable.

The table below are some <u>EXAMPLE</u> goals and objectives. A list specific to the unit should be developed and included in the FMP. (format may be as a table or list).

Goal 1 Ensure that firefighter and public safety is the first priority in every fire management activity.
Objectives
• Provide required annual safety training to all red-carded personnel per <u>(Interagency Standards for Fire and Fire Aviation Operations (Red Book)</u> and NPS standards.
• Incorporate safety considerations into all decision processes (e.g., WFDSS, Fuel Treatment Plans, etc.).
• Provide operational briefings that include safety to all line personnel prior to each shift.
Goal 2 Maintain natural fire regimes to the maximum extent practicable so natural ecosystems can operate essentially unimpaired by current and future human interference.
Objectives
• Allow a range of fire effects and fire conditions to create a mosaic of fire severity across the landscape.
• Apply Minimum Impact Strategies and Tactics (MIST) to all fire operations (Section 3.1).
• Implement resource-specific mitigation strategies as detailed in the supporting compliance documents and unit specific READ guides.
Goal 3 Reduce hazardous accumulations of fuel near non-wilderness park structures.
Objectives
• Inspect structures annually and prioritize fuels treatments based on <u>NPS structure data</u>.
• Work with other park divisions (e.g., maintenance) to remove identified hazardous fuels within the limitations of staff and budgets).

3.0 WILDLAND FIRE OPERATIONAL GUIDANCE

Intent: This section of the FMP describes the management of wildfires and fuels treatments if applicable to the unit.

3.1   Management of Wildfires

Describe the range of wildland fire management actions available for use, expanding upon section 1.2. State whether wildfires may be managed for resource objectives. The actions described must be supported by the decisions and agreements identified in the NEPA compliance document that supports the FMP.

3.1.1   Wildfire Response Planning

Expected Fire Behavior
Describe the range of potential fire behavior expected on your park unit throughout a typical and extreme season. Describe critical thresholds (such as drought and environmental conditions) for fire behavior that may resist control efforts and/or produce unwanted fire effects.

Initial Response Procedures
Describe the range of initial response allowed in the park unit (such as monitoring to suppression). Initial response should be based on; goals and objectives, an assessment of risk factors, and consideration of management requirements and

constraints. The response must be consistent with firefighter and public safety and values to be managed (protected or enhanced). The Park initial response plan is part of Appendix D – Preparedness Documents Red Book, Preparedness, Chapter 10. Current Initial Response direction is located in RM - 18, Managing Wildfire, Chapter 2 and Red Book, Incident Management and Response, Chapter 11 .

Transition to Extended Response
Describe the process for transitioning from initial response to extended response. Include triggers and the subsequent steps to follow. Identify the location for the transfer of Command Package, sample Delegation of Authority from Park Superintendent to incoming incident commanders, burn bosses, and/or incident management team if these documents have been developed. Refer to the Red Book, Incident Management and Response, Chapter 11, for current direction on wildfire command and organizational structure.

Minimum Impact Strategy and Tactics (MIST)
List unit specific MIST protocols if they have been developed. Unit MIST guidelines may be found in the Fire Management Plan Environmental Assessment (EA), Wilderness Minimum Resource Decision Guide (MRDG), Biological Opinion (B.O.) and other documents. Minimum Impact Strategy and Tactics (MIST) are guidelines are listed in *Exhibit 1 of RM - 18, Managing Wildland Fire, Chapter 2.*

3.1.2 Wildland Fire Decision Support System (WFDSS)
Include the italicized text: "*The Wildland Fire Decision Support System (WFDSS) will be used to document the management objectives and strategies if a wildfire escapes initial attack, exceeds initial attack response, or if the management objectives contain elements of protection and resource benefit.*" Current direction on WFDSS pertaining to the NPS can be found in the Interagency Standards for Fire and Fire Aviation Operations (Red Book) in Chapters 3 and 11.

Management Requirements (M.R) and Strategic Objectives (S.O.)
Include the italicized text: "*Management Requirements and Strategic Objectives are derived from land and resource management plans, as well as related compliance documents, and provide the framework, and limitations/challenges for wildfire response. M.R. and S.O. provide the foundation of the WFDSS decision. In order to publish an Incident Decision in WFDSS, applicable fire related protection and resource management objectives and requirements must be incorporated pre-season into WFDSS. NPS recommends pre-loading M.R. and S.O. pre-season in the WFDSS Production System (Red Book, Incident Management and Response, Chapter 11).*"
Units are encouraged to develop and review these prior to the fire season. M.R. and S.O. may be attached as an optional appendix. Consult the FMP EA, FONSI, Biological Opinion etc. when developing the unit specific M.R. and S.O. for WFDSS and Spatial Fire Planning.

3.2   *Fuels Treatments
Any section or subsection indicated with a * is not required if the fire program does not include these elements.

*Fuels Management Goals and Objectives
Describe the broad programmatic fuels management goals and objectives. These should be collected from the land and resource management plans listed in section 1.4 that describes the need for vegetation management or manipulation. These should not be confused with specific goals and objective for implementing fuels treatments – the specific objectives of the treatment will be outlined in the prescribed fire plan).

*Fuels Treatments
Describe the range of fuel treatments (prescribed fire and/or non-fire treatments) available for use, the target vegetation types, and areas of the park unit where fuel treatments will be implemented. Describe how fuels projects and mitigation priorities are selected and how the park unit prioritizes projects for implementation.

*General Fuels Management Implementation Procedures
Include the italicized text: "*Activities proposed in the Fire Management Plan will be planned and implemented in accordance with* [RM 18, Fuels Management Chapter 7](#), *the [Interagency Prescribed Fire Implementation Guide](#), and the [Red Book, Fuels Management, Chapter 17](#)*."

*Multi-year Fuels Treatment Plan
Include the italicized text: *"The Hazardous Fuels Reduction (HFR) Module in NFPORS is the national system for submitting proposed projects for approval, tracking accomplishments of the program, reporting performance and measuring accomplishments for NPS. A three year Planned Program of Work (PPOW) can be found in the [National Fire Plan Operations and Reporting System (NFPORS)](#). The [NPS Active Management Dashboard](#) displays Fuels Treatments accomplished by the National Park Service's Wildland Fire Management program."* A multi-year fuels treatment plan may be attached as an optional appendix. Additional information can be found in [RM 18, Fuels Management Chapter 7](#), the [Interagency Prescribed Fire Implementation Guide](#), and the [Red Book, Fuels Management, Chapter 17](#)."

*Defensible Space
Describe any defensible space work performed at the unit. Include the italicized text: *"The NPS has adopted the [International Code Council's (ICC's) International Urban-Wildland Interface Code](#) (2006; revised 2018) through the parameters described in [Executive Order Wildland-Urban Interface Federal Risk Mitigation](#) (May 18, 2016). Contained in the ICC's code [(sections 603 and 604)](#) are descriptions of defensible space and maintenance requirements for urban wildland interface areas."* Reference [RM - 18, Fuels Management, Chapter 7](#) for additional information.

Describe any structure protection efforts for the unit. Include the text italicized text: *Current information on NPS Structure Protection needs can be found at NPS Wildland Fire Risk Assessment (WFRA). https://wildfire-risk-assessments-nifc.hub.arcgis.com/*

3.3 Preparedness

The preparedness section will vary depending on the complexity of the fire program on the park unit. Include the italicized text: "*The Annual Delegation of Authority, Inter-Park Agreement (where applicable), Cooperative and Interagency Agreements, Fire Danger Operating Plan, Step-up Plan - Staffing Plan and Initial Response Plan are found in the Appendix section of this FMP. Reference Red Book, Preparedness, Chapter 10 for preparedness planning requirements.*"

Preparedness Activities

Describe the park unit's range of preparedness activities. Include interagency agreements, compilation of weather/severity data, training needs, etc. Refer to RM - 18, Preparedness, Chapter 5 and Red Book, Preparedness, Chapter 10 for current preparedness direction. The park must conduct preparedness reviews on an annual basis using approved NPS Interagency Preparedness Review Checklists.

Coordination and Dispatching

Describe inter-park and/or interagency relationships, interagency agreements, park fire management clusters, national and regional shared resources such as Modules, Aviation assets, etc. Describe dispatching procedures, interagency coordination, and mobilization. Interagency Agreements and Cooperative Agreements are included or referenced in the Appendix. The Interagency Resource Ordering Capability (IROC) enables fire managers to request fire personnel and equipment and track where they're located.

Duty Officer

Describe how the Duty Officer responsibilities are fulfilled at the park unit and include the role, function and responsibilities of the Duty Officer Red Book, NPS Program Organization and Responsibilities, Chapter 3 . Duty Officer Manual, if developed, may be included as an optional appendix.

Prevention

Describe any fire prevention activities for the unit. Current direction for NPS in the Red Book, Preparedness, Chapter 10 states that "Only units that experience more than an average of 26 human caused fires per ten-year period are required to develop a fire prevention plan." The ten-year average should be calculated using the most recent 10 years. Refence the location of the Fire Prevention Plan if applicable to the unit.

Safety Program / Plan

Each operating unit must prepare a basic "Documented Occupational Safety and Health Plan," applicable to the unit. Refer to Reference Manual 50B, National Park Service Occupational Safety and Health Program for requirements. Reference the location of the Park safety plan and park serious injury or death procedure.

Job Hazard Analysis

The Fire Management Officer is required to ensure completion of job hazard analysis (JHA) for fire and fire aviation activities so mitigation measures are taken to reduce risk. Red Book, NPS Program Organization and Responsibilities Chapter 3. Reference the location for the relevant Wildland Fire JHA's or attach as an Appendix.

3.4 Post-Fire Programs and Response

Summarize information about post-fire response actions. Park units that have historically experienced large wildfire or have the potential for large wildfires may develop unit-specific guidelines and standards for post-fire activities. If park specific guidance has been developed reference the location of the document. Include the italicized text: *"The park unit is responsible for taking prompt action after a wildfire to minimize threats to life or property, and to prevent unacceptable degradation to natural and cultural resources. Damages resulting from wildfires are addressed through four activities:*

Suppression Repair*: the intent is to repair suppression damages and is the responsibility of the Incident Commander. This activity is paid for from wildfire suppression funding.*
Emergency Stabilization*: the intent is to protect life and property and critical resource values, and is the responsibility of the Superintendent. This activity is paid for from Emergency Stabilization (ES) funding.*
Rehabilitation*: the intent is to repair wildfire damaged lands that are unlikely to recover naturally to management approved conditions, or to repair or replace minor facilities damaged by wildfire. This activity is paid for from Burned Area Rehabilitation (BAR) funds.*
Restoration: *the intent is to continue the rehabilitation efforts started in the BAR process beyond the time period limitation set by the department. This activity is paid for from regular program funds.*

[RM - 18, Post Wildfire Programs, Chapter 18](#) and the [Red Book, Incident Management and Response, Chapter 11](#) provide direction on current processes and timeframes."

3.5 *Air Quality/Smoke Management

Describe air quality issues and procedures as applicable. A detailed smoke management plan may be developed cooperatively with the state regulatory agency responsible for air quality management for each park unit. If a smoke management plan has been developed, reference the location. Additional Smoke Management information can be found in [RM 18, Air Quality and Smoke Management, Chapter 9](#).

3.5.1 *Air Quality Issues

Describe the locations of Class I & 2 airsheds, any non-attainment status, description of pre-identified smoke sensitive areas, local and regional smoke management restrictions and procedures and relevant state implementation plans.

3.5.2 *Smoke Management Activities

Describe actions to manage smoke impacts that comply with the requirements of the Clean Air Act and any additional issues identified through the NEPA process and State Implementation Plans (SIP) requirements. Include potential measures and techniques to prevent or mitigate adverse smoke events. Describe any potential for significant smoke issues or impacts here also.

3.6 Data and Records Management

Describe how the park unit will ensure data are created and managed in accordance with the requirements listed in [RM - 18, Information and Technology Management, Chapter 19.](#) Describe how the park unit will manage [Incident Management Qualification and Certification System (IQCS)](#) data, incident management files and any unique circumstances to the park unit.

4.0 PROGRAM MONITORING AND EVALUATION

Intent**:** Describe actions the park unit will take to review and update this plan by incorporating lessons learned from fire reviews and fire effects monitoring data as well as through findings from scientific research.

4.1   Monitoring
If applicable, develop a monitoring plan(s) as per RM - 18, Fire Ecology and Monitoring, Chapter 8 and reference the location of the Fire Monitoring Plan.

4.2   Research
Park units should utilize research findings to refine goals and objectives and modify management actions and/or treatment objectives. National or regional scale research findings may be applicable to goals or objectives related to firefighter safety, management strategies and/or fuel treatment effectiveness. If the park unit has used national or regional findings to inform the fire management goals and/or objectives, then briefly describe those findings. Research conducted within the NPS unit or in very similar ecosystems should be used to refine goals and objectives related to restoring and maintaining ecosystem characteristics. If your unit has ecological goals and/or objectives for the fire management program, then provide a summary of key research related to those goals and objectives and a description of how the research findings have been incorporated into this FMP. Refer to RM - 18, Fire Research, Chapter 17.

4.3   Climate Change
Describe briefly the current climate trends that may affect fire management strategies in the park unit. NPS summaries provided by the Climate Change Response Program (DataStore - Project - (Code: 2221882) (nps.gov)), published studies on NPS climate trends (GIF - Anthropogenic Climate Change (berkeley.edu)) and/or local scenario planning or vulnerability assessments should be referenced, as applicable. For park units that incorporated climate change trends or projections into elements of this FMP, summarize the research or planning efforts that occurred and how they informed the current fire management direction.

4.4   Evaluations, Reviews and Updates

Fire Program Review
Describe the frequency of park/unit/zone/cluster fire program reviews. Reviews may be scheduled on a regular cycle; or triggers may determine the need for a review; or park, regional or national leadership may request a review. If your region has a review schedule, include that information in this section. The National Park Service has developed a NPS Wildland Fire Program Review Guide that describes the review framework. For more information reference RM - 18, Evaluations, Reviews and Investigations, Chapter 16.

Wildland Fire Incident Review
Include the *italicized* text: *"All wildland fires and fire-related incidents will be reviewed in accordance with RM - 18, Evaluations, Reviews and Investigations, Chapter 16 and the Red Book, Reviews and Investigations Chapter 18"*

Annual Fire Management Plan Update

Include the *italicized* text: *Fire Management Plans do not expire and remain in effect until superseded by a new or revised plan. However, annual updates are required for the plan to be valid for the current year. Once the* Annual Update Checklist *is completed the Superintendent must sign the FMP Annual Update Checklist. All approved changes must then be incorporated in the FMP and the Annual Update Checklist must be added to the FMP immediately following the cover-page. The revised FMP, including the signed Annual Update Checklist, must be uploaded to the* NPS Wildland Fire, Planning and Budget SharePoint RM - 18, Fire Management Plans, Chapter 4*. Fire Management Plans that do not have a current Annual Update Checklist are not considered current. Contact your Regional Fire Planner for region specific deadlines and protocols.*

NWCG GLOSSARY

REFERENCES CITED

REQUIRED APPENDICES

Note: these may be included as an appendix, location identified or link to the document.
(Red Book, NPS Program Organization and Responsibilities, Chapter 3 and Preparedness, Chapter 10)

A. Annual Delegation of Authority
B. Inter-Park Agreement (where applicable)
C. Cooperative and Interagency Agreements
D. Preparedness Planning Documents
    1. Fire Danger Operating Plan (FDOP)
    2. Preparedness Level Plan
    3. Step-up Plan/Staffing Plan
    4. Initial Response Plan