

CWPP Recommendations for Implementing the Steps in the Leaders Guide

Purpose: This Leaders Guide explains how to implement each of the steps needed to effectively create a **CWPP**. This process will help the fire chief or designated **CWPP** leader to incrementally engage and enlighten the community and policy leaders about the dangers and recommended mitigations when managing the threats in the wildland. The planning process is designed for varying levels of sophistication and is practical and easy to use. This planning process should be developed in conjunction with other fire plans that exist.

There are very important reasons to develop a **CWPP** plan: The social, moral and professional reasons to stay on top of key fire management concerns; credibility and collaboration with other fire management and governmental agencies; building stronger levels of team readiness; and the ability to attract higher levels of grants and other forms of federal, state and local funds. No fire chief would want to fail at protecting their community or fail at managing the safety of their personnel...do a **CWPP** plan!

Real world examples of the wildland fire challenges need to be introduced into this document. Such as, case studies, lessons learned, e.g. forests being closed for years after a fire event, water systems and water sheds, destroyed community water sources in jeopardy, contamination of water sources, losses of life and jobs, the entire economic affects on the community, and the entire loss of quality of life with respect to recreational activity, etc.

The **CWPP** process can be completed within 6 months with one meeting per month; or your team may decide to engage deeper and spend more time in the planning process. In either case we recommended the **CWPP** planning process should occur in three phases, listed as follows:

Phase #1: Forming and Norming

Phase #2: Risk Assessment and Priority Setting

Phase #3: Plan, Do, and Evaluate

Note: This Leaders Guide document was produced from the feedback of over 50 executive level fire and forestry professionals from 33 States. It represents the experience and insights of the professionals that have engaged in local area planning.

Leaders Guide Symbols:

P Plan symbol - vision, knowledge, network, scope and planned activities.

D Do symbol - activities accomplished to gain a planned outcome

A Act symbol numerically indexed; A planned activity that is ready for action/implementation

PHASE #1 - FORMING AND NORMING

CWPP Step #1 Convene Decision Makers

D-1 Fire Chief to meet with his or her staff to consider the possibilities of a wildland fire problem within or near the area of protection in concern? Life safety, property/assets at risk, open space islands, risks to community economy, etc.?

Set up a staff meeting with executive leaders that you intend to work closely with in creating the **CWPP**; the only agenda items should be to: 1) Review each of the steps on the "Leaders Guide" with the intent to consider how the process might work within your jurisdiction and who should be invited to the first "kick-off" meeting of the planning process. 2) Start thinking about grant resources and/or budgeted funds available to support the planning process. 3) Start working on the tasks listed in "**P-2**" and "**D-2**" below.

P-1 Define the problem and consider the need for a **CWPP** (funding, peace of mind, moral and professional obligation, value of the planning process for operational readiness, etc.)

Identify a few of the wildland fire losses that have occurred over the last 20 to 50 years. Consider the impact of those same incidents if weather patterns (wind, dryness, and low fuel moisture) had of been different; also consider the effects of unmitigated fuel growth and the increase in WUI infrastructure, housing, and other life hazards and assets at risk. There are computer driven fire-modeling programs available that will graphically show how a fire will spread.

P-2 Set a conceptual mission, vision and/or policy direction as a starting point of the planning process; this effort will be sanctified by the planning group and policy makers later in the planning process.

Convene a staff meeting to brainstorm to determine who to invite to the first **CWPP** development team meeting. Consider the most effective leaders who represent the local are fire, environmental protection, land use planning, construction management, and others that are listed in "**D-2**" below.

D-2 Consider the following list of categories of interested parties: Neighboring fire jurisdictions; Fire Safe and/or Firewise community groups; fire prevention officers associations and the fire labor group; environmental associations and fish & game; law enforcement agencies; utilities (water, power, roads, etc.); city/county planners and building officials; insurance agencies; watershed oversight; local government representatives; land owners/managers; tribal nations; chamber of commerce; tribal leaders; community leaders who have identified interests in **CWPP**.

Other groups to consider inviting include: Dept. of Transportation; forestry and timber management experts; land trust groups; sportsman's associations; emergency communications centers; city/county emergency management (disaster management) with emphasis on an anti – terrorism task force; air pollution control and health services leaders; recreation districts, tourism groups; county agricultural/farm bureau; experts on weather and geography and terrain; specialist in geographic and computer information systems; grants coordinator and city/county financial management; university or college forestry, fire protection, and environmental programs; waste management; mayors, managers, commissioners and county supervisors; Local Emergency Planning Committee (LEPC) for hazmat; and others with special interest and community building potential.

P-3 List the potential players (define the “Jurisdictional” and “Non-Jurisdictional” players) – Develop a matrix comparing the problem areas and concerns with the potential players that should join the planning team to help manage the fire risk

P-4 Identify the Core Group of policy interest leaders; those that have statutory policy level sign off powers and those who are required for grant funding – i.e. Healthy Forest Restoration Act (HFRA) compliance requirements

P-5 Review all existing local, state and federal fire plans to include the City and/or County General Plan for information related to the wildland fire planning challenges

Make sure that the city and county planners and environmental agencies are actively involved as **CWPP** planning members; their support and developing workable methods of mitigating fuel hazards is critical to the success of the **CWPP** process. Also make sure to invite city/county financial managers to help identify funding sources and to help track accountability for spending on the mitigation projects.

D-3 The Fire Chief is the “change agent” so in that capacity he or she must make face to face contact with city and county leaders and key political leaders to point out the “hot button” problems, concerns and costs of the planning process – make sure those involved in policy level decisions are aware of the consequences and costs of “doing” and “not doing” the wildland fire plan.

P-6 Begin exploring and defining the potential boundaries of the **CWPP** planning area.

The final map will be adopted by the **CWPP** planning team; as a first step identify the potential boundaries, recognizing natural boundaries and territorial jurisdictions. The first version of the boundary should be penciled in with the understanding that it may be changed by the planning team.

CWPP Step #2 - Involve the Public Agencies – Local, State and Federal

D-1 Develop a clear understanding of the property ownership, with special concerns for state, federal and tribal lands; consider the ownership of parks, open space and lands located in high fire risk areas.

P-1 P-1: Conduct a search of all grant opportunities; utilize state and federal guidance from some of the stakeholder players identified in Step #1 (**K-1** and **P-3**). Contact those local agencies that have already completed the **CWPP** process to determine the resources and planning practices utilized.

D-2 Fire Chief to conduct “face to face” meeting with all District level (local regional leaders) from federal and state agencies in charge of managing property interests within the boundaries of the **CWPP** planning area as well as all grant funding agency leaders and those that regulate and permit fire management operations, such as control burning and other fuels management operations.

A-1 Assign the official **CWPP** planning team. This should be a public event with political attention and public recognition (press coverage). This would be the time to prepare the public and the public policy leaders for the impact of the plan, identifying the potential cost/benefit impacts of performing the **CWPP** process.

The fire chief would take an active part in laying out the wildfire planning challenges and threats as well as the opportunities and positive impacts of accomplishing the mitigation projects defined in the **CWPP** process.

P-2 If federal and state players who have jurisdiction within the planning area are not engaged in the **CWPP** planning process write a paragraph explaining why to be placed in the plan.

Contact the regional fire service and forestry leaders to determine who from the state and federal agencies should attend the **CWPP** planning meetings; focus recruitment on those agencies having jurisdiction within the **CWPP** planning area with special attention to the state forestry, federal Bureau of Land Management and the U.S. Forest Service (even if they only border the planning area).

CWPP Step #3 - Engage Parties

D-1 Develop a personal invitation to all private property owner groups and other interested parties willing to work on the planning process; actively involved in follow up on the planned activities.

P-1 Begin considering the meeting location, convenient meeting time. and meeting agenda for the first official meeting of the **CWPP** plan development committee.

D-2 Develop an agenda for the first meeting (see **A-1** below for details).

A-1 Conduct the first meeting of the **CWPP** planning group. The Chief should encourage membership to the planning group and be inclusive of group interests...making sure that non-fire agencies such as recreation, environmental, and other users of wildland areas are invited to the planning team.

P-2 The Fire Chief will assure that the organization is on the right track and is adequately supported but does not have to lead the planning group at future meetings. The Chief may empower others to assume leadership and management functions, while always tracking to make sure that the planning process is functioning properly.

The Chief should be sure that there is support from the city manager and/or the county administrator and the mayor and/or chair person of the board of supervisors support.

P-3 The Chief should consider the formal planning process to be used (all 8 steps reviewed within this planning guide) and the preliminary boundaries of the planning effort to offer to the planning group at the first meeting.

D-3 Make sure that the plan's focus and scope is achievable and can grow with the "economy of scale" encouraging interested parties, resources and players to join into the process.

Get high level support (even from the Governor if possible) to motivate local interest; get the "big" decision makers and powerful local leaders, with access to \$\$\$, to help sway people to support the **CWPP** vision.

P-4 Understand and be ready to address deal stopper issues and disruptive participants that obstruct the planning group's activities. When disruptive activities occur make sure to remind the planning team about the vision and mission of the group. Make sure to not stymie constructive feedback that may be at odds with the group interests...allow adequate time to deliberate before moving on.

The chief should make sure that meetings assure productive results that meet the mission and vision of the group; always be aware of the potential for threats from within the groups as well as from special interest groups and individuals for the community that may not support the **CWPP** ideals. Contentions may include turf wars; resistance to the time and cost of the projects; perceived lack of importance; apathy (even from within the fire service); enforcement costs too high; inability to manage the long term challenges – keeping mitigated areas maintained; reduction in land available to development potential; peoples resistance to losing any property rights and personal privacy rights; reluctance to trust anything that associates with "government"; decision makers lack of believe of the fire threat potential; disputes over who is in charge; failure to invite key landowners and other stakeholders; lack of participation; lack of identity with the wildland fire threat; multiple visions breaking down cooperation and collaboration of the planning team; competition between neighboring agencies; fear of being called a "chicken little" worrier; etc., etc.

D-4 Refine the vision and direction of the planning effort to accurately reflect the community concerns...probability of success goes up with support and buy-in to a clear vision. Continually revisit the vision with the planning team at future meetings. There are many issues to consider when working towards the successful accomplishment of **CWPP** projects. The following is a summary of the feedback from approximately 50 fire chiefs from 33 states that have an identified wildland fire problem:

- Work hardest with those parties that have energy and interest and common interest to work together well; play off of the small successes and build momentum and more interest with time and more successful outcomes.
- Involve state and federal agencies early in the process; they have the resources and the interest in collaboration to achieve local area success.
- Make sure the data used is accurate and credible; use as much data as possible that has already passed the scrutiny of local, state and federal agencies for **CWPP** project planning purposes.
- Build working relationships with agencies and associations that have common interest in **CWPP** projects;
- Make sure to adequately plan for staff time to accomplish planned activities.
- Secure protection and defensible space, access, water and fire protection resources to the clusters of buildings and other assets of risk in the wildland.
- Sell the **CWPP** process to economic development interests, recreation, resort and environmental preservation groups;
- Politicians get "brownie points" when associating with successful people and committees – develop those opportunities and maximize the results of your success
- Success breeds cooperation and momentum for more future action; play off success and motivate your team for more!
- State and federal grant agencies like to support well planned community action – do the planning and play off of the community support!
- Include the non-participants in the consensus development process; facilitators and group leaders should encourage quiet participant feedback; there should be something for everyone – mutual aid or some sort of support trade-offs should be encouraged
- Streamline regulatory oversight by working cooperatively and collaboratively.
- Develop relationships and attune to political planning

- Generate some interest through a local news outlet; get them to identify with the vision early in the planning process and then follow the story appropriately
- New coalitions and better understanding of roles and responsibilities will occur when the leadership opens communications and joins other leaders interests into the planning process
- Draft a model plan from collaborative effort of a well represented community effort and then ship it to the other stakeholders for feedback and potential support; but be careful, the sign off support of an agency that did not participate in the plan development is NOT considered collaboration...it won't carry as much power as those who have put their personal effort and interest into creating the plan.
- If nothing else, the **CWPP** process will raise the consciousness of the community and political leadership to the threats and concerns involving the wildland.
- A good **CWPP** may reduce the fire protection and insurance cost for wildland assets at risk.

PHASE #2 - RISK ASSESSMENT AND PRIORITY SETTING

CWP Step #4 Community Base Map

P-1 Use any base map that you are most comfortable with when defining the boundaries of the planning effort. Define the boundary of your fire planning effort, being mindful of the areas that you are leaving out of the focused effort to improve fire safety...use natural and recognizable boundary breaks.

A-1 Conduct the second planning session and present the first map boundaries to the group for approval, consider amendments to the map, get consensus from the group on the **CWPP** boundaries. Confirm your vision and planning direction with the group.

Get consensus and buy in on the draft map; involve public works engineers, utilities, parks and forestry personnel on the mapping process.

Gather information about the hazards (carry the fire), risks (what starts the fire) and values (things you don't want to located within the **CWPP** planning area. Utilize existing risk assessment information from other planning documents (public works and fire analysis efforts conducted by state and federal agencies often have the fuels models, burn rates, slope and fuel types). Reference web contacts, local planners, guide books, etc. for how to define risk.

P-1

Contact state and federal region fire protection agencies; do a historic accounting of fire history and project the impact on today's assets at risk; contact city and county planning departments, weather services, state and federal geological services, military services, mapping and topography surveying groups for support.

A-1 Convene the third planning meeting. Present the risk assessment information to the planning team and attain feedback to expand upon the hazard, risk, and value concerns. The Fire Chief should describe the "real picture" of what the level of suppression capacity, timelines for response and ability to protect lives and property at risk. The entire planning team should describe the loss potential and values at risk within their area of interest. A risk assessment team should be assigned from the membership of the **CWPP** planning committee to put the hazard, risk, values, and response capability together.

- Use Firewise concepts (structural ignitability, ignition risk, fuel hazards);
- The hazard identification process should single out the concerns; each concern should have a prevention and mitigation plan developed for it.
- The priority should be focused on the most significant life threats first, followed by high valued assets, water supply and infrastructure protection, environment and private property interests
- The fire chief must make sure that the group stays together on this process- understanding and prioritizing the risks and threats is very important; make sure that key stakeholders are present
- Individually prioritize risks and threats and then do a group process to gain consensus on the highest priority concerns – do a rank-order exercise where the participants get to weigh in on the choice AFTER understanding the individual interests for each of the projects considered.
- Develop a measurable rating system – place firefighter and resident safety as the highest valued measuring point.

CWPP Step #6 Community Priorities

P-1 The **CWPP** leadership must be led in a collaborative and consensus based way...projects will start falling out of the planning process for implementation consideration. The planning and risk assessment team should begin working on ways to prevent, mitigate and prepare for the defined hazards and risks. The planning process should also consider the structural ignitability concerns for areas near wildland fuels as well as the house to house fire spread concern from a major wildland fire event.

Use GIS personnel to staff and help facilitate the mapping process. The **CWPP** planning team should consider new ordinances and fire regulations.

A-1 It is very important to facilitate the fourth meeting effectively. The facilitator needs to capture the feedback, encouraging maximum feedback from everyone, organizing the feedback into the hazard and risk categories accompanied by prevention, mitigation and preparedness plans. The Fire Chief should be present to encourage and monitor feedback and to understand the logic and feedback from the planning team. This is a very important part of the planning process.

Set some timelines for planning; the basic **CWPP** process should be completed with 6 meetings (which can be accomplished in 6 months or less if necessary). The on-going development and implementation should proceed from there; follow the Leaders Guide for the details. Remember, one size doesn't fit all in the **CWPP** planning process; use other plans and support from outside agencies to keep from re-inventing the wheel, but do not expect your **CWPP** to be the same as any other version in existence...it's YOUR community and YOUR leadership that sorts and develops the best overall plan!

D-1 Convene the **CWPP** planning team for a fourth meeting to review the risk assessment and risk management results. Provide further scrutiny to develop prevention, mitigation, and preparedness plans for each hazard and risk defined. Prioritize the planning projects with collaborative consensus for those projects and programs requiring immediate attention.

- The fire chief should be clear and direct with what he/she hopes to accomplish; don't overdo the "doomsday scenario" but present clear and identifiable treats with a willingness to lead planning efforts for solutions.
- Collaborative effort is the recommended way of building a **CWPP**; initially keep the process and **CWPP** simple (don't get grandiose), build the plan with time and momentum generated from successful implementation of smaller projects; go after the low hanging fruit first!
- It's highly recommended to use trained and effective facilitators when leading planning group efforts that require consensus support.
- Be able to define and communicate the value of prevention and mitigation efforts when suppressing fires; sell the value of **CWPP** as the "once of prevention" that keeps problems small and manageable.
- Don't get bogged down in over analyzing data or fighting over the finer point so the plan. Establish priorities and facilitate solutions corrective action, low cost, quickly accomplished followed by mid to high term cost impacts that have greatest life safety value.

PHASE #3 PLAN, ACT AND EVALUATE

CWPP Step #7 – Action Plan and Assessment Strategy

A-1 The key point of this Step is to attain "buy-in" and commitment for "doing". The plan will call out the priority moves; the key tasks need to be tracked to measure progress on the "doing". It is critical for all of the key players to commit to the action plan and participate in the doing process. Make sure to engage private property owners into the "doing" process, their understanding and support of the plan is critical.

- Deal with the competing interests for training, prevention and suppression needs (e.g. terrorism); join the interests for an opportunity for overall system strength
- Sustainable results through collaboration and commitment to the **CWPP** planning process
- Be mindful of the need for developing **CWPP** for firefighter safety, especially when first in protection involves the use of inexperienced wildland firefighters
- The group can convince the dissenting member(s) to reconsider and think outside the box and hopefully join the majority of the group so that a solid consensus supports the **CWPP** projects.

A-2 A fifth team meeting is required. At this point the Fire Chief role will be to support and encourage the outcomes, clearly identifying the support and involvement that the fire department will offer for each of the planned outcomes, remembering that it is much better when the community engages in the "doing process" – the fire agency fills the gaps to keep the process alive and moving forward. The financial impacts associated with each of the planned outcomes must be developed and a fund raising process defined by the planning team.

Use case examples where fire caused major damage or had great potential to do so; recognize changing demographics, growth into WUI, weather patterns and higher potential for more fire starts. You get many more smaller fire starts that act as warning for the "big one" coming your way!

D-1 Make sure to set up a method for changing, updating and/or revising the plan. The only way to keep the plan alive and effective is to keep changing it to meet the challenges ahead.

- See Step #9; the plan must have schedule dates to measure progress and review/update planned activities.
- Build strong communications systems; person to person (face to face is best), newsletter, e-mail, web pages, etc.. Track and celebrate successes as well to provide accurate and timely information...that builds momentum!
- Give presentation to governing bodies, commissions, homeowners groups, etc. that builds support and identification with the **CWPP** vision.
- Gather and recognize the **CWPP** leaders and "doers" publicly; public kudos create positive energy and motivation for more "doing"; and most importantly, it's the right thing for a leader to DO!
- Learn from mistakes, failures or lack-luster performance; try a new strategy if the first one fails...hang in there for success and it will come, especially if your team is working together and has the same vision of success clearly in mind

CWPP Step #8 Finalize the CWPP Plan

- D-1** The planning team must develop an excellent (professionally designed) message for public release about who, what, where, why and how the fire safe projects are being accomplished. Use the planning team members as much as possible to deliver the public relations message as possible to the community leaders. A community member working with a fire department representative is an excellent “one-two” sales pitch.
- Keep the media involved; develop and maintain a relationship and an on-going story of your team’s challenges and successes; find reporters that have a personal interest in the vision of the **CWPP** projects, have them give their personal testimonial at community events.
 - Maintain a sense of ownership by building a collaborative team effort around the **CWPP** projects;
 - Set the theme of the **CWPP** projects and promote that theme at public events like fairs, parades, and other community events

- D-2** The planning team should develop the background and detail necessary to plan tasks, resources and staffing needed for each of the projects selected for “doing”.

Each **CWPP** is a “tailor made” effort for the community served, developed by the leaders within the community and patterned on the actual fire challenges and asset protection planning that is important for the individual community. The guidance offered in this document and the Leaders Guide is a compilation of recommendations and helpful hints used by fire and forestry leaders from all of the States that have a WUI challenge. Realize that fire chiefs and local leaders who have interest in public safety work hardest on empowering and helping to focus the planning teams on producing the projects that are focused on attaining the local vision for **CWPP** improvements.

- A-1** The leadership of the team must meet with the key stakeholders and policy leaders (sign off authorities) to attain support for the planned activities with emphasis on the financial needs and funding mechanisms identified. Use the planning team members to deliver as much of the message as possible to the community leaders. Attain signature support from the organizations that must approve the plan to grant financial support, regulatory or oversight (the list was developed in Phase #1, Step #3, P-3).

Consider useful options for using harvested fuels and bio-mass for co-generation of power or for forest products uses such as mulch, feedstock, etc.

- A-2** A sixth meeting of the planning team is needed to celebrate the development of the plan and to plan future meetings needed to keep the progress going on doing, evaluating and updating the plan for more future doing. At this point the **CWPP** process is engaged and working...the challenge will be to recruit involvement from the community stakeholders (much like you have already done) and to work on funding mechanisms to achieve the prevention, mitigation and preparation measures your community feels is necessary.

- P-1** Set a date for tracking the progress of planned projects. The entire **CWPP** should be reviewed and updated during the next scheduled meeting; build on the **CWPP** so that new projects stay on track for the vision of the plan as described in Step #9 below.

CWPP Step #9 Progress and Review Meeting

- P-1** The staff and committee leaders should get together and plan the “Progress and Review” meeting. This would be a chance to recognize progress and build team momentum for more future accomplishments. The planning team should review the entire **CWPP** planning process (Leaders Guide) and highlight the activities that should be discussed at the “progress and Review” meeting.

- A-1** Convene the seventh **CWPP** meeting to celebrate progress and to review and update the **CWPP** for future action. This should be a positive and encouraging meeting...building momentum for future success.

- P-1** The **CWPP** planning process is an on-going concern. The issues and challenges change but the planning guidance recommendations presented in this Leaders Guide remain fairly stable and can be used repeatedly. Plan to have **CWPP** meetings at least once per quarter to maintain interest and to encourage progress. Good luck and remember persistence pays and persistence with collaborative support effort pays big! The more the collaborative support the bigger the pay off will be!!

