

Lesson 14 –Objectives and Requirements

Estimated time to complete: 45 minutes

In this lesson, you will learn about:

- The Objectives tab in WFSS and what types of tasks are performed there.
- The role Fire Management Units (FMUs) and Strategic Objectives (SOs) play in decision making.
- Management Requirements: what they are and where they come from.
- Incident Objectives and Incident Requirements: what they are and why you develop them.
- Publishing Incident Objectives and Incident Requirements.

The lesson contains 5 exercises that teach you how to:

- Determine which FMUs/SOs intersect the planning area you drew for your training incident.
- Identify what types of values and/or resources need to be addressed in the incident objectives and requirements by reviewing and evaluating the:
 - Strategic Objectives and Management Requirements for each FMU/SO that intersects the planning area.
 - Values Inventory.
- Develop Incident Objectives and Incident Requirements for your training incident that:
 - Tier off of the Strategic Objectives and Management Requirements for each FMU/SO that intersects the incident’s planning area.
 - Address values identified in the Values Inventory.

Objectives and Requirements

The Objectives tab in WFSS is where Incident Owners and Editors manage an incident’s objectives and requirements, of which there are two types:

- Strategic Objectives and Management Requirements, derived from an administrative unit’s planning documents, guide management actions on a landscape.
- Incident Objectives and Incident Requirements, developed by Incident Owners and Editors, contain incident-specific direction that tiers off the broader Strategic Objectives and Management Requirements, addresses values identified in the Values Inventory, and guides management of an incident.

Drawing a planning area determines what overarching planning direction will require consideration when developing a decision and the WFSS planning process chosen for an administrative unit determines what type of spatial data represents its planning direction. The Fire Management Unit (FMU) planning process uses FMUs and the Spatial Fire Planning (SFP) Process uses Strategic Objective (SO) shapes. FMU or SO spatial data (as well as Management Requirement spatial data if SFP is used) and Strategic Objective and Management Requirement text, derived from a unit’s Land, Resource, and Fire Management Plans and spatially linked to the spatial data, are uploaded into WFSS by a Data Manager well ahead of fire season.

When a planning area is drawn, the Strategic Objectives and Management Requirements for each FMU or SO shape that the planning area intersects are auto-populated into the decision and available for reviewing on the Objectives tab. These Strategic Objectives and Management Requirements require consideration in the incident decision-making. Decision makers develop decision content (Incident Objectives and Incident Requirements, Course of Action, etc.) that is commensurate with this direction,

which ensures that decision content supports guidance provided in planning documents for the affected unit(s).

Note: WFDSS is a flexible application that allows you to create a decision that meets the needs of a particular Unit and incident. The methodology presented in this and following lessons teaches you how to create decision content that ties directly to an administrative unit’s planning documents. More importantly, the lessons help you understand the relationship between the two. Knowing what’s contained in planning documents is crucial to developing a good decision. This type of approach is helpful for creating an incident’s first decision.

Creating a subsequent decision for an ongoing incident requires a different strategy. Every time a planning area is updated, additional FMUs or SOs may require consideration and others may no longer require consideration. This may affect the list of strategic objectives and management requirements, and thus the incident objectives and requirements and corresponding course of action.

Strategic Objectives and Management Requirements

Administrative units and agencies have Strategic Objectives and Management Requirements related to the landscape and its resources. This planning direction guides decision-making for the unit (including fire decisions) and is derived from NEPA-approved documents that include Land, Resource, and/or Fire Management Plans.

Not all of this direction is applicable to wildland fire. Prior to fire season, line officers and resource/fire managers should jointly devote time to identify applicable planning direction to ensure that the WFDSS Strategic Objectives and Management Requirements are meaningful. This could mean:

- Editing or entirely removing non-fire direction from Strategic Objectives and Management Requirements currently uploaded to WFDSS
- Reviewing original planning documents to identify objectives and requirements specific to managing wildland fires before Strategic Objectives and Management Requirements are uploaded initially.

Resulting Strategic Objectives and Management Requirements should clearly articulate over-arching fire management direction. Pre-season planning allows time for critical thinking, scenario planning, and the testing of uploaded Strategic Objectives and Management Requirements for clarity and applicability. Without it, units can get stalled addressing issues that have little or no bearing on managing the incident at hand.

Users assigned the role of Data Manager upload Strategic Objectives and Management Requirements for their administrative units for availability during the incident decision-making process. Strategic Objectives and Management Requirements for an incident are generated and included in the decision automatically once a planning area is created or FMUs are added manually. Incident-level objectives and requirements developed for an incident will be based on these Strategic Objectives and Management Requirements.

To Review Strategic Objectives and Management Requirements for your Training Incident:

1. From the Incident list, select the incident you want to develop review Strategic Objectives and/or Requirements for.
2. Click **View Information**. The Edit Incident page appears.

3. Select **Objectives**. The Objectives page appears.
4. Select the checkboxes beside Strategic Objectives and Management Requirements, and then click **Apply Filter**. The list of Strategic Objectives and Management Requirements for each FMU that intersects the planning area appears.

Determining Which FMU or SO Shapes Intersect the Planning Area

When you draw a planning area for an incident, you can determine which FMUs and/or SOs the planning area intersects in one of two ways.

- From the Situation map, an Incident Owner or Editor can view the FMU or SO map layers for each unit that intersects the planning area, or
- From the FMU/SO List menu option, any WFDSS user can view the list of FMUs and/or SOs that the planning area intersects.

Whichever way you choose, determining which FMU and/or SO shapes intersect the planning area helps you understand how the list of Strategic Objectives and Management Requirements was generated on the Objectives tab, and why you need to address each when you develop Incident Objectives and Incident Requirements for the incident.

Either option listed above provides a convenient way for you to quickly identify all administrative units that are affected by or have decision-making responsibilities for a particular incident. This is particularly important for incidents that cross jurisdictional boundaries, so that you can ensure that all the stakeholders are kept apprised of the situation and have the appropriate level of incident privileges.

Additional information about and instructions for each method are below.

Viewing FMU/ SO shapes included in a Planning Area from the Situation Map

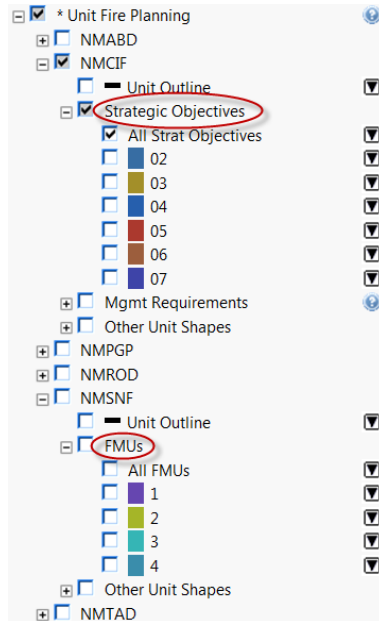
Incident Owners and Editors can spatially determine which FMU or SO shapes intersect an incident's planning area on the Situation map (only Incident Owners and Editors can view the current planning area for a pending decision). Remember, the planning process chosen for a unit determines if FMU or SO shapes are used, so you will see one or the other for each affected administrative unit. When viewing the FMU or SO shapes from the Situation map, WFDSS display all FMUs/SOs for one unit at a time, or individual. In addition, if you move the map to a different unit collapse and re-expand the FMU/SO layer to view the shapes for the new location.

If you determine the planning area to be the wrong size or shape, you can redraw the planning area to re-sample the pre-loaded FMUs/SOs. If you have questions about the pre-loaded data or changes are needed, contact the Data Manager for the administrative unit.

To view the FMU/SOs included in a planning area from the Situation map:

1. From the Incident List, select the incident that you would like to view the planning area and associated FMUs or SOs for.
2. Click **Assess Situation**. The Situation map appears.
3. Select the **Incident** Layers, and then select **Planning Areas > Current**. The current planning area will be visible on the map.

4. Select the plus sign beside the **Unit Fire Planning** Map Layers to reveal the list of units that are applicable to the current zoom level of the map display. In the example below, six different administrative units/Unit Identifiers are listed. Note that Unit Identifier NMCIF uses Strategic Objective (SO) shapes and NMSNF uses FMU shapes.



5. Select the plus sign beside a Unit Identifier of your choosing, and then select a plus sign beside **FMUs** or **Strategic Objectives**. If **neither option** is available, then the unit has not uploaded planning process shapes into WFDSS Training and you should choose a different Unit Identifier for this particular exercise.
6. View the **All FMUs** or **All Strategic Objectives** option for each unit in the list. You can only view the FMUs or SOs for one unit at a time.
7. Make a note of which units and FMUs/SOs you find that intersect the planning area.

Viewing the FMU/SO List for an Incident

From the FMU/SO List menu option, any WFDSS user can view the list of FMU and/or SO shapes that intersect a planning area, as well as determine how many acres of each shape the planning area includes. This is the quickest and easiest way to determine, at a glance, which FMUs and/or SOs are affected by a fire and which administrative units may have decision-making responsibilities for an incident.

To view the FMU/SO List for an Incident:

1. From the Incident List, select the incident that you would like to view the FMU/SO List for.
2. Click **View Information**. The Incident Information page appears.
3. From the left menu, choose **FMU/SO List**. The FMU/SO List page appears and the primary GA, agency and unit are listed.
4. To view all of the FMUs and/or SOs associated with the incident, scroll down to the **FMU/SO Codes for Incident** section.

5. FMU/SO codes for shapes not included in the planning area are listed on the left, and FMU/SO codes for shapes included in the planning area are listed on the right.

Creating Incident Objectives and Requirements

On the Objectives tab, Incident Owners and Editors develop Incident-specific Objectives and Requirements that are based on:

- Direction in the Strategic Objectives and Management Requirements
- Values identified in the area of the fire or by locals
- Leader’s Intent established by involved Line Officers

The intent of the Incident Objectives and Incident Requirements are to provide more detailed information specific to the area of the fire than the overarching Strategic Objectives and Management Requirements derived from the land, resource, and/or fire management plans for the unit(s) affected by the incident. Developing Incident Objectives and Requirements in this way 'anchors' your decision to the intent expressed in the Strategic Objectives and Management Requirements, and ultimately, the intent of your overarching land, resource, and/or fire management plans. Taking policy and local values into consideration in addition helps ensure that content is specific to the incident and the area of the fire.

A systematic evaluation of wildfire incident decisions was undertaken during the 2014 fire season to evaluate Incident Objective effectiveness and provide recommendations for improvements. The [Line Officer Resources page](http://www.wfmrda.nwcg.gov/line_officer_resources.php) (http://www.wfmrda.nwcg.gov/line_officer_resources.php) has links to multiple resources that discuss findings and some are incorporated in the guidance below.

When developing Incident Objectives, do the following:

- Identify what types of values and/or resources need to be addressed:
 - Review the Strategic Objectives and Management Requirements.
 - Review other sources of incident direction such as the delegation of authority, the briefing package or other related documents.
 - Review the Values Inventory.
 - Obtain local knowledge about values or events
- Develop Incident Objectives and Requirements that:
 - Tier from the over-arching Strategic Objectives and Management Requirements and address the what, where, when and why.
 - Include content that is specific to the location, conditions, and time of the fire.
 - Address values included in the Values Inventory and known locally
 - Are aligned with other sources of direction to include delegation of authority, the briefing package or ad hoc discussions.
 - Communicate the relative importance of one objective over another.

Avoid developing Incident Objectives that are:

- Generic in nature or have vague terms that have different meaning to individuals (e.g., keep the fire small)

- Based on unclear priorities that could jeopardize a sound risk management process that may result in needless firefighter exposure.
- In conflict with other sources of direction to include delegation of authority, the briefing package or ad hoc discussions.
- Definitive and without supportive information, such as defining a box without any explanation of why its boundaries are significant (why should we keep the fire north of Elliot Highway? Is there a town? Private property?)

You can also draw or upload objective shapes that provide a spatial link to Incident Objectives and/or Requirements. All Incident Objectives must be measureable and achievable.

For units that have chosen the FMU planning process, values identified in Strategic Objectives and Management Requirements may not be physically located in the planning area, and Incident Owners may decide not to address these values in the Incident Objectives or Incident Requirements. If you determine this to be the case, use the Decision Editor to document why a value is not addressed in the Objectives section of the pending decision. You can do this once a pending decision has been created.

This is less of a problem for units that have chosen the Spatial Fire Planning Process, as spatial SO and Management Requirement spatial data better captures the actual location of values on the landscape.

Table 1 below shows examples of Strategic Objectives and Management Requirements, and examples of Incident Objectives and Incident Requirements that you might derive from them. Table 2 shows Incident Objectives and Incident Requirements in some common formats, and recommendations for improvements. You will develop the Course of Action to address Incident Objectives and Requirements in Lesson 15.

Table 1: Examples of Incident Objectives and Incident Requirements that tier from Strategic Objectives and Management Requirements

Strategic Objectives	Incident Objectives
Measures for the protection of cultural resources from vandalism & natural destruction will include regular inspection and, where necessary, electronic monitoring.	Utilize MIST tactics on all parts of the District including Sandia Wilderness to reduce suppression-related impacts to ruins and cultural resources.
Protect public & private facilities to prevent loss through wildfire.	Prevent loss and damage to all private and public facilities within and near the fire area that include the Visitor’s Center, Cedro Campground and the Arrowhead subdivision.
Management Requirements	Incident Requirements
Mechanical equipment in Wilderness must be authorized prior to use.	Get approval from District Ranger before using mechanical equipment in Sandia Wilderness.

Limit access to military withdrawal area to existing maintained roads.	To reduce risk to firefighters, do not leave maintained road system (roads 22, 41, and 44) in the withdrawal area
Air quality and smoke management requirements and reporting procedures will be met.	Smoke management & air quality requirements & reporting procedures for Bernalillo County & NMED will be followed, and are found in the <i>Southwest Region Smoke Reporting Guide</i> .

Table 2: Incident Objective and Requirement examples and recommended improvements

Incident Objectives	Recommended Improvements
Keep fire contained on FS land east of Black Swamp Road, south of Catfish Lake Road and West of Wells Oaks Road	Keep fire from burning onto private lands within Camp Bryan and west of Black Swamp Road. Keep fire south of Catfish Lake Road and west of Wells Oaks Road to protect timberlands and privately owned cabins on Catfish Lake. (Explanation of ‘why’ control line is located where it is.)
Keep fire east of Antelope Road and north of Garden Valley Road	Keep fire east of Antelope road and north of Garden Valley. The area on Fort Huachuca west of Antelope Road and south of Garden Valley has been used for small arms range practice and unexploded ordinance is likely in that area. <i>(A related COA may be: do not conduct tactical air missions until the Range Control Officer can be contacted to provide guidance regarding potential explosions caused by aircraft below 1200’ AGL.)</i>
Contain portion of fire north of the Elliot Highway on the west side.	Contain portion of west side of fire north of Elliot Highway to prevent the fire from hooking back around to the south and west and threatening Minto. <i>(Good information on why the control line should be located where it is based on local knowledge of likelihood of success.)</i>
Protect public and private facilities to prevent loss through wildfire.	Prevent damage to all private and public facilities within and near to the fire area that include the Visitor’s Center and Cedro Campground. -OR- Protect Sweet Lake Patrol Cabin.
Control fire at the smallest size.	In the Smallville municipal watershed, limit fire spread to the southeast. Protect electronic Sites on Fuego Mt to the west of the fire. Limit fire spread to the west of Black Horse Creek to prevent damage to numerous residences and power grid infrastructure amid beetle-killed

Incident Objectives	Recommended Improvements
Protect the public.	conifers. Protect the public from exposure to fire but allow visitors from around the world to visit Yosemite Valley when feasible.
Management Requirements	Recommended Improvements
Avoid use of fire retardant in riparian zones.	In the Jenny Lake Basin and within ¼ mile of the Golden River Corridor, avoid using fire retardant.
Keep fire out of owl nest stands.	To protect owl habitat in the Hamburg meadow area, avoid large scale tactical firing and manage fire intensities (low) through the owl PAC. Exclude fire from MSO (Mexican Spotted Owl) protected activity centers due to breeding season. Minimize fire intensity as second option where possible. Avoid plowlines in the longleaf ecosystem; use natural barriers and roads when possible.
Air quality and smoke management requirements and reporting procedures will be met.	Smoke management & air quality requirements & reporting procedures for Bernalillo County & NMED will be followed, and are found in the <i>Southwest Region Smoke Reporting Guide</i> .

Obtaining a Values Inventory

A Values Inventory (VI) table is generated automatically when a planning area is saved or when STFB or NTFB fire behavior results are processed. WFDSS uses the STFB Arrival Time footprint or the NTFB projected perimeter to determine which values were included in the table.

The V table displays a list of values categories and acreages found within the area covered by the planning area or analysis output, as well as associated source, currency and coverage information for each category. Differences between VI tables generated by planning areas or analysis outputs are as follows:

- A VI generated by a planning area is visible on the Situation Map only to users with incident editing privileges, until a decision is published that includes the planning area. Users can expand the current planning area in the LayerSwitcher and click the Spatial Inventory link to access the VI.
- A VI generated by a completed STFB or NTFB analysis is available for viewing on the Situation or Results map by all users, regardless of role or privileges. On the Situation map, users can expand

the analysis details and click the Spatial Inventory link. From the Results map, users can navigate to the Results tab and click the Inventor link.

IF a unit has chosen to use the WFDSS Spatial Fire Planning Process, then a second Spatial Fire Planning Inventory list will appear that includes Retardant Avoidance, Alaska Fire Management Options, and Unit Management Requirements layers. This list will be empty if these layers do not interest the planning area or analysis output. When viewing a decision document, the VI displays information in the Values section of the document and the Spatial Fire Planning Inventory displays on the Objectives page.

Building data are available for the western US if a county has shared its data. BLM, NPS, and USDA FS building data are also available. In addition, Data Managers can choose to include other unit shapes in the values inventory or create customized risk tables from VI tables available for an incident.

Table 2: Examples of Values derived from the Values Inventory and associated Incident Objectives

Value identified in Values Inventory	Incident Objectives/Requirements
62 Communication towers	Requirement: Protect the communications site atop Sandia Mountain from high intensity fire.

To review the Values Inventory for a Planning Area:

1. From the Incident list, select the incident for which you want to develop review Strategic Objectives and/or Requirements.
2. Click **Assess Situation**. The Situation Map appears.
3. Click the + to expand the Incident Layers, and then the Planning Areas.
4. Click the expansion arrow beside Current.
5. Click Spatial Inventory. A separate window appears that contains the list of values that intersect the current planning area. (It may take a few moments to generate;’ in the window, click View > Refresh if needed.)

To create Incident Objectives and Requirements:

1. From the Incident list, select the incident you want to develop Incident Objectives and/or Requirements for.
2. Click **View Information**. The Edit Incident page appears.
3. Select **Objectives**. The Objectives page appears.
 - a. To develop **Incident Objectives**, do the following:
 - i. Mark the Strategic and Incident Objective checkboxes, and then click **Apply Filter**. The list of Strategic and Incident Objectives appears. No Incident Objectives appear in the list if none have been created.
 - ii. Click **Create Incident Objective**. The Create Incident Objective page appears.
 - iii. Enter a description of the objective and be specific. Incident Objectives contain incident-specific content that tier off of the broader Strategic Objectives.
 - iv. Click **Save**. A message appears in green saying that the Incident Objective was successfully created.

- v. Click **Return** when you are finished entering Incident Objectives. The Objectives list reappears with the newly added objectives at the top of the list.
 - b. To develop **Incident Requirements**, do the following:
 - i. Mark the Management and Incident Requirement checkboxes, and then click **Apply Filter**. The list of Management and Incident Requirements appears. No Incident Requirements will appear in the list if none have been created.
 - ii. Click **Create Incident Requirement**. The Create Incident Requirement page appears.
 - iii. Enter a description of the requirement and be specific. Incident Requirements contain incident-specific content that tier off of the broader Management Requirements.
 - iv. Click **Save**. A message appears in green saying that the Incident Requirement was successfully created.
 - v. Click **Return** when you are finished entering Incident Requirements. The requirements list reappears with the newly added requirements at the top of the list.
4. To include the Incident Objectives and/or Incident Requirements in your decision, ensure there is a YES beside each in the **Included** column. If there is not a yes, select the objective or requirement from the list, and then click **Include**.

Publishing Incident Objectives and Incident Requirements

When an Incident Objective or Requirement is published in a decision for the first time, it becomes activated and is time-stamped with the date the decision is published. Incident Objectives and/or Requirements can be reused in or excluded from future decisions. If an Incident Objective or Requirement is excluded from a future decision, the Incident Objective or Requirement becomes deactivated and is not available for use in future decisions. If you want to include it in a future decision, you must recreate it.

Deactivation is not the same thing as deletion. Incident Objectives and Requirements are deactivated by the WFDSS application when you exclude them from a decision, but they cannot be deleted because they were included in a previously published decision. You can only delete Incident Objectives and Requirements that have not been included in a published decision.

Search for these related topics in the Help

- [Incident Objectives and Requirements](#)
- [Creating Incident Objectives and Requirements](#)
- [Decision Content: Objectives](#)
- [Editing Incident Objectives and Requirements](#)
- [Deleting Incident Objectives and Requirements](#)
- [Creating Objective Shapes](#)
- [Associating Shapes with Objectives and Requirements](#)

- Viewing Objective Shape Associations
- Editing Objective Shape Associations