Wildland Fire and Aviation Program Management Operations Guide

Department of the Interior
Bureau of Indian Affairs

Chapter 1	**BIA Wildland Fire and Aviation Program Organization and Responsibilities**
Chapter 2	**Program Policy, Leadership and Guidance**
Chapter 3	**Program Planning**
Chapter 4	**Program Preparedness/Readiness**
Chapter 5	**Wildfire Prevention**
Chapter 6	**Fire Fighting Equipment**
Chapter 7	**Aviation Operations**
Chapter 8	**Safety and Risk Management**
Chapter 9	**Business Management and Administration**
Chapter 10	**Incident Organization, Management and Operations**
Chapter 11	**Developing a Response to Wildfires**
Chapter 12	**Firefighting Training and Qualifications**
Chapter 13	**Budget Management**
Chapter 14	**Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) Programs**
Chapter 15	**Rural Fire Assistance/Ready Reserve Programs**
Chapter 16	**Tribal Contracts/Compacts**
Chapter 17	**Reviews and Investigations**
Chapter 18	**Suppression Chemicals & Deliver Systems**

PREFACE

This guide is a program reference that documents policy for management and operations of the Wildland Fire and Aviation Management Program for the Bureau of Indian Affairs (BIA). Information presented here is based on current policy and provides program guidance to ensure safe, consistent, efficient and effective Wildland Fire and Aviation Operations.

Bureau of Indian Affairs Mission:

To enhance quality of life, to promote economic opportunity and to carry out responsibility to protect and improve the trust assets of American Indian, Indian Tribes, and Alaska Natives. This will be accomplished through the delivery of quality of services and maintaining government-to-government relationships within the spirit of Indian self-determination.

Branch of Wildland Fire Management Mission:

To execute its fiduciary responsibility by protecting lives, property and resources while restoring and maintaining healthy ecosystems through cost-effective and creative fire-management programs, collaboration and promoting Indian self-determination.

The Wildland Fire and Aviation Program Management and Operations Guide 2013 replaces the 2011 version of this guide. Many sections of the 2011 guide have been updated in this revised 2013 edition to better reflect current policy, business practices and operations for the BIA Wildland Fire and Aviation Management Program. This document is policy for the BIA Wildland Fire and Aviation Management Program.

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Director, Branch of Fire Management Date

Chapter 1 –
BIA Wildland Fire and Aviation Program Organization and Responsibilities

Introduction....1-1
Wildland Fire Management Organization....1-1
Oversight Responsibilities....1-1
Director, Branch of Wildland Fire Management....1-1
Deputy Director, Branch of Wildland Fire Management....1-2
Assistant Director, Fire Operations....1-3
Associate Director, Fire Use & Fuels Management....1-3
Assistant Director, Planning....1-3
Assistant Director, Training....1-4
Aviation Program Manager....1-4
APPENDIX 1-1 - Bureau of Indian Affairs Wildland Fire & Aviation Management Organization Chart....1-6

Chapter 2 –
Policy, Leadership and Guidance

Introduction....2-1
Federal Wildland Fire Policy....2-1
Guiding Principles....2-2
Federal Wildland Fire Management Policy....2-3
Guidance for Implementation of the Federal Wildland Fire Management Policy....2-6
Implementation of the Federal Wildland Fire Management Policy....2-7
Department of the Interior Wildland Fire Management Policy (1998)....2-8
Secretary of the Interior....2-8
Assistant Secretary - Policy, Management and Budget (PMB)....2-8
Assistant Secretaries for Land Minerals Management, Fish and Wildlife and Parks and Indian Affairs....2-8
Bureau of Indian Affairs Fire Management Policy....2-8
Mission....2-9
Wildland Fire Management Objectives....2-9
Responsibility....2-9
Wildland Fire Program Leadership....2-10
Wildland Fire Leadership Council (WFLC)....2-10
Federal Fire Policy Council (FFPC)....2-10
Fire Executive Council (FEC)....2-11
Interior Fire Executive Council (IFEC)....2-11

National Wildfire Coordinating Group (NWCG) 2-11
Wildland Fire Coordinating Groups 2-12
Office of Wildland Fire Coordination (OWFC) 2-12
National Multi-Agency Coordination Group (NMAC) 2-12
Geographic Multi-Agency Coordination Groups (GMAC) 2-12
Federal Emergency Management Agency (FEMA) 2-12
National Interagency Coordination Center (NICC) 2-13
Geographic Area Coordination Centers (GACC) 2-13
Wildland Fire Interagency Agreements for Coordination and Cooperation.....2-13
Department of the Interior and Department of Agriculture Interagency Agreement..... 2-13
International Agreements..... 2-14
Memorandum of Understanding with Fire Departments 2-14
Interagency Agreement with US Fish and Wildlife Service and the National Marine Fisheries Service 2-14
National Standards - Guides and Handbooks 2-14
National Interagency Mobilization Guide (NFES 2092) 2-14
Incident Response Pocket Guide (PMS 461) 2-14
Memorandum of Understanding with Fire Departments 2-14
Wildland Fire Qualifications System Guide (PMS 310-1) 2-15
Fireline Handbook (PMS 410-1) 2-15
Interagency Prescribed Fire Planning and Implementation Procedures Guide..... 2-15
Interagency Incident Business Management Handbook (PMS 902) 2-15
The Interagency Burned Area Emergency Response Guidebook and Interagency Burned Area Rehabilitation Guidebook..... 2-15

Chapter 3 –
Program Planning

Fire Management Plans 3-1
Purpose 3-1
Procedures 3-1
NEPA and the Fire Management Plan 3-3
Program Assessment 3-4
Fire Budget Analysis 3-4
Fire Program Workload Shares 3-5
Fire Program Complexity 3-5
Situational Decision Support 3-6
Support Planning Elements..... 3-8
Fire Season Length and Determination 3-8

Unit Identifiers 3-8
Fire Danger Rating 3-10
Fire Occurrence Data and Reporting 3-12
Scope and Purpose 3-12
Data Sources, Forms, Reports, and Systems 3-12
Individual Fire Reports (DI-1202-BIA) 3-13
Incident Status Summary Reports (ICS-209) 3-16
Situation Report 3-16
Records Management for Fire Reports 3-18
Fire Weather 3-19
Fire Weather Stations 3-20
APPENDIX 3-1 - Interagency FMP Template 3-24

Chapter 4 –
Program Preparedness/Readiness

Introduction 4-1
Preseason Agreements, Contracts and Operating Plans 4-1
Authorities 4-1
Responsibility and Procedure 4-1
Agreement Elements 4-2
Types of Agreements 4-3
Annual Operating Plans for Agreements 4-3
Contracts 4-6
Emergency Assistance to other Jurisdictions 4-6
Federal Management Agency and the WFM Program 4-7
Program Preparedness/Readiness Reviews 4-9
Purpose 4-9
Fire and Aviation Safety Reviews 4-11
Purpose 4-11
Administratively Determined Casual Pay Reviews 4-11
FireCode 4-12
FireCode Application 4-12
FireCode Business Rules 4-13
National Fire Danger Rating System (NFDRS) 4-18
Introduction 4-18
NFDRS and Program Management 4-18
Seasonal Risk Analysis (SRA) 4-20
Introduction 4-20
Severity 4-21
Definition 4-21
Objective 4-22
Interagency Severity Requests 4-22

Requesting Fire Severity Funding 4-22
Typical Uses 4-23
Authorization 4-23
Short Term Severity Funding 4-23
National Severity Level Funding 4-23
Labor Cost Coding for Severity Funding Personnel 4-26
Documentation 4-27
Severity Audits 4-27
Radio Communications 4-27
Policy 4-27
Radio Frequency Management 4-28
Pre-Assigned National Frequencies 4-29
APPENDIX 4-1 - Interagency Severity Funding Request (AF2105050) ... 4-32
APPENDIX 4-2 - Automated Information Systems 4-36
APPENDIX 4-3 - BIA FireCode Activity Matrix 4-42

Chapter 5 –
Wildfire Prevention
Introduction 5-1
Wildfire Prevention Program Guidance 5-1
Current Program 5-2
Prevention Planning 5-2
Funding Opportunities for Prevention Activities 5-2
Prevention Program Monitoring and Review 5-7
Wildfire Fire Investigation 5-7
National WeTIP Program 5-9
APPENDIX 5-1 - BIA Wildland Fire Prevention Specialist Assignments 5-10

Chapter 6 –
Fire Fighting Equipment
Introduction 6-1
National Model 52 Wildland Engine Program 6-1
Mission/Policy 6-1
Model 52 Replacement Guidelines 6-2
Organization 6-2
Administration 6-2
Emergency Repairs 6-2
Non-Emergency/Non-Suppression Repairs 6-3
Operational Procedures 6-3
Engine Crew Staffing 6-3

Driving Standards 6-4
Commercial Driver's License 6-4
Casuals Hired as Drivers when Employed by BIA 6-4
Standards for Wildland Engines 6-5
Engine Water Reserve 6-5
Chocks 6-5
Fire Extinguisher 6-5
Non-Skid Surfaces 6-5
First Aid Kit 6-5
Gross Vehicle Weight 6-5
Speed Limits 6-6
Lighting 6-6
Emergency Light Use 6-6
Fuel Use, Storage and Transportation 6-6
Fire Engine Maintenance Procedure and Record 6-7
Vehicle Repairs Maintenance 6-7
Engine Inventories 6-7
Water Tenders 6-7
Water Tender (Non-Tactical) 6-8
Water Tender (Tactical) 6-8
Dozer/Tractor Plows 6-8
Dozer/Tractor Plow Training and Qualifications 6-8
Dozer/Tractor Plow Physical Fitness Standards 6-8
Dozer/Tractor Plow Operational Procedures 6-9
All Terrain Vehicles (ATV)/Utility Terrain Vehicles (UTV) 6-9
Required PPE 6-10
ATV Head Protection 6-10
UTV Head Protection 6-10
Eye Protection 6-11
Operating ATV/UTV on the Fireline Requirements 6-11
Aerial Ignition Devices 6-11
Ground Ignition Devices 6-11
APPENDIX 6-1 - Engine Equipment Inventory 6-13

Chapter 7 –
Aviation Operations
Purpose and Scope 7-1
Organization Responsibilities 7-1
National Office 7-1
Office of Aviation Services (OAS) 7-1
National Aviation Program 7-1
Regional Office Level 7-2

Agency/Field Office Level 7-2
Aviation Information Resources 7-3
Reference Materials 7-3
Aviation Safety 7-4
Risk Assessment and Risk Management 7-4
How to Properly Refuse Risk (Aviation) 7-5
Aviation Safety Support 7-6
Aviation Safety Briefing 7-7
Aviation Hazard 7-7
Aerial Applications of Wildland Fire Chemical Safety 7-8
SAFECOM 7-8
Aircraft Incidents/Accidents 7-8
Low Level Flight Operations 7-9
Operational Procedures 7-9
Congested Area Flight Operations 7-9
Airspace Coordination 7-9
Flight Request and Approval 7-10
Point-to-Point Flights 7-10
Mission Flights 7-11
Flight-Following All Aircraft 7-12
Sterile Cockpit All Aircraft 7-12
Interagency Interim Flight and Duty Limitations/Aviation Stand Downs 7-13
Interim Flight and Duty Limitations Implementation 7-13
Phase 1 - Standard Flight and Duty Limitations (Abbreviated Summary) 7-13
Phase 2 - Interim Duty Limitations 7-14
Phase 3 - Interim Duty Limitations 7-14
Aviation Assets 7-15
Helitack 7-15
Organization-Crew Size 7-15
Operational Procedures 7-16
Communication 7-16
Transportation 7-16
Training and Experience Requirements 7-16
Physical Fitness Standards 7-16
Helicopter Rappel and Cargo Let-Down 7-16
Aerial Ignition 7-17
Fire Chemical Avoidance Areas 7-17
Aerial Supervision 7-17
Air Tactical Group Supervisor (ATGS) 7-18
Operational Considerations 7-18
Leadplane 7-18
Aerial Supervision Module (ASM) 7-19

Operational Considerations 7-19
Policy 7-19
Aerial Supervision Module Program Training and Qualifications 7-19
Reconnaissance or Patrol Flights 7-20
Airtankers 7-20
Airtanker Base Operations 7-21
Airtanker Base Personnel 7-21
Startup/Cutoff Time for Mult-Engine Airtankers 7-21
Single Engine Airtankers 7-21
Single Engine Airtanker (SEAT) Operations, Procedures and Safety 7-21
SEAT Manager Position 7-21
Operational Procedures 7-21
Smokejumper Pilots 7-22
Military or National Guard Helicopters and Pilots 7-22
Modular Airborne Fire Fighting System (MAFFS) 7-22
APPENDIX 7-1 - Aerial Supervision 7-24
APPENDIX 7-2 - SAFECOM 7-26
APPENDIX 7-3 - BIA Exclusive Use Fire Helicopter Module Positions 7-28

Chapter 8 –
Safety and Risk Management

Introduction 8-1
Policy 8-1
Guiding Principles 8-1
Goal 8-2
Definitions 8-2
Risk Management Process 8-2
Risk Assessment (RA) 8-3
Work/Rest 8-3
Assignment Definition 8-4
Length of Assignment 8-4
Days Off 8-4
Assignment Extension 8-5
Single Resource/Kind Extensions 8-6
Incident Management Team Extensions 8-6
Management Directed Days Off at Home Unit 8-6
Motor Vehicle Operation Policy 8-7
Policy 8-7
Driver Qualifications 8-7
Roles & Responsibilities of Supervisors 8-7
Terminate Drive Privileges for a Motor Vehicle Operator 8-8

Motor Vehicle Operator Requirements 8-8
General Driving Policy 8-10
Mobilization and Demobilization 8-10
Incident Operations Driving 8-11
Casuals Hired as Drivers when Employed by the BIA 8-11
Fire Vehicle Operation Standards 8-11
Management Controls to Mitigate Exposure 8-11
Wildlife Fire Field Attire 8-12
Personal Protective Equipment (PPE) 8-12
Required Fireline PPE 8-12
Wildland Fire Boot Standard 8-12
Fire Shelters 8-13
Head Protection 8-13
Eye and Face Protection 8-14
Hearing Protection 8-14
Neck Protection 8-15
Leg Protection 8-15
Respiratory Protection 8-15
Specialized or Non-Standard Personal Protective Equipment (PPE) 8-16
High Visibility Vests 8-16
Fireline Safety 8-16
Incident Briefings 8-16
LCES-A System for Operational Safety 8-17
Right to Refuse Risk 8-17
Smoke and Carbon Monoxide 8-17
Location of Fire Camps and Plans to Remain in Place 8-17
Standard Safety Flagging 8-18
Emergency Medical Planning and Services 8-18
Emergency Medical Response 8-18
Incident Emergency Management Planning 8-18
Air Ambulance Coordination 8-20
Incident Emergency Medical Services 8-20
Required Treatment for Burn Injuries 8-21
Burn Injury Criteria 8-21
Explosives, Munitions and Unexploded Ordnance (UXO) 8-22
Notifications 8-23
Industrial and Naturally Occurring Hazardous Exposures 8-23
Dump and Spill Sites 8-24
Responding to Wildland Fires in or near Oil/Gas Operations 8-25
Responding to Wildland Fires in or Near Radioactive Locations 8-26
Hazardous Water Sources 8-26
Hydrogen Cyanide (HCN) Exposure 8-26

Safety for Non-Operational Personnel Visiting Fires 8-27
Visits to an Incident Base 8-27
Fireline Logistical Support 8-27
Minimum Requirements for Visits to the Fireline/RX Burns 8-27
Non-Escorted Visits 8-28
Escorted Visits 8-28
Helicopter Observation Flights 8-29
Fixed-Wing Observation Flights 8-29
Six Minutes for Safety Training 8-29
SAFENET 8-29
Accident/Injury Reporting 8-30
Critical Incident Management 8-31
Critical Incident Stress Management (CISM) 8-31

Chapter 9 –
Business Management and Administration
Policy 9-1
Management of Human Resources 9-1
Recruitment 9-1
Responsibilities 9-2
Organized Crews 9-2
Casuals 9-3
Job Corps and Youth Conservation Corps (YCC) Enrollees 9-5
Hiring of 16 and 17 Year Olds 9-5
Hiring of Federal Retirees 9-6
Volunteers Under a Formal Agreement 9-6
Using Regular Government Employees from Other Federal Agencies 9-6
Cooperators 9-6
Casuals Hired as Drivers when Employed by BIA 9-6
EFF Program Management and Funding 9-7
Request for Funding Authorization 9-7
Training Program Funding Process 9-8
Supplies and Materials Funding 9-9
Pay Provisions 9-9
Overtime Pay 9-10
Exempt and Non-Exempt Firefighting Positions 9-11
Non-Fire Support Staff 9-11
Hazard Pay 9-11
Coding of Time for Fire Management Personnel Time 9-12
Coding of Time for Non-Fire Management Personnel 9-12
Personnel Timekeeping/Recording 9-12

Timekeeping/Recording Objective 9-12
Final Emergency Firefighter Time Report OF-288 9-13
Commissary 9-13
Purpose 9-13
Posting Commissary Issues 9-13
Responsibility of Travel 9-13
Travel Authorization and Vouchers 9-14
Government Integrated Charge Cards 9-14
Acquisitions 9-14
Authority 9-14
Acquisitions Methods 9-15
Government Integrated Charge Card Micro-Purchase 9-15
Contracting Officer/Purchasing Agent/Buying Team Member 9-16
BPA 9-16
Service and Supply Plan 9-17
Incident Procedures for Purchasing 9-18
Integrated Charge Card Template - Fire 9-19
Types of Fire Templates 9-20
Restrictions 9-20
Accountability 9-21
Voucher for Travel 9-21
Convenience Checks for Emergency Incident Support 9-22
Emergency Equipment Rental Agreements (EERA) 9-22
Centralized Emergency Firefighter Payment Center 9-25
Agency Administrator (AA) and Fire Management Officer (FMO) 9-25
Regional Points of Contact 9-26
Region and Agency Responsibilities 9-26
All Hazard Incidents 9-27
Authority 9-27
Policy 9-28
Process 9-28
Pay Provisions 9-28
Cooperative Relations 9-28

Chapter 10 –
Incident Organization, Management and Operations
Introduction 10-1
Incident Organization 10-2
Incident Command 10-2
Incident Types 10-3
Area Command 10-9
Managing the Incident 10-9

Agency Administrator Responsibilities 10-9
Resource Advisor Responsibilities 10-11
Incoming Team Transition/Transfer of Command 10-13
Release of Incident Management Teams 10-13
Team Evaluation 10-14
Incident Management Considerations 10-14
Incident Business Management 10-15
Cost Containment 10-15
Large Fire Cost Reviews 10-16
FLAME Fund Act 10-17
Coordination and Support Organizations 10-18
Initial Action Dispatch 10-18
Expanded Dispatch 10-18
Buying/Payment Teams 10-19
Administrative Payment Teams 10-19
Multi-Agency Cooperation 10-20
APPENDIX 10-1 - Agency Administrator's Briefing to Incident Management Team 10-22
APPENDIX 10-2 - Wildfire Delegation of Authority (Example) 10-34
APPENDIX 10-3 - Incident Commander Briefing 10-36
APPENDIX 10-4 - Incident Team Evaluation 10-40
APPENDIX 10-5 - Administrative Payment Team Delegation of Authority (Example) 10-42

Chapter 11 – Developing a Response to Wildfires
Introduction 11-1
Purpose 11-1
Policy Planning 11-1
Concepts and Definitions 11-2
Annual Operating Plan (AOP) and General Elements 11-3
Mutual Aid 11-3
Command Structure 11-3
Communications 11-3
Distance/Boundaries 11-4
Time/Duration 11-4
Qualifications/Minimum Requirements 11-4
Reimbursement and Compensation 11-5
Agency Review and Investigations 11-5
Dispatch Centers 11-5
Fiscal Responsibility Elements that should be Addressed in an AOP 11-5

Preplanned Response to an Incident 11-7
Emergency Operations (Fire/Non-Fire) 11-7
Local Agreements should be Maintained on File and Reviewed Annually with the Respective Cooperators 11-7
Communications 11-7
Weather 11-8
Fire Danger 11-8
Briefings 11-8
Preparedness Levels 11-8
Aviation 11-9
Dispatch Center Staffing Plan 11-9
Expanded Dispatch Plan 11-9
Administrative 11-9
Accident/Incident 11-9
Medical Plan 11-10
Media Plan 11-10
Responding to Wildfires 11-10
Definitions 11-10
Initial Response 11-10
Initial Action 11-11
Initial Attack 11-11
Extended Attack Operations 11-14
Wildland Fire Situation Analysis (WFSA) 11-18
Wildland Fire Decision Support System (WFDSS) 11-18
DOI WFDSS Approval Requirements 11-21
USFS WFDSS Approval Requirements 11-22
Periodic Assessment 11-23
Large Fire Operations Definitions 11-24
Large Fire Cost Reviews 11-24
Fuels Management and Hazardous Fuels Program Planning and Implementation 11-26
Use of Wildland Fire Approvals at Planning Levels 4 and 5 11-26
Preparedness Level 4 11-26
Preparedness Level 5 11-27
APPENDIX 11-1 - Operational Briefing Checklist 11-29
APPENDIX 11-2 - Spot Weather Forecast Request 11-31
APPENDIX 11-3 - Delegation of Authority: Type 3, 4 & 5 Incidents 11-34

Chapter 12 –
Firefighting Training and Qualifications

Introduction 12-1
Policy 12-1
Responsibilities 12-1
Director, Branch of Fire Management 12-1
Regional Directors 12-2
Agency Superintendents and Line Officers of Tribal Fire Programs .. 12-2
Qualification and Certification Process 12-2
Non-NWCG Agency Personnel Qualifications 12-3
Non-NWCG Agency Personnel Use on Prescribed Fire 12-3
Incident Qualifications and Certification System (IQCS) 12-4
Record Keeping 12-4
Certification of Non-Agency Personnel 12-4
Incident Qualification Card 12-4
Incident Qualification (Red Card) Expiration Dates 12-5
Universal Training Requirements 12-5
Annual Fireline Safety Refresher Training 12-6
Position Certification and Currency 12-7
Loss of Currency 12-7
Recertification Considerations 12-7
Physical Fitness 12-8
Physical Fitness and Conditioning 12-8
Medical Examinations 12-8
Department of Interior Wildland Firefighter Medical Standards Program (DOI/MSP) - Arduous Fitness Level 12-8
Health Screen Questionnaire (HSQ) 12-10
Work Capacity Test (WCT) Categories 12-11
Work Capacity Test (WCT) Administration 12-12
WCT Retesting 12-13
Training Management 12-13
Training Needs Analysis 12-14
Individual Development Plans (IDP) 12-14
Position Task Books (PTB) 12-15
Training Plans 12-15
Training Nomination Process 12-16
Instructor Qualifications 12-16
Course Coordination 12-16
Course Equivalencies 12-16
Leadership Training 12-16
Prevention Training 12-16
BIA Certified Positions 12-17
Prescribed Fire Burn Boss 3 (RXB3) 12-17

Interagency Hotshot Superintendent 12-17
Assistant Interagency Hotshot Superintendent..... 12-18
Sawyer/Faller Qualifications 12-18
Emergency Firefighter (AD) Chainsaw Operators 12-20
BIA Required Training 12-20
Funding for Training 12-20
General Schedule and Tribal Contract/Compact
Fire Employees 12-20
AD/EFF Hires 12-21
Minimum Age Requirements for Hazardous Duty
Assignments on Federal Incidents 12-21
Interagency Hotshot Crews (IHC) 12-21
IHC Policy..... 12-21
IHC Certification 12-22
Annual Crew Pre-Mobilization Process 12-22
Annual IHC Readiness Review 12-22
IHC Organization..... 12-22
IHC Availability Periods 12-22
IHC Communications 12-23
IHC Transportation 12-23
Type 2 Crews 12-23
Mission 12-24
Crew Organization..... 12-24
Camp Crews..... 12-25
National Minimum Standards (Physical Fitness and Training)
for Firefighters 12-26
Hand Crew Standards for National Mobilization..... 12-26
MINIMUM CREW STANDARDS FOR NATIONAL
MOBILIZATION (table) 12-27
Crew Types 12-28
APPENDIX 12-1 - BIA HOTSHOT Crew Contact List..... 12-29

Chapter 13 –
Budget Management

Introduction 13-1
Program Budget 13-1
Annual Appropriations 13-1
Budget Officer 13-1
Fiscal Year 2013 Accounting Structure 13-2
Funded Program Procedures 13-3
Tracking FBMS Accounts 13-4
One-Time Funding 13-4
Purpose of One-Time Funding 13-4
Requesting One-Time Funding Procedure 13-5
APPENDIX 13-1 - Wildland Fire Management Appropriation
Fiscal Year 2013 Accounting Structure 13-6
APPENDIX 13-2 - Procedures for One-Time Funding Submission 13-8

Chapter 14 –
Emergency Stabilization (ES) and
Burned Area Rehabilitation (BAR) Programs

Introduction 14-1
Policy 14-1
Emergency Stabilization (ES) 14-1
Burned Area Rehabilitation(BAR) Program 14-2
Emergency Stabilization (ES) and Burned Area
Rehabilitation (BAR) Plans 14-3
Approvals 14-3
Funding 14-4
Time Frames 14-5
Burned Area Emergency Response (BAER) Coordinators 14-5
National BAER Coordinator 14-5
Tri-Regional BAER Coordinator 14-6
Regional Coordinators 14-6
Implementation Leader 14-8
Emergency Stabilization/Burned Area Rehabilitation Process 14-9
Emergency Stabilization (ES) 14-12
Cultural Resources 14-12
Allowable Actions 14-12
Prohibited Actions 14-12
Non-Native Invasive Control 14-13
Allowable Actions 14-13
Prohibited Actions 14-13
Revegetation 14-13

Allowable Actions 14-14
Prohibited Actions 14-14
Burned Area Rehabilitation (BAR) 14-15
Allowable Actions 14-15
Prohibited Actions 14-15
BAER Teams 14-15
National Teams 14-15
Regional/Local Teams 14-16
Training 14-16
Process for Requesting Funds 14-16
Project Funding Process 14-16
Implementation Phase 14-17
Program Account Structure 14-17
Monitoring and Evaluation 14-18
Responsibility 14-18
Accomplishment Report Requirements 14-18
Information Sharing 14-19
National BAER Coordinator's Responsibility 14-19
Website 14-19
Operational Guidelines for Aquatic Invasive Species 14-20
Noxious Weed Prevention 14-21

Chapter – 15
Rural Fire Assistance/Ready Reserve Programs
Policy 15-1
Program Purpose 15-1
National Rural Fire Assistance Leads 15-2
Program Administration 15-2
Eligibility Criteria 15-3
Evaluation Criteria 15-4
Property Acquisition and Management 15-5
Property Acquisition 15-5
Property Management 15-6
Program Funding 15-7
Procedures for Requesting Funds 15-7
Program Account Structure 15-8
Reporting of Annual Program Accomplishments 15-8
RFA Program Monitoring and Accountability 15-8
Ready Reserve (RR) 15-9
Policy 15-9
Criteria for Rural Fire Departments to Participate 15-9
Implementation 15-10

Administration Procedures 15-11
Reporting Requirements 15-13

Chapter – 16
Tribal Contracts/Compacts
Introduction 16-1
Fire Management Administration 16-1
Guiding Principles 16-1
Inherently Federal Activities 16-1
Wildland Fire Management Funding 16-2
Wildland Fire Preparedness Activity 16-2
Fire Facility Construction and Maintenance Activity 16-3
Emergency Suppression Activity 16-4
Hazard Fuel Reduction Operations (WUI and Non-WUI) 16-5
Burned Area Rehabilitation Activity 16-6
Program Operational Standards 16-6
Minimum Provisions for Contract and Annual Funding Agreements 16-8

Chapter – 17
Reviews and Investigations
Introduction 17-1
Multi-Agency Cooperation 17-1
Federal Interagency Investigations 17-1
Policy 17-1
Reviews 17-1
Review Types and Requirements 17-2
Preparedness Reviews 17-3
After Action Review 17-3
Fire and Aviation Safety Team Reviews (FAST) 17-4
Aviation Safety and Technical Assistance Team Review (ASTAT) 17-5
Large Fire Cost Reviews 17-5
Individual Fire Review 17-6
Lessons Learned Review (LLR) 17-6
Prescribed Fire Review 17-7
Declared Wildfire Review 17-8
Investigations 17-9
Wildland Fire Incident/Accident Types and Definitions 17-10
Serious Accident Investigation (SAI) 17-10
Accident Investigation (AI) 17-10
Entrapment 17-10
Fire Shelter Deployment 17-10
Incidents with Potential (Near Miss) and/or Non-Serious Injury 17-11

Processes Common to all Wildland Fire Investigations 17-11
Site Protection 17-11
Management of Involved Personnel 17-11
Delegation of Authority (DOA) 17-11
Critical Incident Stress Management (CISM) 17-12
SAI 24 and 72 Hour Reports 17-12
24-Hour Preliminary Report 17-12
72-Hour Expanded Report 17-12
Serious Accident Investigation (SAI) Process 17-12
Director, Branch of Wildland Fire Management 17-13
Agency Administrator (AA) 17-13
Notification 17-14
Designating the Investigation Team Lead 17-14
Serious Accident Investigation Team Composition 17-15
Team Leader (Core Team Member) 17-15
Chief Investigator (Core Team Member) 17-15
Accident Investigation Advisor/Safety Manager (Core Team Member) 17-15
Interagency Representative 17-15
Technical Specialists 17-15
Public Affairs Officer (PAO) 17-15
Documentation Specialist/Writer Editor 17-16
SAI Format 17-16
Executive Summary 17-16
Narrative 17-16
Investigation Process 17-16
Findings/Recommendations 17-17
Reference Material 17-17
SAI Report 17-17
Factual Report (FR) 17-18
Management Evaluation Report (MER) 17-18
Accident Investigation (AI) Process 17-19
Notification 17-19
Investigation Team Membership 17-19
Investigation Methodology 17-19
AI Final Report 17-20
Accident Investigation Format 17-20
Executive Summary 17-20
Narrative 17-21
Investigation Process 17-21
Findings/Recommendations 17-21
Reference Materials 17-21
Wildland Fire Trespass 17-22

Policy 17-22
Professional Liability Insurance 17-24

Chapter – 18
Suppression Chemicals & Delivery Systems
Policy for Use of Fire Chemicals 18-1
Types of Fire Chemicals 18-1
Long-Term Retardant 18-1
Fire Suppressant Foam 18-2
Wet Water 18-2
Water Enhancer (Gel) 18-2
Safety Information 18-2
Personnel Safety 18-2
Aerial Application Safety 18-3
Interagency Policy for Aerial and Ground Delivery of Wildland Fire Chemicals near Waterways and other Avoidance Areas 18-3
Definition of Waterway 18-4
Definition of Waterway Buffer 18-4
Definition of Additional Mapped Avoidance Areas 18-4
Guidance for Pilots 18-4
Reporting Requirements of Aerially Delivered Wildland Fire Chemicals into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas 18-6
Endangered Species Act (ESA) Emergency Consultation 18-7
Operational Guidelines for Invasive Species 18-8

Chapter – 1
BIA Wildland Fire and Aviation Program Organization and Responsibilities

Introduction

This guide is intended to be a program reference guide that documents the standards for operations and fire business practices of the Bureau of Indian Affairs (the Bureau), Wildland Fire Management Program. These standards and practices are based on policy and provide program guidance to ensure safe, consistent, efficient and effective wildland fire and aviation operations. For more information, see **http://www.bia.gov/nifc/**.

Wildland Fire Management Organization

The Bureau's Branch of Wildland Fire Management consists of a Director (Branch of Wildland Fire Management), Deputy Director, Assistant Directors for Fire Operations, Fuels, Planning, Training and an Aviation Program Manager. The Organization Chart is shown in **Appendix 1-1**.

Oversight Responsibilities

Director, Branch of Wildland Fire Management

The Director, Branch of Wildland Fire Management, is also identified by the title Fire Director, Bureau of Indian Affairs (BIA) National Interagency Fire Center (NIFC).

Develops policies and standards for firefighting safety and training, and for the prevention, suppression and use of wildland fires on Indian trust lands.

Provides guidance to regional directors on the use of wildland fire policy, prescribed fire and fuels management to achieve hazardous fuel reduction and resource management objectives.

Integrates wildland fire procedures into natural resource management.

Establishes position competencies, standards and minimum qualifications for fire management officers, wildland fire specialists and leaders based on federal interagency standards recommended by the National Wildfire Coordinating Group (NWCG).

Implements the interagency Fire Program Analysis (FPA) process and develops procedures and standards for the distribution of program resources.

Reviews and evaluates regional Wildland Fire Management (WFM) programs.

Represents the Bureau in the coordination of overall wildland fire management activities at NIFC and on intra- and interagency wildland fire committees, groups and working teams.

In conjunction with other National Directors, establishes priorities for assignment of critical resources during wildfire emergencies.

Serves as the BIA representative on the NWCG, Executive Board.

Initiates or participates in Boards of Review concerning actions taken on selected wildland fires.

Negotiates agreements and/or modifications of existing national agreements to improve wildland fire management activities on Indian trust lands.

Reviews funding requests for hazardous fuel reduction, wildland fire prevention, community assistance, fire facilities and deferred maintenance construction, and rehabilitation requests. Makes determinations on funding levels and recommends approval to the Deputy Bureau Director, Trust Services, based on guiding principles in the Federal Fire Policy, National Fire Plan (NFP), Cohesive Strategy (CS), supporting documents and Secretarial directives.

Determines and approves funding levels for severity and emergency stabilization requests.

Deputy Director, Branch of Wildland Fire Management

Shares all the responsibilities and duties of and serves as ex-officio to the Director, Branch of Wildland Fire Management.

Provides oversight and direction to the Branch's Administrative, Budget, Information Technology (IT), and Public Affairs sections.

Serves as liaison between the Branch and the Office of the Chief Information Officer-Indian Affairs (OCIO-IA) for all IT support issues.

Assistant Director, Fire Operations

Oversees administration and coordination of the following Bureau's programs: preparedness, Model 52 Engine, hotshot, emergency firefighter (EFF), rural fire assistance, ready reserve, fire facility construction and deferred maintenance, suppression, severity, emergency stabilization (ES) and burned area rehabilitation (BAR).

Develops policies in collaboration with Federal and State cooperators relating to wildland fire operations in Indian country. Provides specialized staff assistance to Departmental and Bureau officials.

Represents the Bureau on issues related to interagency fire operations nationally.

Associate Director, Fire Use & Fuels Management

Responsible for the development and coordination of the Bureau's prescribed fire, fuels management, and fire prevention annual program and recommends the distribution of program funds to Regions.

Tracks all fuels management fund distributions and prior year carryover funds. Develops and maintains a national database for fuels management accomplishments in Indian Country.

Analyzes hazards and risks in the wildland urban interface using fuel modification or reduction techniques and develops and makes recommendations for Bureau-wide application. Examines and analyzes laws and regulations pertaining to prescribed fire use/fuels management in the wildland urban interface, and works with top level representatives of Tribes, states and rural fire districts to recommend policy which will achieve uniformity.

Assistant Director, Planning

Responsible for the development and implementation of the Bureau-wide fire planning program. Provides guidance and assistance in administering the technical and operational aspects of the Bureau's fire planning program at the Regional and Agency/Tribal levels for the accurate identification of program funding needs.

Serves as Bureau's primary subject matter expert on the following: Fire Planning Reference, Elements, Procedures (Fire PREP), Wildland Fire Management Information (WFMI) System, Weather Information Management System (WIMS), Wildland Fire Decision Support System (WFDSS), Fire Danger Rating System program, Remote Automated Weather Systems (RAWS) and related support systems, and provides user training in those applications.

Assistant Director, Training

Responsible for developing, coordinating, and implementing wildland fire training programs. Formulates procedures and instructions for conducting training need analysis and usage of training materials.

Develops long range plans for what the training and development structure, organization, direction, policies, programs, services and practices will be to accomplish the mission.

Is a member of NWCG Operations and Workforce Development Committee and the Interagency Aviation Training Advisory Group on matters concerning job analysis, curriculum needs, and succession planning and development.

Aviation Program Manager

Recommends and develops policy standards and procedures for the management and operation of the Bureau's wildland fire aviation support activities.

Plans and executes analysis of scientific, technological, and economic factors pertaining to aircraft and personnel performance to ensure proper selection to fulfill specific or "special use" missions.

Interprets Federal Aviation Administration (FAA) regulations and departmental policies. Prepares guidance and procedural manuals for Bureau aviation operations.

Serves as the Bureau's authority on aviation technical and economic matters, practices, and techniques. Provides consultation and assistance to Office of Justice Services, and Deputy Bureau Director of Trust Services in aircraft operating procedures, pilot and aircraft certification programs, and air operations safety and training programs.

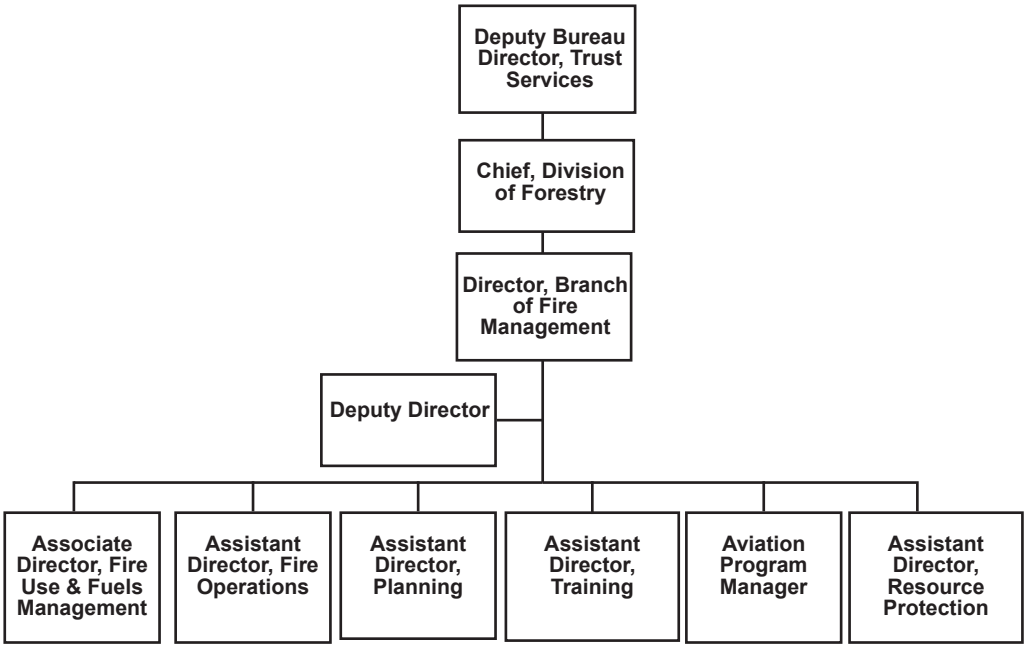
Represents the Deputy Bureau Director, Trust Services, in meetings, conferences, and negotiations with other Federal and State agencies and with non-governmental organizations such as aircraft and equipment manufacturers. Serves as the Bureau representative on the Aviation Board of Directors Working Group (ABOD).

Plans and executes specialized aviation programs to include aircraft acquisition and safety, training, and maintenance. Assures certification of pilots and aircraft for Bureau use.

Manages specialists to provide services in aviation flight activities, safety, training, data analysis, aviation budgets, and program coordination.

Participates in or leads safety inspections and evaluations of Region/Agency aviation organizations, standards and procedures and operational activities for compliance with Federal Acquisition Regulations, Office of Safety and Health Administration (OSHA), and other federal regulations, Departmental and agency rules, policies, and required effectiveness and economy. Has full authority to instantly curtail any Bureau aviation activity observed to be in violation of directives or operating in an unsafe manner endangering lives and/or equipment, and presenting an unnecessary hazard to the safety of personnel involved.

APPENDIX 1-1
Bureau of Indian Affairs
Wildland Fire and Aviation Management Organization Chart



Chapter – 2
Policy, Leadership and Guidance

Introduction

The following policies are endorsed by the departmental Secretaries of Agriculture and Interior to provide consistent fire management practices among federal Wildland Fire Management (WFM) agencies.

The statutes which authorize and provide the means for managing wildland fire on or threatened lands under the jurisdiction of the DOI are identified in the Department Manual, Part 620. The information within this chapter describes the general types of wildland fire and respective standards and qualifications.

Federal Wildland Fire Policy

In 2001, an update of the 1995 Federal Fire Policy was completed and approved by the Secretaries' of the Interior and Agriculture. On April 21, 2004 the Secretaries approved the Interagency Strategy for the Implementation of the Federal Wildland Fire Policy.

On May 2, 2008, the Wildland Fire Leadership Council (WFLC) issued a memorandum entitled Modification of Federal Wildland Fire Policy Guidance. which modified policy statements made in the 2004 strategy document. As directed by the WFLC, the modifications were tested in a number of field units in the 2008 fire season and then incorporated into this document.

In 2009, The National Wildfire Coordinating Group (NWCG) issued a memorandum to the NWCG that: 1) affirms the soundness of the Review and Update of the 1995 *Federal Wildland Fire Management Policy* (January 2001); 2) which reiterates the policy changes stated in the May 2, 2008 WFLC memorandum entitled Modification of Federal Wildland Fire Policy Guidance; 3) states that the Wildland Fire Decision Support System (WFDSS) will replace existing analysis and decision processes; and 4) confirms that the *Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy* (June 20, 2003) is replaced by the Guidance for Implementation of *Federal Wildland Fire Management Policy* (February, 2009).

This guidance also calls for the increased dialogue and collaboration between federal agencies and Tribal, local, and State entities as plans are updated and implemented to manage wildfires in order to accomplish resource and protection objectives.

Guiding Principles

- Firefighter and public safety is the first priority in every fire management activity.

- The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.

- Fire Management Plans, programs, and activities support land and resource management plans and their implementation.

- Sound risk management is a foundation for all fire management activities. Risks and uncertainties relating to fire management activities must be understood, analyzed, communicated, and managed as they relate to the cost of either doing or not doing an activity. Net gains to the public benefit will be an important component of decisions.

- Fire management programs and activities are economically viable, based upon values to be protected, costs, and land and resource management objectives. Federal agency administrators are adjusting and reorganizing programs to reduce costs and increase efficiencies. As part of this process, investments in fire management activities must be evaluated against other agency programs in order to effectively accomplish the overall mission, set short and long-term priorities, and clarify management accountability.

- Fire management plans and activities are based upon the best available science. Knowledge and experience are developed among all federal wildland fire management agencies. An active fire research program combined with interagency collaboration provides the means to make these tools available to all fire managers.

- Fire Management Plans and activities incorporate public health and environmental quality considerations.

- Federal, State, Tribal, local, interagency, and international coordination and cooperation are essential. Increasing costs and smaller work forces require that public agencies pool their human resources to successfully deal with the ever-increasing and more complex fire management tasks.

Full collaboration among federal wildland fire management agencies; and between international, State, Tribal, and local governments and private entities result in a mobile fire management work force available for the full range of public needs.

- Standardization of policies and procedures among federal wildland fire management agencies is an ongoing objective. Consistency of plans and operations provides the fundamental platform upon which federal wildland fire management agencies can cooperate, integrate fire activities across agency boundaries, and provide leadership for cooperation with State, Tribal, and local fire management organizations.

Federal Wildland Fire Management Policy

Safety

Firefighter and public safety is the first priority. All Fire management plans and activities must reflect this commitment.

Fire Management and Ecosystem Sustainability

The full range of fire management activities will be used to help achieve ecosystem sustainability, including its interrelated ecological, economic, and social components

Response to Wildland Fire

Fire, as a critical natural process, will be integrated into land and resource management plans, then is applied on a landscape scale, and across agency boundaries as available. Response to wildland fires is based on ecological, social and legal consequences of the fire. The circumstances under which a fire occurs, and the likely consequences on firefighter and public safety and welfare, natural and cultural resources and values to be protected, dictate the appropriate response to a fire.

Use of Wildland Fire

Wildland fire will be used to protect, maintain, and enhance resources and, as nearly as possible, be allowed to function in its natural ecological role. Use of fire will be based on land and resource management plans. Associated fire management plans and will follow specific prescriptions contained in operational plans.

Emergency Stabilization and Rehabilitation

Emergency stabilization and rehabilitation efforts will be undertaken to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure.

Protection Priorities

The protection of human life is the single, overriding priority. Setting priorities among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources will be done based on the values at risk, human, health and safety, and the costs of protection. Once people have been committed to an incident, human resources become the highest value to be protected.

Wildland Urban Interface

The operational roles of federal agencies as partners in the wildland urban interface are wildland firefighting, hazard fuels reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of Tribal, State, or local governments. Federal agencies may assist with exterior structural protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding. (Some Federal agencies have full structural protection authority for their facilities on lands they administer and may also enter into formal agreements to assist State and local governments with full structural protection.)

Planning

Fire management plans must provide for firefighter and public safety; include fire management strategies; tactics; and alternatives. They should address values to be protected and public health issues. They must be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

Science

Fire management plans and programs will be based on a foundation of sound science. Research will support ongoing efforts to increase our scientific knowledge of biological, physical, and sociological factors. Information needed to support fire management will be developed through an integrated interagency fire science program. Scientific results must be made available to managers in a timely manner and must be used in the development of land management plans, fire management plans, and implementation plans.

Preparedness

Interior agencies will ensure their capability to provide safe, cost-effective programs in support of land and resource management plans through appropriate planning, staffing, training, equipment, and management oversight.

Suppression

Fires are suppressed at minimum cost, considering firefighter and public safety, benefits,and values to be protected, consistent with resource objectives.

Prevention

Interior agencies will work together and with their partners and other affected groups and individuals to prevent unauthorized ignition of wildland fires.

Standardization

Interior agencies will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be-protected methodologies, and public education programs for all fire management activities.

Interagency Cooperation

Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners.

Communication and Education

Interior agencies will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved through the timely and effective exchange of information among all affected agencies and organizations.

Agency Administrator and Employee Roles

Agency administrators will ensure that their employees are trained, certified and made available to participate in the wildland fire program locally, regionally, and nationally as the situation demands. Employees with operational, administrative, or other skills will support the wildland fire program as necessary. Agency administrators are responsible and will be held accountable for making employees available.

Evaluation

Interior agencies will develop and implement a systematic method of evaluation to determine effectiveness of projects through implementation of the 2001 and subsequent Federal Fire Policy revisions. The evaluation will assure accountability, facilitate resolution of areas of conflict, and identify resource shortages and agency priorities.

Guidance for Implementation of the Federal Wildland Fire Management Policy

The following guidelines should be used to provide consistent implementation of Federal Wildland Fire Policy.

- Wildland fire management agencies will use common standards for all aspects of their fire management programs to facilitate effective collaboration among cooperating agencies.

- Agencies and bureaus will review, update, and develop agreements that clarify the jurisdictional inter-relationships and define the roles and responsibilities among local, State,Tribal and Federal fire protection entities.

- Responses to wildland fire will be coordinated across levels of government regardless of the jurisdiction at the ignition source.

- Fire management planning will be interagency in scope and developed on a landscape scale.

- Wildland fire is a general term describing any non-structure fire that occurs in the wildland environment. Wildland fires are categorized into two distinct types:
    - Wildfires – Unplanned ignitions or prescribed fires that are declared wildfires
    - Prescribed Fires – Planned ignitions

- A wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape. Objectives are affected by changes in fuels, weather, topography; varying social understanding and tolerance; and involvement of other governmental jurisdictions having different missions and objectives.

- Management response to a wildland fire on federal land is based on objectives established on the applicable Land/Resource Management Plan and/or the Fire Management Plan.

- Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.

- Managers will use the Wildland Fire Decision Support System (WFDSS) which is a decision-support process to guide and document wildfire management decisions. The process will provide situational assessment, analyze hazards and risk, define implementation actions, and document decisions and rationale for those decisions.

Implementation of the Federal Wildland Fire Management Policy

Each of the wildland fire management agencies participating in the review will adopt the *Guidance for Implementation of Federal Wildland Fire Management Policy* (February 2009) and review and revise, as appropriate, all manuals, handbooks, guidebooks, plans, agreements and other pertinent documents.

The NWCG will adopt the *Guidance for Implementation of Federal Wildland Fire Management Policy* (February 2009) and review and revise, as appropriate, all interagency training courses, operational guides, standards, terminology, reporting requirements, skill/competency/ qualification/ certification requirements and other pertinent documents.

The federal fire directors, in collaboration with State, local and Tribal fire managers and public and non-government organizations, will communicate direction stated in the *Guidance for Implementation of Federal Wildland Fire Management Policy* (February 2009) with internal and external audiences to foster understanding and support for the complexity of wildland fire management.

The Federal fire directors will revise or develop accountability standards, performance measures, and tracking systems to assess if resource and protection objectives are met during the course of management on all wildland fires.

Department of the Interior Wildland Fire Management Policy (1998)

The Department's Wildland Fire Management Policy is cited in the Departmental Manual, Part 620, Chapter 1.

Secretary of the Interior

The Secretary of the Interior through the Directors of the BLM, United States Fish and Wildlife Service (FWS), National Park Service (NPS), and Bureau of Indian Affairs (BIA), are responsible for WFM activities of the Department (including such activities when contracted for, in whole or in part, with other agencies or Tribes) under the statutes cited in 620 DM 1.1.

Assistant Secretary - Policy, Management and Budget (PMB)

The Assistant Secretary - PMB is responsible for coordination of strategic level inter-bureau, inter-agency, and inter-functional wildland fire policy development and oversight. Principle responsibility for these functions within PMB lies with the Office of Wildland Fire Coordination (OWFC). Advice and recommendations on wildland fire policy and program issues are provided to the Secretary and other policy officials.

Assistant Secretaries for Land and Minerals Management, Fish and Wildlife and Parks, and Indian Affairs

The Assistant Secretaries for Land and Minerals Management, Fish and Wildlife and Parks, and Indian Affairs are responsible for wildland fire policy development and oversight within their respective bureaus; and for coordination of inter-bureau and inter-agency policy development with the Assistant Secretary - PMB.

Bureau of Indian Affairs Fire Management Policy

Policy and responsibility for the BIA WFM program is documented in the *Indian Affairs Manual* (IAM), Part 90, Chapter 1. This part identifies the authorities, standards, and procedures that have general and continuing applicability to wildland fire activities under the jurisdiction of the Assistant Secretary - Indian Affairs.

Mission

To enhance the quality of life, promote economic opportunity, and to carry out the responsibility to protect and improve the trust assets of American Indians, American Indian Tribes, and Alaska Natives. We will accomplish this through the delivery of quality services and by maintaining government-to-government relationships within the spirit of self-determination.

Wildland Fire Management Objectives

To provide for firefighter and public safety as the first priority in every WFM activity. To provide for effective wildland fire protection, fire use and hazardous fuels management, and timely rehabilitation on Indian forest and range lands held in Trust by the United States of America, based on management plans approved by the Indian land owner. Preparedness will be based on the most efficient level of meeting Tribal goals and objectives for the program, utilizing an interagency approach to meet local, regional, and national resource needs. Implementation of Tribal management of the program will be facilitated under Self-Determination, as requested by Tribal government.

Responsibility

The following positions are responsible for WFM activities of the Bureau (including such activities when contracted for, in whole or in part, with other Agencies or Tribes) under the statutes cited in 620 DM 1.1.

Bureau Director for BIA:

Responsibility for the implementation of an effective WFM program. Responsible for implementation of policies and recommendations in the Federal Wildland Fire Management Policy.

Director, Branch of Wildland Fire Management:

Responsible for the development of policies and standards for firefighter safety and training and for the prevention, suppression and use of wildland fires on Indian Trust lands.

Regional Directors:

Responsible for ensuring activities and/or plans reflect a commitment to safety and a state of readiness commensurate with values at risk to minimize wildland fire loss.

Agency Superintendents:

Responsible for ensuring every wildland firefighter, fireline supervisor and fire manager takes positive action to obtain compliance with established standards and safe firefighting practices.

Wildland Fire Program Leadership

Wildland Fire Leadership Council (WFLC)

WFLC is a cooperative, interagency organization dedicated to achieving consistent implementation of the goals, actions, and policies in the National Fire Plan and the Federal Wildland Fire Management Policy.

The WFLC consists of the U.S. Department of Agriculture's Undersecretary and Deputy Undersecretary for Natural Resources and Environment, and the Chief of the Forest Service; the U.S. Department of the Interior's Assistant Secretary for Policy Management and Budget, and the Directors of the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Indian Affairs, and the U.S. Geological Survey. The Administrator of the U.S. Fire Administration represents the Department of Homeland Security. In addition to the federal officials, the Council includes a State Governor representing the National Governors' Association, a State Governor representing the Western Governors' Association, the President of the Intertribal Timber Council, a County Commissioner representing the National Association of Counties and a Mayor representing the National League of Cities.

Federal Fire Policy Council (FFPC)

The primary purpose of the Federal Fire Policy Council is to provide a common national federal agency approach to wildland fire management. The Council sets strategic policy and program direction, provides coordinated recommendations to the Secretaries of Agriculture, the Interior, and Homeland Security and resolves inconsistencies among and between federal wildland fire programs. The Federal Fire Policy Council shall be composed of the USDA Under Secretary – National Resources and Environment, Deputy Undersecretary for National Resources and Environment, the Chief of the Forest Service and the Deputy Chief of State and Private Forestry, and for DOI the Assistant Secretary for Policy, Management and Budget, Deputy Assistant Secretary for Public Safety, Resource Protection, and Emergency Services; the Bureau Directories of the BIA, the BLM, the FWS, the NPS, and the US Geological Survey; the Administrator of DHS-US Fire Administration.

Fire Executive Council (FEC)

The FEC provides coordinated federal interagency executive level wildland fire policy leadership, direction, and program oversight.

The FEC is composed of the Director, USDA Forest Service FAM; Deputy Directors; Director, DOI OWFC; Director, Office of Aviation Services; Fire Executives from the BLM, National Park Service Bureau of Indian Affairs, and U.S. Fish and Wildlife Service; and the U.S. Department of Homeland Security, Federal Emergency Management Agency, U.S. Fire Administration, Chief, Emergency Response Support Branch, National Fire Programs.

Interior Fire Executive Council (IFEC)

The Interior Fire Executive Council (IFEC) provides coordination interagency executive level wildland fire policy leadership, direction, and program oversight. IFEC is the focal point for discussing wildland fire policy issues that affect the DOI and provides a forum forgathering the interests of the DOI bureaus to formulate a DOI recommendation and/ or position to be taken forward to the Wildland Fire Executive Council (WFEC).The IFEC is composed of the Director, Office of Wildland Fire Coordination (OWFC) the four DOI fire directors and their respective senior executive, and the Director, Office of Aviation Services.

National Wildfire Coordinating Group (NWCG)

NWCG provides a forum in which issues, both short and long-term; involving standards and program implementation can be coordinated, discussed, and resolved. NWCG initiates actions to improve coordination and integration of State, Tribal, and Federal wildland fire programs while recognizing individual agency missions. NWCG will provide national leadership and establish, implement, maintain, and communicate policy, standards, guidelines, and qualifications for wildland fire program management.

The NWCG Executive Board is composed of representative of the U.S. Forest Service, Bureau of Indian Affairs, Bureau of Land Management, U.S. Fish and Wildlife Service, National Park Service, the National Association of State Foresters, the Intertribal Timber Council and DHS-U.S. Fire Administration.

Wildland Fire Coordinating Groups

Office of Wildland Fire Coordination (OWFC)

The OWFC is responsible for managing and overseeing and coordinating the Department of Interior's WFM program and policy.

National Multi-Agency Coordination Group (NMAC)

The NMAC consists of representatives from the U.S. Department of Interior, Bureau of Land Management, Bureau of Indian Affairs, U.S. Fish and Wildlife Service, National Park Service, U.S. Forest Service, U.S. Fire Administration and the National Associate of State Foresters. This group is located at the National Interagency Fire Center (NIFC). The group establishes national priorities and provides national leadership and direction to wildland fire activities. Additional information on NMAC groups is documented in the *National Interagency Mobilization Guide* and local Geographic Area Operation Guides.

Geographic Multi-Agency Coordination Groups (GMAC)

A GMAC is activated at the local geographic area level whenever wildland fire activities are affecting more than one agency or there is competition for incident resources. There may also be a need for geographic areas to activate GMAC when the National Preparedness Level is at 5 enabling Area response to requests/direction from the NMAC.

Federal Emergency Management Agency (FEMA)

Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and the Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended) WFM agencies can provide assistance to Presidential declared disasters and emergencies nationwide. The Federal Emergency Management Agency (FEMA) is the overall coordinator of the National Response Framework which guides 26 Federal agencies and the American Red Cross in response activities. In the Framework, the USDA Forest Service is the primary agency responsible for emergency support functions under firefighting.

National Interagency Coordination Center (NICC)

The NICC is located at NIFC, Boise, Idaho. The mission of NICC is the cost-effective and timely coordination of land management agency emergency response for wildland fire at the national-level. This is accomplished through planning, situation monitoring and expediting resources orders between the BIA Regions, BLM States, NPS Regions, FWS Regions, USFS Regions, National Weather Service Regions and other cooperating agencies. The NICC coordinates the movement of all resources across geographic area dispatch boundaries not covered by local operating plans or other direction found in the *National Interagency Mobilization Guide*.

Geographic Area Coordination Centers (GACC)

The GACCs provide support to local-level fire management organizations when resource needs exceed a local unit's capability. The GACC is responsible for movement of resources within its geographic area of responsibility to meet the situational needs.

Wildland Fire Interagency Agreements for Coordination and Cooperation

Interagency cooperation is vital in attaining WFM program objectives. The ability of a single agency to implement a WFM program is limited without coordination and assistance from other organizations. Interagency cooperation and coordination of shared resources and common activities is imperative at all organizational levels. The following agreements and organizations provide program direction, coordination and/or support to the WFM program.

Department of the Interior and Department of Agriculture Interagency Agreement

The WFM programs work cooperatively under an Interagency Agreement entitled "Interagency Agreement for Fire Management between the BLM, BIA, NPS, FWS of the DOI and the USFS of the United States Department of Agriculture". The Agreement Number for BIA is P00C141A9871.

International Agreements

Agreements are in place between the United States and Canada, Mexico, Australia and New Zealand that authorize the exchange of fire fighting resources. For more information, reference the National Interagency Mobilization Guide.

Memorandum of Understanding with Fire Departments

The purpose of this memorandum is to provide a general framework for cooperation and coordination among DOI agencies, NASF, USFA, and the USFS in the delivery of wildland fire assistance to fire departments. (Reference agreement number K00441-3-194)

Interagency Agreement with US Fish and Wildlife Service and the National Marine Fisheries Service

This agreement addresses matters related to compliance with Section 7 of the Endangered Species Act related to the wildfire suppression, wildfire rehabilitation, and hazardous fuels treatment activities.

National Standards - Guides and Handbooks

National Interagency Mobilization Guide (NFES 2092)

The *National Interagency Mobilization Guide* identifies procedures which guide the operations of multi-agency logistical support activity throughout the coordination system. The guide is intended to facilitate interagency dispatch coordination ensuring the timeliest and cost effective incident support services available are provided.

Incident Response Pocket Guide (PMS 461)

The *Incident Response Pocket Guide* (IRPG) is a wildland fire operations guide that encompasses leadership, fire fighting strategies, safety, risk, aviation and other miscellaneous references.

Wildland Fire Qualifications System Guide (PMS 310-1)

The *Wildland Fire Qualification Systems Guide* provides guidance to participating agencies and organizations for the establishment of standards for wildland fire personnel. Personnel meeting the established standards are qualified for mobilization beyond their geographic area. The qualifications system described in the guide is a performance based qualification system. Components of the qualifications system are: position task books, training courses, job aids, and agency certification.

Fireline Handbook (PMS 410-1)

The *Fireline Handbook* is a field reference guide for personnel of wildland fire agencies using the Incident Command System (ICS) in response to wildland fire incidents. The objective of this handbook is to provide an interagency pocket guide for wildland fire suppression personnel.

Interagency Prescribed Fire Planning and Implementation Procedures Guide

The *Interagency Prescribed Fire Planning and Implementation Procedures Guide* provide standardized procedures, specifically associated with the planning and implementation of prescribed fire.

Interagency Incident Business Management Handbook (PMS 902)

The *Interagency Incident Business Management Handbook* (IIBMH) is designed to aid participating agencies in working together in the business and administrative aspect of wildland fire. The handbook describes procedures for maintenance of financial records for personnel, equipment and supplies. It relates to emergency procurement authority to support the incident, cooperative agreements with other public agencies and the private sector, and claims against the US for property loss or damages and personal injury or death.

The Interagency Burned Area Emergency Response Guidebook and Interagency Burned Area Rehabilitation Guidebook

These guides describe the authority, administration, standards and implementation process for emergency stabilization and rehabilitation on burned-over lands.

Chapter – 3
Program Planning

Program planning encompasses a wide range of processes, applications and tools. While program planning primarily involves preparations for wildland fire responses, the full spectrum of fire planning supports all functional areas of fire management. For example, the Wildland Fire Decision Support System (WFDSS) is a planning application used to assist decision makers during ongoing wildfire events; however, some of the inputs are developed through other program planning processes. That is, WFDSS is constrained by the objectives identified in a unit's strategic Fire Management Plan, and its projections can be based on historic weather observations. In this example, situational decision support for suppression operations requires use of a planning application, prior development of a strategic plan,and the collection and maintenance of elemental input data.

Fire Management Plans

There are various types and levels of planning required to conduct a fire management program, and the complexity of the overall program will dictate the amount of effort required. The Regional staff must look at the larger organization while the Agency/Tribal staff must look at the detail of operation under a variety of conditions. A key reason for preparing any kind of plan is to communicate a set of goals or desired results in such a manner that someone unfamiliar with the purpose of the plan can determine those goals or results.

See **Appendix 3-1** for the current approved Interagency Fire Management Plan Template.

Purpose

Description of the Fire Management Plan (FMP): A plan which identifies and integrates all wildland fire management and related activities within the context of approved land/resource management plans. It defines a program to manage wildland fires (wildfires and prescribed fires). The plan is supplemented by operational plans, including but not limited to preparedness plans, preplanned dispatch plans, and prevention plans. The FMP assures that wildland fire management goals and components are coordinated.

- The Departmental Manual, Indian Affairs Manual Part 90 and Federal Fire Policy require a FMP for all areas with burnable vegetation. Each Reservation/Tribe will have an approved FMP that has been developed through a National Environmental Policy Act (NEPA) compliant process. An FMP defines and documents an organization's program to manage wildland fires. The FMP is based on and subordinate to approved Resource Management Plans (RMP), if they exist.

- FMP's identify and link all other subordinate planning documents such as Fuels Management Plans, Initial Attack Response Plans, Extended Attack Plans, Prevention Plans, Emergency Stabilization and Rehabilitation Programmatic Plans, Air Operations Plans, and Annual Operating Plans, etc.

- FMP's identify and integrate all wildland fire management and related activities within the context of approved RMP's. Ideally, the FMP goals and components should be coordinated across administrative boundaries on a landscape basis. Bureau/Tribal or agency fire management decisions should be consistent or compatible across administrative lines.

- The overall goal is the establishment of an effective linkage between land/resource management planning, fire management planning, project planning, and the preparation of WFDSS for the management responses to large wildfires. Through this linkage from high-level strategic planning to situational decision support with WFDSS, one desired outcome is for land/resource management planning to provide a transparent, broad foundation that guides appropriate management responses to wildfires, with the inclusion of historical and foreseeable suppression costs of large wildfires as a consideration in decision making.

Procedures

- The Directors of all federal fire agencies approved the Interagency Fire Management Plan template (see **Appendix 3-1**). It directs agencies to develop a collaborative approach to working cooperatively and, ideally, to developing an interagency FMP. The template is the Bureau's approved format for the FMP, and all new FMPs must adhere to this format. Existing FMPs should be updated to comply with the template upon their next formally-scheduled revision, or sooner if practical.

- Typically, the FMP is developed for each Reservation/Tribe or BIA administrative unit. In areas where Indian lands are not bounded by Reservations and tracts but are owned by individual allottees, a Regional Allotment FMP will be developed to identify how the Bureau will respond to the fire preparedness needs and requests of those individual allottees.

- If there are no approved RMP's to tier to, the FMP may serve as a "stand alone" plan. As resource plans are developed, each FMP must be brought up to date, ensuring integration of resource goals and objectives.

- The management response to wildfires, regardless of ignition source (human or natural), must be based on the resource management objectives of the area planned and guide the appropriate response through criteria and prescriptions. All wildfires must be suppressed in areas lacking an approved FMP or having an FMP that is not consistent with the Federal Fire Policy.

- FMP's for Indian trust lands with historic large wildfire occurrence or potential for significant wildfires that could result in costly wildfire suppression should address wildfire cost containment issues.

NEPA and the Fire Management Plan

The National Environmental Policy Act (NEPA) analysis is a stepped process that starts with a categorical exclusion discussion and determination. If a categorical exclusion is not appropriate, the need for either an Environmental Assessment (EA) or Environmental Impact Statement (EIS) must be determined. Typically, the Bureau's FMP's are developed to be compatible with a programmatic EA (i.e., one covering the entire fire management program).

Unless the FMP is directly incorporated into a RMP already covered by a NEPA document, the FMP must be covered by an EA or EIS (reference 516 DM6, 4.1).

The Interagency FMP Template does not address the NEPA process, necessitating the development of a separate NEPA document. If a FMP is developed that is separate from, but tiered to, an existing RMP (with an approved EA), the unit will normally not need to develop a new EA. The only exception would be if the newly developed FMP is significantly different from the existing RMP. In this case, the RMP needs to be modified so that the RMP is reconciled to the FMP, and the EA also updated accordingly.

Ultimately, the unit is the responsible entity for developing the EA. However, many units do not have adequate expertise available locally to properly develop an EA. In such cases, the unit will either rely on Regional assistance or contract to have the NEPA document developed. Approval authority for NEPA documents will be according to Regional policy.

Fire managers are responsible for ensuring that all fire management activities are in compliance with NEPA and the FMP. Executed categorical exclusion checklist and findings of no significant impacts (FONSI) are often issued conditionally. For example, these NEPA documents may stipulate that archeological sites, riparian habitat, or other resources must be avoided during project activities.

Some FONSI's are issued for programmatic EA's with the requirement that any required Section 7 (ESA) and Section 106 (NHPA) consultations must be completed prior to project initiation. Fire managers must be aware of such conditions/requirements/mitigations in the FONSI and categorical exclusion checklists, and they must ensure that they are fully met. These federal acts are independent of each other and compliance with one (or issuance of a FONSI) does not necessarily mean that compliance with the other acts has been achieved.

Program Assessment

Program assessment is wide in scope and includes the evaluation of workload, budget, program complexity, resource guidelines, etc. These components are collectively managed under a broad process named Fire Planning References, Elements, and Procedures (Fire PREP).

Discrete components included within the scope of Fire PREP are described below:

Fire Budget Analysis

Currently Fire PREP utilizes a software program named Fire Program Analysis (FPA) for performing interagency analysis of budget and modeled performance. Guidance regarding FPA is issued for each analysis cycle by the Executive Board of the Wildland Fire Information and Technology (Fire I & T), which is comprised of representatives from the Departments of Agriculture and Interior, as well as high-level Agency managers. Additional guidance and coordination is provided by interagency committees at each of the Geographic Areas, and each committee includes a Bureau representative.

Fire Program Workload Shares

The Fire Program Workload Shares Assessment (WSA) is a tool developed by the BIA-NIFC Planning Section to support preparedness budget distribution from the Regional Offices to their field-level units. It is intended to supplant the Most Effective Level (MEL) budget values that were generated by the former Fire Management Program Analysis (FMPA) process.

The WSA uses the Graphical Network Interface (GeNIe) computer application to define program workload elements and assign breakpoints (to classify and normalize empirical data) and weights. Unlike purely subjective processes, GeNIe ensures that the decision criteria are documented, the math is performed without error, and the outputs can be readily reproduced.

Upon completion of the assessment, the WSA yields the percentage workload share for each unit evaluated, in reference to their combined workload. These share percentages then can be used to support a variety of decisions, such as the allocation of preparedness budgets from the Regional Office to its field-level units.

The WSA is a Regional-level tool. Its use is strictly voluntary and is intended to assess workload shares for the units within a given Region (not between Regions). Use of the WSA outputs is left to the discretion of the Regional Office.

Fire Program Complexity

Each Field-level unit within the Bureau has been rated for fire program complexity. Currently, the fire program complexity rating process utilized by the Bureau is the complexity analysis described in the *Interagency Fire Program Management (IFPM) Qualifications Standards and Guide*. To supplement the IFPM analysis, the Bureau has developed the BIA *Complexity Analysis Handbook* (CAH), which provides further guidance through the rating process, including general guidance for the thirty-seven sub-elements. The ratings are summarized into three adjective groupings; low, moderate, and high.

There is no formal schedule for periodically reassessing unit complexities. However, it is anticipated that the complexity of some units' comprehensive wildland fire programs may change over time, making it necessary to re-evaluate their complexity. As needed, units should request a complexity rating update through their Regional Office. Because complexity ratings are maintained by BIA-NIFC, the Regional Offices should submit a request to the Director, Branch of Fire Management, when a complexity reassessment is warranted. If approved, the Director will appoint a review team, and all units within the Region will be re-evaluated in a single effort.

The CAH also provides the process for assigning complexity rating adjectives to Regional Office fire programs. In conjunction with Regional reassessment efforts, the affected Regional Office will also have its fire program complexity rating updated.

Situational Decision Support

Proper decision making involves consistency in process and utilization of tools for specific situations. The Wildland Fire Decision Support System (WFDSS) integrates the various applications used to manage incidents into a single system, which streamlines the analysis and reporting processes. The System can also be applied to supplement pre-incident readiness, prescribed fire, and risk assessment planning. Specific guidance on the use of WFDSS for individual fire responses is located in Chapter 12.

Predicting fire behavior is at the core of a fire manager's decision process. Many of the stand-alone applications previously used to project fire behavior and weather conditions have been or are being incorporated into WFDSS, including BEHAVE Plus, FlamMap, FARSITE, and Fire Family Plus. All these applications can still be used as stand-alone applications. A major advantage that WFDSS provides over previous stand-alone systems is that it combines desktop applications for fire modeling into a web-based system for easier data acquisition. Outputs from these tools can provide useful information to assist a manager during emergency or pre-planned decision making and can be easily incorporated into the decision document.

Fire behavior modeling – including Short, Near, and Long Term (FS Pro) projections – within WFDSS is not required, but is highly encouraged for those reported fires, potential problem fires, and projected prescribed burns that may require additional information to assist managers in the decision making process.

- The Short Term Fire Behavior (STFB) Module can be used by all users with a role of Dispatcher or higher in WFDSS. It roughly projects fire spread on the landscape for up to 3 burn periods (however, it is highly recommended to limit to one burn period). Basic fire behavior outputs are generated with every STFB run. Analyst (i.e. Fire Behavior Specialist role in WFDSS) assisted STFB allows additional input adjustments when more refined outputs are required. Other uses of the STFB Module include contingency planning for prescribed burns and assessing the short term risk of a potential fire in designated areas, such as those having problematic fuels and/or terrain.

- The Near Term Fire Behavior (NTFB) Module allows projection of fire spread and severity outputs for a period generally from 3 to 7 days. NTFB is similar to the stand alone FARSITE program that provides projections both spatially and temporally (the fire is projected to be at a designated location at a specific time). Other uses of the NTFB include operational (such as containment line firing), prescribed fire, and burn severity planning.

- The Long Term Fire Behavior (FS Pro) Module is highly recommended for use on fires projected to be long duration events (generally over 7 days). FS Pro outputs include a spatial representation of the probability that fire spread will reach a certain point (value at risk) on the landscape over the specified duration. Both forecasted as well as historical weather information can be utilized. The Analyst must work in full communication (either on-site or remotely) with the local FMO or other designated individuals to ensure the proper inputs are used in the model to best represent the current and expected fuel and weather conditions. Other use of FS Pro includes potential spread probabilities if a fire escapes or otherwise is not immediately suppressed and risk assessment/planning.

The BIA-NIFC Planning Section staff is available to assist unit and Regional Office personnel with incident-specific or situational decision support planning, including continuing education and system administration, decision documentation, and fire behavior risk assessments utilizing both stand-alone and WFDSS fire behavior modeling tools.

Support Planning Elements

Fire Season Length and Determination

The BIA has no formal process for determining fire season length; however, there have been structured efforts in the past to identify the fire season length for field-level units using a combination of historic fire occurrence, historic weather and NFDRS index values, and expert opinion. Those data have not been updated in recent years, as BIA deferred to FPA and its process for identifying fire season length.

The current FPA process identifies the fire season dates based strictly on combined historic fire occurrence for all partner units comprising a Fire Planning Unit. That season is defined by the start and stop dates that effectively bound 90% of all wildfire ignitions days from the most recent 10-year period and within the FPU boundaries.

Unit Identifiers

Unit Identifiers were initially created by the wildland fire dispatch community as a short-cut method for designating organizational units. The Unit Identifier is a common data element between many interagency wildland fire systems and therefore requires standardization to ensure accuracy and consistency between those systems. These systems and organizations include NICC, IQCS, ROSS, FireCode, FPA, and NFDRS/Fire Weather.

- A member of the BIA-NIFC Planning Section is designated as the national point-of-contact (NPOC) to oversee and coordinate Unit Identifiers and related activities with the Bureau.

- The Unit Identifier is a five or six-character code that is used to uniquely identify specific Bureau or Tribal units. In addition to the code, each Unit Identifier record also includes the units' descriptive name and other information about the organizational hierarchy such as department, Region, Bureau, Geographic Area, etc.

- The NICC Unit Identifier database is currently the official system of record for Unit Identifiers. This database serves as the authoritative source for valid Unit Identifiers, and provides the information for several NWCG systems.

- There is an official data standard for Unit Identifiers, as well as relevant business rules that should be observed. This standard compels NWCG systems to assure that Unit Identifiers are not added, modified, or deleted without a matching transaction to the system of record.

- All requests for new BIA Unit Identifiers must be made through the unit's respective Regional office by formal request to the NPOC (phone: 970-903-3499). The NPOC will coordinate and gain approval for the new Unit Identifier with all other interagency system administrators, including the respective Data Custodian for each Geographic Area. Unit Identifier requests must not be made directly to the Geographic Area Data Custodian. Unit Identifiers should not be added or removed by the Geographic Area Data Custodians prior to coordination and approval from the NPOC.

General recommendations:

- Do not request a change of your Unit Identifier unless there is a compelling reason (other than for cosmetics) why it should be changed. Updates to the associated organizational information (unit type, region, Geographic Area, Bureau, Department, etc.) are allowed to correct errors.

- Where conflicts exist between multiple existing Unit Identifiers for the same unit, one of the existing Identifiers will need to be selected to designate that unit. The update will be coordinated with other systems that use the Unit Identifier. The creation of an entirely new unit Identifier will be avoided.

- Where no Unit Identifier currently exists for a Unit, a new identifier can be created within guidelines described in the NWCG Unit Identifier System User Manual.

- There is less of a concern in changing the Unit Name as opposed to the Unit Identifier. The Unit Identifier is used by all of these systems for tracking to a particular unit, while the name is only a helpful descriptor.

- Creating a new Unit Identifier in the IQCS currently requires a BIA Unit Code as well.

- Although there is a general desire within the BIA to designate the last place holder in the Unit Identifier as "T" for Tribes and "A" for

Agencies, there is really no significance to these letters in any of the systems that use Unit Identifiers. The most important concept is to minimize changes to existing Unit Identifiers, as every change requires many behind the scenes computer adjustments to make sure that all historical data associated with one Unit Identifier tracks to the new one.

- Once a Unit Identifier is invalidated, it cannot be used again. Considering the frequency of changes in the past few years, with fire program management oversight switching from BIA Agencies to Tribal Offices, or vice versa, requesting new Unit Identifiers could overburden the system. The goal is to minimize both the possibility of losing track of historic data associated with an existing Unit Identifier as well as the workload of making changes.

Please refer to the *NWCG Unit Identifier System User Manual* for specific guidelines on creating and using Unit Identifiers.

Fire Danger Rating

Historic and forecasted (modeled) fire danger assessments, particularly the various National Fire Danger Rating System (NFDRS) indices and values generated using the Fire Family Plus (FFP) and related computer applications, are key elements for both long-term (strategic) and daily (operational) planning. Reference to NFDRS and/or other fire environment indicators is required for severity requests, fire danger signage and announcements, recreational and industrial restrictions, Pocket Cards, and other common fire business elements.

Every unit must ensure it has identified one or more fire weather stations to provide representative data, both historic and current, for use in NFDRS. Units do not necessarily need to host their own weather station if a neighboring unit's NFDRS-network station is sufficiently representative (e.g. similar elevation, and subjected to the same local weather conditions) and has reliable, accessible data. See Section F for more information regarding NFDRS weather stations

Similarly, every unit must delineate one or more Fire Danger Rating areas that are representative of the fire-prone lands under its jurisdiction. In some cases, a larger area defined by the local interagency dispatch center or GACC may be sufficiently representative.

During fire season and other periods of heightened activity (or potential activity), units must also have access to daily NFDRS values, upon which they can base staffing and other decisions in accordance with their Annual Operating Plan and other documents. Often, the local dispatch center or GACC will generate daily NFDRS index values for representative areas and make that data available to their constituent units. Otherwise, the unit should generate the NFDRS values locally.

Units can use other recognized, science-based systems to augment NFDRS in establishing local fire danger indicators, planning inputs, and decision criteria. Other recognized systems include:

- Drought indices (Keetch-Byram, Palmer and others)
- Live fuel moisture (sampled and/or calculated)
- Canadian Fire Danger Rating System
- Soil moisture

In conjunction with their planning efforts, units should identify the specific NFDRS index – usually Burning Index, Energy Release Component, or fire danger adjective rating – that is most meaningful for staffing and other key operational decisions, and establish break points based on historic values. Minimally, specific staffing classes will be established based on the 97th and 90th percentile index values (using the most-recent 10-year or longer weather observation data set). Other staffing classes and break points may be established as needed.

Every unit should have a current, representative Pocket Card (or multiple Pocket Cards, if fuels and weather conditions vary considerably across the unit), and make it available to the firefighters, both seasonal and on temporary assignment, working on the unit. In some cases, Pocket Cards may be developed for a larger fire danger area in conjunction with neighboring partners/units, eliminating the need for a specific local unit Pocket Card.

Detailed instructions for developing Pocket Cards, a Step-up Plan, and other NFDRS-related applications are provided in the course materials for S-491, Intermediate NFDRS. In addition, the BIA-NIFC Planning Section staff is available to assist units and Regions in managing and developing fire danger data and products.

Fire Occurrence Data and Reporting

Scope and Purpose

Consistent with the 2009 Guidance for Implementation of Wildland Fire Management Policy, the Bureau recognizes two types of wildland fires when collecting and recording fire occurrence data. Those two types are: planned ignitions (i.e. prescribed fires) and unplanned ignitions (i.e. wildfires, including escaped prescribed fires).

This section primarily addresses the data and reporting requirements for wildfires, particularly as they pertain to planning functions and efforts. Specific guidance regarding prescribed fire data and reporting is provided in the BIA Fuels Management Program Planning and Implementation Guide.

Fire reporting provides a structured means to collect, document, and archive fire occurrence data. These data are then queried, summarized, and exported to support planning activities and decision-making. Fire reports are the source of data used to compile official statistics regarding workload, performance, and other important measures.

While fire reporting policy and guidelines are reasonably well-defined, there will always be situations that require judgment. When deciding whether a fire report is needed, remember that fire occurrence data and fire reports are what we use to formally quantify our workload beyond baseline preparedness activities. Fire reporting allows us to take credit for the work we do and can ultimately influence budget and resource decisions and priorities. Of course, professional discretion is required to ensure our reported activities are truly representative – neither over-reported nor under-reported – of the actual workload and conditions.

Data Sources, Forms, Reports, and Systems

Data pertaining to wildland fires comes from a variety of sources – personal observation, photographs and videos, sketches, maps, GPS files, etc. These data are recorded using many different forms and/or systems, both unofficial and official.

Hard-copy forms commonly used to capture data for individual wildfires include size-up checklists, incident commanders' organizers, the Incident Status Summary (ICS-209), and the BIA Individual Fire Report (DI-1202-BIA). Of these, the ICS-209 and DI-1202-BIA reports are required, the former providing periodic status updates of large and significant wildfires while they are in progress, and the latter serving as the official after-action report for wildfires and related incidents. However, many size-up checklists

and incident organizers are designed to capture the information needed for the ICS-209 and DI-1202-BIA reports too.

The systems in which wildland fire data is recorded include the following: Computer Aided Dispatch (CAD) programs; the WFDSS; the FireCode website; the National Fire and Aviation Management Web Applications (FAMWEB): ICS-209 module, Interagency Situation Report module, and Data Warehouse module; the National Fire Plan Operations and Reporting System (NFPORS); and the Wildland Fire Management Information (WFMI) System's Fire Reporting module.

Individual Fire Reports (DI-1202-BIA)

An Individual Fire Report must be prepared for every local wildfire, per the general criteria listed below:

- The format used by BIA for Individual Fire Reports is the DI-1202-BIA form. This is the official after-action report for wildfires and related activities.

- All DI-1202-BIA reports should be prepared in accordance with the detailed guidance provided in the *BIA Fire Occurrence Reporting System Users Guide*. While derived from the User's Guide, the information here is intended only to provide general direction and address common issues. Guidance issued in the form of subsequent memoranda and/or updates to the *BIA Fire Occurrence Reporting System Users Guide* may supersede the information presented here.

- The DI-1202-BIA reports must be entered into WFMI's Fire Reporting module, which is the official system of record for final wildfire occurrence data. When wildfire occurrence data - both historic and current - is needed for planning efforts or other purposes, it will be obtained solely from WFMI. While units will be notified in advance of impending, significant data queries and exports, they should strive to keep their fire occurrence records in WFMI up to date, including the timely correction of erroneous data.

- Because this data is used in planning to quantify a unit's workload, it is important to create a separate report for each incident that requires independent action. Generally, each ignition warrants a separate report; however, there may be instances when a single report is appropriate for multiple ignitions. For example, if a train starts three wildfires along a short distance of the track, but all three wildfires had a single initial response and are contained within a single control perimeter, the incident may be documented with one report.

- The ownership (or affiliation) of the land at the fire's point of origin determines who is legally responsible for any action resulting from that fire, and it also used to determine which unit is responsible for providing the primary fire report. Accordingly, it is important to locate every fire's exact point of origin (to the extent possible) and document that location's precise geographic coordinates on the fire report.

  - Fires originating on Trust lands should be reported under the BIA or Tribal unit having administrative jurisdiction over that land. That is, the "Reporting Unit" field on the DI-1202-BIA report should be attributed to the unit affiliated with the land at the point of origin. This fire report will be considered the primary fire report for the incident, even if the fire spread onto lands belonging to other units.

  - When the point of origin falls on non-Trust land or land otherwise not within the administrative jurisdiction of a BIA or Tribal unit, the unit may still prepare a DI-1202-BIA report if it responded to the fire (for example, to keep the fire from spreading onto Trust lands). In such cases, that report is considered secondary, as the unit owning the land at the point of origin presumably will submit the primary fire report. The codes corresponding to the Fire Type and Protection Type data fields are used to differentiate between primary and secondary fire reports.

- A DI-1202-BIA report should be prepared for the following types of wildland fire-related incidents:

  Wildfires (Fire Type 1): Wildland fires that resulted from unplanned ignitions, including wildfires managed for protection (e.g. suppression strategy), for resource benefits (e.g. monitoring strategy), and/or for multiple objectives. This also includes escaped prescribed fires.

  Natural Outs (Fire Type 2): Recent wildfires that were already fully extinguished at the time of their discovery or prior to the arrival of regular initial response resources.

  Support Actions (Fire Type 3): Assistance provided for a wildfire on another unit, or for work involving fire resources on a non-fire incident. In the case of all-hazard incidents (e.g. major non-fire natural disasters) that utilize fire resources, a DI-1202-BIA report is required only for those incidents that have a Presidential disaster declaration.

False Alarms (Fire Type 5): Purported wildfires for which a response was initiated, but no further action was taken because the fire did not actually exist, could not be located, was determined to be within another unit's jurisdiction, was not a wildland fire, or otherwise did not require additional action by the responding wildland fire resources.

Note regarding Prescribed Fires: Beginning with Calendar Year 2011, BIA no longer requires Prescribed Fires (Fire Type 4, Protection Type 8) to be reported on a DI-1202-BIA report, nor entered into the WFMI Fire Reporting module, as NFPORS is recognized as the sole system of record for prescribed fire data and reports. In the event that a prescribed fire is declared an escape and is reclassified as a wildfire, a DI-1202-BIA report must be prepared, reporting the acres burned from the point of reclassification to the time when the fire is declared out. The cause and narrative should indicate that the wildfire resulted from an escaped prescribed fire, referencing the corresponding NFPORS treatment number.

Note regarding fires formerly identified as Wildland Fire Use (WFU): With the 2009 Guidance for Implementation of Wildland Fire Management Policy, the term WFU was rendered obsolete, and all unplanned ignitions are considered to be wildfires. Current policy allows wildfires to be managed for multiple objectives and employ a wide range of strategies ranging from aggressive suppression to containment, confinement, monitoring, or combinations thereof (subject to any constraints identified in the local FMP). Starting in Calendar Year 2011, the DI-1202-BIA report, BIA Fire Occurrence Reporting System Users Guide, and WFMI Fire Reporting module no longer offers WFU (and its respective coding: Fire Type 4, Protection Type 9) as a valid fire type. Additional changes are planned for 2013 (or later) to further revise the fire reporting business to better align with the range of management objectives and strategies allowed under current policy. In the meantime, wildland fires that formerly would have been considered to be WFU incidents should now be classified as Fire Type 1, with an explanation in the remarks field if the incident was primarily managed for resource benefits or had multiple objectives. Although Fire Type 1 is generally defined as wildland fires suppressed, Protection Type 4 can be applied to those fires whose strategies primarily involved monitoring or reduced suppression response.

Specific reporting requirements, such as which data fields are mandatory, vary by incident type and are described in detail in the BIA Fire Occurrence Reporting System Users Guide.

The DI-1202-BIA report can be initiated at any time during an incident, and it must be completed shortly after the incident has concluded, and the information entered into the WFMI Fire Reporting module, per the deadlines noted below:

- Wildfires (Fire Type 1): within 14 days after the fire is declared "out".
- Natural Outs (Fire Type 2) and False Alarms (Fire Type 5): within 14 days after discovery, notification, or initial response.
- Support Actions (Fire Type 3, Protection Type 7): within 14 days after the unit's resources have been released from the incident or other support activities have ceased.
- For some incidents, required data may not be available within the deadlines noted above. For example, the final acreage may not be known until map data has been processed in a Geographic Information System (GIS). To comply with the deadlines, such data must be estimated. However, the DI-1202-BIA report and corresponding record in WFMI must be updated once the final data becomes available.

Incident Status Summary Reports (ICS-209)

In addition to the DI-1202-BIA report, large or otherwise significant incidents involving Trust lands may also require reporting on the Incident Status Summary (ICS-209) form, which is updated periodically while the incident is in progress.

The specific reporting criteria for ICS-209 reports are established by the NICC, the Geographic Area GACC, and, in some instances, the local interagency dispatch center. Some guidelines are provided here for general reference; however, units should adhere to the specific reporting criteria established by NICC and their respective GACC and local interagency dispatch center. In particular, reference the *National Interagency Mobilization Guide* and applicable GACC Mobilization Guide for more information.

Generally, ICS-209 reports are required for the following incidents:

- Large wildfires:
  - Fires 100 acres or larger burning in timber and other heavy fuels (i.e. Fuel Models 8-13)
  - Fires 300 acres or larger burning in grass/brush (i.e. Fuel Models 1-7)
- Incidents that have a Type 1 or Type 2 Incident Management Team assigned.
- Other incidents of national significance.
- Emerging incidents that are likely to imminently fulfill one or more of the criteria above.

Typically, the ICS-209 report for a fire is updated daily, unless the GACC or local dispatch center has a more frequent reporting requirement, which then should be observed.

For a long duration wildfire that has extended periods of relatively minimal activity (such as a fire managed predominately for resource benefits using a monitoring strategy), the ICS-209 report may be updated on a less than daily basis during periods of limited activity. In such cases, units are required to update the ICS-209 at least once weekly; however, an update must also be submitted when:

- The fire reaches 1,000 acres in size.
- For fires greater than 1,000 acres, the fire size has doubled since the last submitted ICS-209 report.
- Resource commitment has significantly changed
- Any other significant change has occurred (or is anticipated to imminently occur)

As with the DI-1202-BIA report, changes are planned for the ICS-209 report to better accommodate fires being managed for multiple objectives and employing multiple strategies; however, those changes have not been implemented yet. In the interim, special instructions are posted on NICC's Intelligence web page (see the documents posted under the heading entitled "Interim Direction for Wildland Fire Reporting for the ICS-209" at **http://www.predictiveservices.nifc.gov/intelligence/intelligence.htm**).

Situation Report

All wildfires and acres burned must be reported daily in the FAMWEB Interagency Situation Report module. Typically, this information is provided to the local dispatch center or GACC, who, in turn, enters it into FAMWEB.

Wildfires and acres reported in FAMWEB's ICS-209 module are not automatically entered into the Situation Report module, so they must be accounted for separately. For large, long duration wildfires where ICS-209 reports are not submitted daily, the acres burned should be updated daily for the Situation Report. If daily Situation Report data is omitted or submitted with errors, the necessary corrections must be reconciled in the subsequent day's year-to-date (YTD) statistics section, not in the daily fire statistics section.

Records Management for Fire Reports

The DI-1202-BIA reports and final ICS-209 reports are official records and must be managed and archived in accordance with formal records management requirements and guidelines.

While the WFMI Fire Reporting module and FAMWEB ICS-209 module are the designated systems of record for their respective fire occurrence data, the paper reports are the official records and, thereby, legal documents. Accordingly, it is not sufficient to only encode data directly into WFMI or FAMWEB – a paper record must also be created and retained. Also, it is important to ensure the data in WFMI and FAMWEB matches the data on the official (paper) reports. A common mistake occurs when errors are corrected or the data is otherwise updated in the electronic systems, but the paper reports are not updated in conjunction.

Given the increasing use of size-up checklists, incident commander organizers, and other customized forms, some managers have opted to enter data directly into WFMI and/or FAMWEB from these unofficial forms, then print out the reports that will be filed as the official record (rather than

manually filling out a report form first). In such cases, these printed reports will suffice as official records, provided that they are signed in ink by the approving official, just as an original (manually-completed) report requires a signature.

Signed, hard-copy DI-1202-BIA reports and final ICS-209 reports, as well as other supporting incident records, are to be filed and maintained at the local unit per the requirements of the Indian Affairs Records Management Manual and the local Fire Maintenance and Disposition Plan. Additional guidance regarding wildland fire incident records can be found on the National Wildland Fire Coordinating Group's Incident Records Management website: **http://www.nwcg.gov/policies/records/index.html**

Fire Weather

The fire weather program is managed and coordinated by the BIA-NIFC Planning Section, which has one staff member designated as the national fire weather program manager. This program provides funding and technical support for the maintenance of station sensors and the accuracy of station data for the wildland fire program.

All field-level units will identify at least one permanent, NFDRS fire weather station for fire planning purposes. A listing of these designated weather stations is maintained by the BIA-NIFC Planning staff and will be updated annually.

Each Region will identify a Regional Point of Contact (RPOC), and each Agency/Tribe will identify a Local Point of Contact (LPOC) for fire weather and weather stations.

All federally supported weather station data can be viewed used by other agencies and the public at large. Currently, the Real-Time Observation Monitoring and Analysis Network (ROMAN) and MesoWest system provide the easiest access to station data for the previous 30 days.

http://raws.wrh.noaa.gov/roman/index.html
http://mesowest.utah.edu/index.html

Fire Weather Stations

Bureau and Tribal NFDRS Weather Stations

The BIA manages approximately 80 NFDRS weather stations scattered across the United States.

- Remote Automated Weather Stations (RAWS) that contribute to Weather Information Management System (WIMS) for fire danger analysis will meet NFDRS standards as specified in the NWCG Interagency Wildland Fire Weather Station Standards & Guidelines publication (PMS 426-3). These standards are available at the following web site: **http://www.fs.fed.us/raws/standards.shtml**.

- A national BIA contract, with a federal Contracting Officer Representative (COR)/BIA Fire Weather/RAWS coordinator, will provide for annual sensor exchange and maintenance with a vendor, currently, Forest Technology Systems LTD (FTS). Under the terms of the contract, the LPOCs will confirm any work that is done by accompanying the FTS technicians to the RAWS site, observing the maintenance performed, and signing the FTS site work sheet when work is completed.

- Emergency repair of RAWS station or sensors will be handled on a case by case basis.

- BIA Regional Offices and their field-level units will ensure their RAWS meet NFDRS standards. Each unit is accountable for managing the weather stations that are on its land. This responsibility includes properly locating stations, security, hardware maintenance, and data management. Station information, status, and maintenance records must be maintained, per NFDRS standards, in the WFMI Weather module. After site visit are completed, FTS will update the NIFC Asset Management System (NAMS) to record station maintenance actions.

- Regional Offices will work with the GACC's and/or local interagency dispatch centers to ensure all fire-prone areas are adequately represented in the weather station network and to minimize unnecessary overlap of station coverage.

- Regional Offices and their field-level units will coordinate with their GACC Predictive Services staff and/or the National Weather Service (NWS) to ensure weather observation quality and the maintenance of station catalog information in WIMS.

- Existing NFDRS stations should not be relocated without first consulting the NWS, GACC Predictive Services, and affected cooperators.

- If a station quits working or its equipment malfunctions, the LPOC can receive reports (non-compliance report, station event report) from NAMS. When an LPOC becomes aware of a station malfunction or other potential problem, they should notify FTS (800-548-4264) within three days. Coordination with FTS and a site visit by the LPOC should determine station equipment or sensor needs. The LPOC should contact the Bureau's national fire weather program manager (208-387-5558) if damaged sensors need replaced, or if an FTS technician needs to visit the site (other than the regularly-scheduled annual site visit). If it is not practical to reach the site due to snowpack or other environmental concerns, the RAWS should be repaired as soon as practical.

Non-NFDRS Weather Stations

In the Bureau's managed inventory, there are 19 non-NFDRS weather stations, which are mostly portables and are mainly used for large wildfires and prescribed fires.

- Non-NFDRS stations do not have to have a NWS station number or a station catalog in WIMS, but units may establish them as needed.

- Non-NFDRS weather stations, such as portable or research stations that support fire operations are required to receive annual calibration and certification. The equipment will meet the requirements of the Annual Rehabilitation Maintenance Section of the *NWCG Interagency Wildland Fire Weather Station Standards & Guidelines* (PMS 426-3) publication. The maintenance will be documented in the WFMI Weather module.

Incident and Project National Cache RAWS

In addition to the Bureau's managed inventory of weather stations, portable RAWS stations are available through the national cache system for use on projects, fires, and other incidents. These RAWS units are the older Handar Visila models.

These may be ordered through the national ordering process, using a supply resource order initiated with the local interagency dispatch center. The stations are ordered with RAWS Technicians, who typically deliver, set-up, and (ultimately) take down the equipment. Include the FireCode when ordering for a wildland fire. Consult the *National Interagency Mobilization Guide* for additional ordering instructions.

The borrowing unit must return incident and project RAWS to the national cache as soon as it is no longer needed or prior to the onset of winter. The Bureau also manages one portable RAWS unit. Contact a national fire planner at (208) 387-5558 for current availability status and scheduling usage of the RAWS unit.

Weather Station Management Guidelines

In addition to the information above, the following general guidelines should be observed for weather stations managed by BIA and Tribal units:

Training and reference materials:

- Units that host fire weather stations are encouraged to obtain WIMS and NFDRS training for the LPOC and other interested staff.
- The FTS technicians will provide field training during their annual site visit to maintain a unit's weather station.
- Multi-unit training may be requested through the BIA national fire weather program manager.
- The interagency RAWS website provides information on training, maintenance etc. In addition, personnel can receive timely information via email by subscribing to the RAWS Newsletter. **http://raws.fam.nwcg.gov/**

Weather data from NFDRS RAWS must be archived on a daily basis in WIMS.

Weather station metadata: Metadata is information that defines the weather station location, name, site characteristics (slope, elevation, and aspect), contact information, data transmission, and many other attributes. Metadata is contained in the WIMS Station Catalog and in WFMI Weather module. Units need to ensure that metadata in WIMS and WFMI match (that is, WFMI and WIMS are not linked, so the information must be entered manually in both systems).

Weather station naming conventions:

- To ensure the continuity with historic records, the names of existing stations should not be changed without a good justification. Proposed name changes must have the concurrence of the BIA national fire weather program manager.

- New weather stations should be named after the nearest local geographic feature.

- Portable RAWS stations will use the following naming conventions: The Unit ID and the word “Port” followed by a sequential number. For example the portable RAWS at Crow Agency is named MTCRA_Port1, where “MTCRA” represents Crow Agency in Montana and “Port1” represents a unique number to identify the station. If another portable RAWS was deployed at Crow Agency, the name of that station would then be MTCRA_Port2. Portable stations should not be renamed when relocated on the unit or temporarily assigned to another unit.

- For weather data collection and archiving standards for NFDRS, refer to the NWCG Interagency Wildland Fire Weather Station Standards & Guidelines (PMS 426-3) publication and the WIMS Web Application User Guide.

When any station (i.e. including portable stations), is to be moved to a different location, the LPOC must notify the BLM RAWS Depot Help Desk (208-387-5475) before the station is shut down. Following the relocation, the LPOC must provide the Help Desk with the new location information and the time of reactivation.

Station identifiers:

- When a station identifier is needed, contact the contact the BIA national fire weather program manager (208-387-5558), who will coordinate the request with the appropriate entities, including the GACC Predictive Services staff.

- For a National Environmental Satellite, Data, and Information Service (NESDIS) station identifier, the BIA national fire weather program manager will process the request through the BLM RAWS Depot Coordinator. Once assigned, a NESDIS number should not be changed for any station, unless that station is moved to a new location.

- The NWS station identifier number (such as 230612) for new RAWS will be obtained from the NWS office for the county the RAWS is located in, and is only needed for permanent NFDRS stations.

APPENDIX 3-1
Interagency FMP Template
April 9, 2009

Federal wildland fire policy requires that every area with burnable vegetation must have a fire management plan (FMP). Fires in areas without approved FMP's must be suppressed. Each plan will be based on the area's approved land management plan; in the absence of such a plan, the FMP may stand alone. Wildland fire management planning activities and program components (e.g., fuels management, initial response, etc.) for each agency will be coordinated across administrative boundaries.

Purpose of an FMP - The fire management planning process and requirements may differ among agencies. However, for the following federal agencies, USFS, BIA, BLM, FWS and the NPS, a common purpose of a fire management plan is to provide decision support to aid managers in making informed decisions on the management of wildland fires. The FMP includes a concise summary of information organized by individual fire management unit (FMU) or grouping of FMU's.

In addition, for the DOI agencies (BIA, NPS, FWS and BLM), the FMP contains strategic and operational elements that describe how to manage applicable fire program components such as: response to unplanned ignitions, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation programs. The Forest Service will have related information in separate fire management reference documents.

Each FMP will evolve over time as new information becomes available, conditions change on the ground and/or changes are made to land/ resource management plans.

Purpose of the Interagency Fire Management Template -

The purpose of the interagency fire management plan template is to provide a framework to facilitate cooperation across administrative boundaries. This template provides the minimum standard for FMP structure and content. The FMP has differing audiences and detail depending upon program complexities, agency need and direction. This template is designed to incorporate agency flexibility. Each agency may expand on this common template to meet agency specific needs, and that agency's approved template will dictate the final requirements for a unit's FMP.

All agencies are required to use Chapters 1, 2, and 3 with the major headings below (in bold). DOI agencies are required to also use Chapters 4 and 5, and may opt to add additional chapters or sections if deemed necessary.

1. Introduction

The intent of this Chapter is to introduce the reader to the area covered by the FMP.

- State the reasons for developing the FMP.
- Provide a general description of location of the area covered by the FMP with vicinity map and agencies involved.
- Briefly describe land ownership, significant resources, mission or direction for the area and different management designations (e.g. wilderness, timber harvest areas, research natural areas, cultural/ religious areas, habitat management areas) for agencies participating in the planning effort.

2. Policy, Land Management Planning and Partnerships

The intent of this Chapter is to establish the linkage between higher level planning documents, legislation and policies and the actions described in the document.

2.1 Fire Policy

Identify sources of guidance and direction that relate to actions described in the FMP.

These may include:

- National interagency and departmental policy (e.g. National Fire Plan, Departmental manuals),
- Agency specific policies (e.g. Handbooks, Manuals, Direction, strategic plans),
- Unit specific policies (e.g. tribal direction, unit specific CFRs), and

- Compliance and authorities (e.g. National Environmental Policy Act (NEPA), National Historic Preservation Act (NHPA), Endangered Species Act (ESA) and any programmatic agreements involved).

2.2 Land/Resource Management Planning (LMP)

Identify documents that relate to the area covered by the FMP including interagency efforts.

Examples include:

- Land management plans
- Habitat management plans
- Resource management plans
- Forest management plans
- Comprehensive conservation plans
- Regional management plans such as the Northwest Forest Plan

2.3 Partnerships

Identify any internal and external fire management partnerships or planning teams that helped you develop this FMP. This information documents the level of cooperation occurring.

Examples include:

- Interagency planning teams (e.g. local groups that share boundaries, FPA partners),
- Non-federal agencies/departments,
- Tribal government, and
- Internal interdisciplinary planning teams.

3. Fire Management Unit Characteristics

This chapter is split into two sections. The first section, (Section 3.1), deals with information common to the entire planning area. The second section, (Section 3.2), contains information unique to individual FMU's. Sections 3.1 and 3.2 must be used together for a complete representation of FMU characteristics and management (see NWCG glossary for the definition of FMU).

The primary purpose of developing FMU's in fire management planning is to assist in organizing information in complex landscapes. The process of creating FMUs divides the landscape into smaller geographic areas to more easily describe physical, biological, and social characteristics, and depict associated planning guidance based on these characteristics. The information contained in these sections may be used for incident decision support (e.g., WFDSS), and incident management.

If possible, FMU's should be developed through interagency efforts and interactions consistent with each unit's land management objectives to facilitate cooperative fire management across boundaries.

As an FMP is being written, local planners will determine the amount of detail to be included in the area-wide considerations section (3.1) versus the detailed FMU section (3.2). For example, an area of low complexity may have most or all of the information outlined in the area-wide section (3.1), and little additional information outlined in the individual FMU section (3.2). Conversely, large complex landscapes may have few common characteristics and considerations between FMU's, and may have most information contained in the FMU specific sections.

3.1. Area-wide Management Considerations

The intent of this section is to document overall wildland fire management program guidance and characteristics common to all FMU's. Section 3.2 provides opportunity to discuss FMU specific characteristics.

a. Describe fire management related goals, objectives, standards, guidelines, and/or desired future conditions as found in the appropriate LMP(s) that apply across all FMU's. Include fire management related goals that may come from non-fire program areas within the LMP or other planning documents.

Examples of these goals, objectives, standards, guidelines, and desired conditions are:

- firefighter and public safety,
- using fire to restore ecosystem health,
- response to unplanned ignitions,
- management actions that will be implemented to ensure cost effectiveness of the fire management program,
- desired plant community composition and structure, and
- constraints common to all FMUs (e.g. restrictions on retardant use, preventing spread of invasive species through washing of vehicles).

b. Identify area-wide guidance, such as regional initiatives that contain additional fire management goals or objectives (e.g. sage grouse strategies).

c. Describe common characteristics (e.g., topography, fuels, prevailing winds) that may occur across all FMUs.

3.2 Fire Management Unit - Specific Descriptions

The intent of this section is to describe the unique characteristics of each FMU. The organization within this section is at the discretion of the agency. It should be made clear and noted in this section that information contained in 3.1 is applicable and additive to information contained in 3.2. The purpose of the notice would be to alert the reader/user that the following FMU information may not stand-alone.

FMU characteristics must be described. Examples are:

a. physical and biological description of FMU (e.g. topographic features, fuel types, special conditions that may result in extreme fire behavior, access, Fire Regime Condition Class (FRCC), high value concerns, special areas),

b. jurisdictional boundaries (e.g. adjacent or intermingled federal, private, tribal, state, county ownership),

c. communities and other values at risk within and adjacent to FMU, and

d. fire behavior and weather descriptions (e.g. Energy Release Component (ERC) tables, past fire behavior and perimeter histories, control problems).

FMU management guidance must be described. Examples are:

a. FMU specific objectives (e.g. response objectives, fire intensity levels, fire frequency concerns),

b. FMU specific desired conditions (e.g. desired vegetation conditions),

c. description of approved wildland fire management strategies, (use of wildland fire to achieve resource benefits and fuels treatments such as prescribed fire, mechanical or other treatments),

d. potential size and scope of vegetation treatments to meet both fire and land management goals,

e. FMU specific guidelines, constraints, or mitigation considerations (e.g. Minimum Impact Suppression Techniques (MIST), minimum suppression in special areas, retardant or chemical limitations, etc.),

f. Burned area emergency stabilization and rehabilitation considerations if applicable, for example:

- emergency post-fire hydrological and geological concerns (e.g. potential for flash floods and debris flows),
- values to be protected such as T&E species, cultural concerns, wilderness, areas of special concern, water quality, invasive species, infrastructure,
- potential treatments which may include preapproved treatments from programmatic plans (e.g. site stabilization treatments, public warning systems, point protection, seeding, herbicide application),
- allowable actions or local restrictions.

FMU safety considerations must be described. Examples are:

a. gas lines,

b. power lines,

c. mine shafts,

d. aviation hazards,

e. restricted access due to hazards, and

f. poisonous plants and venomous animals.

Detailed operational information may be contained in this section, or it may be placed in an appendix and referenced here. Examples include:

a. permanent repeater locations, recommendations of successful temporary sites,

b. radio frequencies,

c. radio ‘dead spots’,

d. communication plan,

e. evacuation plan,

f. water dip sites,

g. helispots,

h. RAWS,

i. potential fire camp locations.

4. Wildland Fire Operational Guidance

This chapter applies to DOI agencies only. USFS guidance is available separately.

The intent of this chapter is to document the procedures used in the area covered by the FMP to implement the wildland fire management program. The following sections and subsections should be addressed in this chapter, or a reference should be cited where this information can be found (e.g. in an appendix).

4.1. Management of Unplanned Ignitions

Describe or reference program procedures that will be in place for planning for and responding to unplanned fires. Procedures to be included are dependent on local and interagency needs.

4.1.1 Preparedness

Examples include:

- preparedness (including training, qualifications, readiness, detection and aviation),
- cooperative or mutual aid fire management agreements,
- cost apportionment agreements,
- protection agreements,
- cross-boundary fire agreements,
- size up, initial response and extended response procedures,
- records management,
- pre-planning and data acquisition for incident decision support processes and tools (e.g., WFDSS), and;
- public interaction (e.g. information plans, Community Wildfire Protection Plans (CWPPs) or equivalent).

4.1.2 Incident Management

Examples include:

- Dispatching or obtaining resources (e.g. interagency dispatch centers, interagency teams, MAC groups),
- prioritizing allocation of resources,
- use of decision support tools (e.g. WFDSS, Farsite, Rapid Assessment of Values At Risk (RAVAR), etc.),

- processes for complying with regulatory requirements (e.g. smoke management, State Historic Preservation Office (SHPO), ESA),

- fire reporting requirements (forms such as 209s, 1202s, and updating systems of record such as Wildland Fire Management Information (WFMI) and Fire Management Information System (FMIS), and process for addressing suppression activity damage such as repairing firelines, camp clean up and stabilization, and other related damage needing immediate repair that are a direct result of fire management operations.

4.1.3 Emergency Stabilization

Immediate post wildfire actions needed to minimize the threat to life and health and prevent unacceptable degradation to natural and cultural resources (see *Interagency Burned Area Emergency Response Guidebook*).

Examples include:

- Planning and burned area assessments (anticipated data and technical specialists needed),

- Anticipated post-wildfire issues and values to be protected,

- Treatment maintenance and monitoring, and

- Reporting requirements (accomplishment reports and NFPORS).

4.2. Burned Area Rehabilitation

Describe or reference applicable post-wildfire burned area rehabilitation (BAR) actions to repair or improve wildfire damaged lands unlikely to recover naturally or minor facilities damaged by the fire. Use the Departmental Manual (620 DM 3) and agency-specific direction for guidance. Also see Interagency Burned Area Rehabilitation Guidebook. Note that specific approved BAR treatments (i.e. three year plan) and constraints and recommendations are contained within either the area-wide (Section 3.1) or specific (Section 3.2) FMU descriptions.

Examples include:

- BAR planning requirements (e.g. technical specialists needed, time-lines, data needs, etc),

- process and thresholds for determining ES and BAR teams,
- regional coordinator contact information,
- local resource specialist positions that may assist the teams,
- anticipated post-wildfire rehabilitation issues,
- standardized monitoring protocols,
- requirements for planning,
- funding processes,
- reporting requirements (accomplishment reports and NFPORS),
- Native American consultation,
- Endangered Species Act Consultation,
- National Environmental Policy Act (NEPA), and
- Public information and public concerns.

4.3. Management of Planned Fuels Treatments

Describe or reference planning and implementation processes for fuels treatments by mechanical, chemical, biological or prescribed fire methods. Procedures to be included are dependent on local needs.

Examples include:

- processes to identify and prioritize fuels treatments (e.g. consultations with communities, use CWPPs, interdisciplinary teams, risk assessments and mitigation plans),
- procedures for implementing prescribed fire (e.g. requirements for development of burn plan, responsibilities for preparing and approving prescribed fires, requirements for safety, qualifications, interagency prescribed fire guidance),
- procedures for planning, preparing and implementing non-fire treatments,

- process for complying with regulatory requirements (e.g. NEPA, smoke, SHPO, ESA),
- treatment effects monitoring description,
- reporting requirements (NFPORS) and agency specific systems,
- fuels committees or local coordinating or special interest groups, and
- funding processes.

4.4. Prevention, Mitigation and Education

Describe or reference wildland fire prevention, education, and mitigation strategies. Procedures to be included are dependent on local agency needs.

Examples include:

- human caused ignition patterns and problems,
- fire investigation policies and procedures,
- closures/restricted access process,
- burn permit systems,
- law enforcement operating procedures and agreements,
- community involvement,
- Firewise,
- annual meetings with public, other agencies and local fire districts,
- education programs,
- community grant programs and assistance,
- CWPPs,
- Memorandum of Understanding (MOU),

- funding processes, and
- reporting requirements.

5. Monitoring and Evaluation

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document processes for determining whether the FMP is being implemented as planned and fire-related goals and objectives are being achieved. Information obtained from monitoring and evaluations is used to update the FMP and land management plans.

Describe monitoring processes that will be used to measure achievement of FMP objectives. Procedures to be included are dependent on local agency needs.

Processes may include:

- fire and non-fire treatment effects monitoring including broader scale long-term monitoring based on fire and land management objectives,
- collaboration with other disciplines for monitoring broader resource management objectives,
- information on annual performance (e.g. annual targets), and
- annual process to review and/or update the FMP, including triggers for major revisions.

Glossary

Use NWCG on-line glossary for common terms. Include full definition and references for agency or unit specific terminology.

References Cited (as appropriate)

Appendices – Optional

Chapter – 4
Program Preparedness/Readiness

Introduction

The Program Preparedness/Readiness component of a Wildland Fire Management program involves the process of planning and implementing activities prior to wildland fire ignitions. This process includes actions which are completed on a routine basis prior to each fire season as well as incremental actions conducted in response to increasing wildfire danger. The FMP should reference the following agreements, contracts, and operating plans (see Chapter 3).

Preseason Agreements, Contracts and Operating Plans

Authorities

The authority to enter into Interagency Agreements, Cooperative Agreements, Memorandum of Understanding, Mutual-Aid Agreements and Contracts is cited in Departmental Manual, Part 620 and respective statues; Indian Affairs Manual (IAM) 90; the Reciprocal Fire Protection Act 42 U.S.C. 1856; and is referenced in the Federal Wildland Fire Management Policy and Program Review.

Responsibility and Procedure

- Agencies are responsible for developing agreements or contracts with local agencies and fire departments to meet mutual needs for suppression and/or prescribed fire services. Concerns of area-wide scope should be addressed through regional and/or geographic area agreements.

- Agreements will be comprised of two components: the actual agreement and the operations plan. The agreement will outline the authority and general responsibilities of each party and the operations plan will define the specific operating procedures.

- Any agreement which obligates federal funds or commits anything of value must be signed by the appropriate warranted contracting officer. Specifications for funding responsibilities should include billing procedures and schedules for payment.

- Any agreement that extends beyond a fiscal year must be made subject to the availability of funds. Any transfer of federal property must be in accordance with federal property management regulations.

- All appropriate agreements and operating plans will be provided to the servicing dispatch center.

Agreement Elements

Agreements are prepared to enhance safety, effectiveness, and efficiency in fire management operations. The following elements should be addressed in each agreement:

- The authorities appropriate for each party to enter into an agreement.

- The roles and responsibilities of each agency signing the agreement.

- An element addressing the cooperative roles of each participant in prevention, pre-suppression,, suppression, fuels and prescribed fire management operations.

- Reimbursements/Compensation - All mutually approved operations that require reimbursement and/or compensation will be identified and agreed to by all participating parties through a cost-share agreement. The mechanism and timing of the funding exchanges will be identified and agreed upon.

- Appropriation Limitations - Parties to this agreement are not obligated to make expenditures of funds or reimbursements of expenditures under terms of this agreement unless such funds are appropriated for that purpose by the Congress of the United States of America, by the Counties of ____by the Cities of____and/or the Governing Board of Fire Commissioners of____.

- Liabilities/Waivers - Each party waives all claims against every other party for compensation for any loss, damage, personal injury, or death occurring as a consequence of the performance of this agreement unless gross negligence on any part of any party is determined.

- Termination Procedure - The agreement shall identify the duration of the agreement and cancellation procedures.

- A signature page identifying the names of the responsible officials shall be included in the agreement.

Types of Agreements

Agreements shall lead to positive interaction among the participating parties by addressing all potential areas of cooperation and coordination in fire management programs.

- **National Agreement.** Serves as an umbrella for interagency assistance among federal agencies, is the "Interagency Agreement between the BLM, BIA, NPS, FWS of the DOI, and the USFS. This and other national agreements give substantial latitude while providing a framework for the development of state and local agreements and operating plans.

- **Regional, State and local cooperative agreements.** Shall be developed for mutual assistance. These agreements are essential to the fire management program. Concerns for area-wide scope should be addressed through these agreements.

- **Emergency Assistance Agreements.** Approved, established reimbursable agreements are the appropriate and recommended way to provide emergency assistance. If no agreements are established, refer to your agency administrator to determine the authorities delegated to your agency to provide emergency assistance.

- **Contracts.** Contracts may be used where they are the most cost-effective means of providing for protection commensurate with established standards. A contract, however, does not absolve an agency administrator of the responsibility for managing a fire program. The office's approved fire management plan must define the role of the contractor in the overall program.

    - Contracts should be developed and administered in accordance with federal acquisition regulations. In particular, a contract should specify conditions for abandonment of a fire in order to respond to a new call elsewhere.

Annual Operating Plans for Agreements

Each agreement shall be accompanied by an Annual Operating Plan (AOP), which shall be reviewed, updated, and approved annually prior to the fire season. The plan may be amended after a major incident as part of a joint debriefing and review. The plan shall contain detailed, specific procedures which will provide for safe, efficient, and effective operations.

The following items shall be addressed in the annual operating plan:

Responding Party

All parties should be aware that there may be times when the responding party may not have the ability to provide mutual aid. Lack of response could result from limited or unavailable wildland fire suppression personnel prior to or after fire season, or multiple wildfires occurring during the fire season. Rural fire districts may also experience their own wildfire situations and/or may not have adequate numbers of qualified fire personnel or appropriate wildland fire suppression equipment to meet the request. In this case, a secondary request for low exposure equipment, such as a water tender, may be appropriate.

Command Structure

Unified command should be used, as appropriate, whenever multiple jurisdictions are involved, unless one or more parties request a single agency Incident Commander (IC). If there is a question about jurisdiction, fire managers should mutually decide and agree on the command structure as soon as they arrive on the fire; this decision should be confirmed by Agency Administrators as soon as possible. Once this decision has been made, the incident organization in use should be relayed to all units on the incident as well as dispatch centers. In all cases, the identity of the IC must be made known to all fireline and support personnel.

Communications

In mutual aid situations, a common designated radio frequency identified in the AOP should be used for incident communications. In some cases, because of equipment availability/ capabilities, departments/ agencies may have to use their own frequencies for tactical operations, allowing the “common” frequency to be the link between departments. It is important that all department /agencies change to a single frequency or establish a common communications link as soon as practical.

Clear text shall be used. Avoid personal “identifiers” and non-ICS acronyms. (For example, a radio transmission such as, “Jones, Dispatch” would likely be meaningless to a mutual aid cooperator who is not familiar with “Jones.”)

This paragraph in the AOP shall meet Federal Communications Commission (FCC) requirements for documenting shared use of radio frequencies.

Distance/Boundaries

Responding and requesting parties should identify any mileage limitations from mutual boundaries where “mutual aid” is either pay or non-pay status. Also, for some fire departments, the mileage issue may not be one of IA “mutual aid,” but of mutual assistance. In this situation, you may have the option to make it part of this agreement or identify it as a situation where the request would be made to the agency having jurisdiction, which would then dispatch the fire department.

Time/Duration

Responding and requesting parties should identify time limitations (usually 24 hours) for resources in a non-reimbursable status, and “rental rates” when the resources are in a reimbursable status. Use of geographic area interagency equipment rates is strongly encouraged.

Qualifications/Minimum Requirements

- Agreements on minimum qualifications for fire personnel, minimum requirements for Personal Protective Equipment (PPE), and performance of fire suppression equipment may require some flexibility. The BIA operates under the National Interagency Incident Management System (NIIMS) concept and has agreed to accept cooperator’s standards. These standards are generally reasonable and should be acceptable for mutual aid.

- According to the NIMS Integration Center, emergency management and response personnel already trained in the Incident Command System (ICS), using the NIIMS ICS curriculum model do not need retraining if their previous training is consistent with the Department of Homeland Security (DHS) standard.

Reimbursement/Compensation

Compensation shall be as close to actual expenditures as possible. This should be clearly identified in the AOP. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

- The AOP will be used to identify how the cooperators will share expertise, training, and information on items such as prevention, investigation, safety, and training.

Agency Reviews and Investigations

Annual operating plans should describe processes for conducting agency specific reviews and investigations.

Dispatch Centers

Dispatch centers will ensure all resources know the name of the assigned IC and announce all changes in incident command. Geographic Area Mobilization Guides, Zone Mobilization Guides and Local Mobilization Guides should include this procedure as they are revised for each fire season.

Contracts

Contracts may be used where they are the most cost-effective means for providing fire protection commensurate with established standards. A contract, however, does not absolve an Agency Administrator of the responsibility for managing a WFM program. The office's approved FMP must define the role of the contractor in the overall program.

Contracts should be developed and administered in accordance with federal acquisition regulations. In particular, a contract should specify conditions for abandonment of a wildland fire in order to respond to a new call elsewhere.

Emergency Assistance to Other Jurisdictions

In any emergency, the President may:

- Direct any federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under federal law (including personnel, equipment, supplies, facilities, and managerial, technical and advisory services) in support of state and local emergency assistance efforts to save lives, protect property and public health and safety, and lessen or avert the threat of a catastrophe.

- Coordinate all disaster relief assistance (including voluntary assistance) provided by federal agencies, private organizations, and state and local governments.

- Provide technical and advisory assistance to affected state and local governments for:
  - The performance of essential community services;
  - Issuance of warnings of risks or hazards;
  - Public health and safety information, including dissemination of such information;
  - Provision of health and safety measures; and
  - Management, control, and reduction of immediate threats to public health and safety.
- Provide emergency assistance through Federal agencies.
- Remove debris in accordance with the terms and conditions of section 407 (42 U.S.C. § 5173).
- Provide assistance in accordance with section 408 (42 U.S.C. § 5174) and ((Pub. L. 106-390, § 206(b), October 30, 2000)).
- Assist state and local governments in the distribution of medicine, food, and other consumable supplies, and emergency assistance.

Emergency assistance may be provided by the BIA to adjacent jurisdictions upon their request, without a formalized agreement. However, to provide safe, efficient, and effective emergency responses, BIA offices should enter into agreements with emergency response agencies. Local emergency response must be approved by the Agency Administrator.

Federal Emergency Management Agency and the WFM Program

Providing Assistance

- Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended), wildland fire agencies may provide assistance to Presidential declared disasters and emergencies nationwide.

- The Federal Emergency Management Agency (FEMA) is the overall coordinator of the Federal Response Plan (FRP), which guides 26 federal agencies and the American Red Cross in response activities. The FRP is based on the fundamental assumption that a significant disaster or emergency will overwhelm the capability of state and local governments to carry out extensive emergency operations. These operations have been grouped into 12 emergency support functions (ESF); departments and agencies have been assigned primary and support responsibilities for each of these functions. In the FRP, the USFS is the primary agency responsible for ESF #4: Firefighting. The BLM has been assigned support responsibility for ESF #4 and for other emergency support activities, as requested.

Requesting Assistance

A Major Disaster Declaration usually follows these steps:

- **Local Government Responds** supplemented by neighboring communities and volunteer agencies. If overwhelmed, turn to the state for assistance.

- **The State Responds** with state resources, such as the National Guard and state agencies.

- **Damage Assessment** by local, state, federal, and volunteer organizations determines losses and recovery needs.

- **A Major Disaster Declaration** is requested by the governor, based on the damage assessment, and an agreement to commit state funds and resources to the long-term recovery.

- **FEMA evaluates** the request and recommends action to the White House based on the disaster, the local community and the state's ability to recover.

- **The President** approves the request or FEMA informs the governor it has been denied. This decision process could take a few hours or several weeks depending on the nature of the disaster.

Exceptions when working with Tribes

FEMA will work with Tribes in a government-to-government relationship. In most cases it will be beneficial for the Tribes to work with states to facilitate disaster assistance relief.

Regional Tribal Liaisons

Tribal liaisons have been established in each FEMA region to assist Tribes with emergency assistance as it relates to disaster assistance. Contacts within each Region are identified on the web site at: **http://www.fema.gov/government/tribal/index.shtm**

Program Preparedness/Readiness Reviews

Purpose

- Pre-season fire preparedness/readiness reviews provide comprehensive operational evaluations on the wildland fire programs. These reviews are to be conducted annually prior to fire season. Involvement of line management and cooperators, where applicable, is critical. Reviews are designed to assist the local Agency Administrator in preparing for and operating during wildfire season. It also serves as a mechanism to identify deficiencies, recommend corrective actions and establish the need for follow-up to corrective actions. Standards for preparedness reviews are documented in the *Interagency Fire Preparedness Review Guide*. The guide is currently available on the web site at: **http://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html**

- Readiness reviews consist of several major elements of which safety is the most important. The checklists include the following:

  Checklist 1 - Agency Administrator
  Checklist 2 - Fire Management Administration
  Checklist 3 - Geographic Area Coordination Center
  Checklist 4 - Aviation Management
  Checklist 5 -
  Checklist 6 - Safety Officer
  Checklist 7 - Training
  Checklist 8 - Aviation Base Review
  Checklist 9 - Individual Firefighter
  Checklist 10 - Dispatch
  Checklist 11 - Engines
  Checklist 12 - Interagency Hotshot Crew
  Checklist 13 -
  Checklist 14 - Smokejumper
  Checklist 15 - Helicopter Module
  Checklist 16 - Dozer
  Checklist 17 - Hand Crew Non-IHC

Optional Materials

Drills & Skills - Drills Summary
Drill 1 - Initial Response Protocol
Drill 2 - Initial Report from Scene
Drill 3 - Briefing – Risk Management
Drill 4 – Mobile Attack
Drill 5 – Stationary Attack – Hose lay
Drill 6 – Foam Use
Drill 7 – Spot Fire
Drill 8 – Line Construction
Drill 9 – Portable Pump exercise
Drill 10 – Helitack Initial Attack
Drill 11 – Helitack Bucket
Drill 12 – Helitack Helispot
Drill 13 – Helitack Long Line
Drill 14 – Helitack Personnel
Drill 15 - Dispatch
Skill 1 – Engine Inspection
Skill 2 – Hand tool Safety Checks
Skill 3 – Firing Devices
Skill 4 – Belt Weather Kit
Skill 5 – Hydraulics
Skill 6 – Fire Shelter Use
Skill 7 – Pump and Flow Test

Potential Fire Program Review Materials

- Severity Audit Checklist
- Incident Business Management

- Field units should use the readiness review process to make a self-evaluation of program readiness.

- Review teams may be assembled by the Regional or BIA-NIFC office to perform readiness reviews. These teams may include line and fire managers, fire and aviation operations specialists, dispatch and logistics specialists, fire business management specialists, and other technical experts as needed (i.e. safety & occupational health specialists, contracting officers). This expertise may be internal, interagency, or contract.

Fire and Aviation Safety Reviews

Purpose

- Fire and Aviation Safety Teams (FAST) assist Agency Administrators during periods of high wildfire activity by assessing policy, rules, regulations, and management oversight relating to operational issues. They can also:
    - Provide guidance to ensure fire and aviation programs are conducted safely.
    - Review compliance with Occupational Safety and Health Administration (OSHA) abatement plans, reports, reviews and evaluations.
    - Review compliance with the *Interagency Standards for Fire and Aviation Operations* (Red Book) and *Wildland Fire and Aviation Program Management and Operations Guide* (Blue Book).
- FAST reviews can be requested through GACC's to conduct reviews at the Regional and field office level. If a more comprehensive review is required, a national FAST can be ordered through the NICC.
- FAST's generally include a team leader, who is either a line officer or fire program lead with previous experience as a FAST member, a safety and health manager, and other individuals with a mix of skills from fire and aviation management.
- The team's report includes an executive summary, purpose, objectives, methods/procedures, findings, recommendations, follow-up actions (immediate, long-term, national issues), and a letter delegating authority for the review.

Administratively Determined Casual Pay Reviews

The BIA Casual Pay program for emergency firefighters (EFF) program is a high risk program requiring active management oversight by the Regional Director. Appropriation language is very specific for use of suppression funds for emergency hire. The DOI Administratively Determined (AD) Pay Plan for Emergency Workers specifically outlines the authority and utilization.

For oversight and management of the program, Regional Directors are responsible for performing and documenting annual audits of EFF payrolls for hiring within their Regions to assure proper use of the emergency hiring authority and compliance with fire business management policy and standards as documented in the NWCG IIBMH and DOI AD Pay Plan. The National office is responsible for oversight and may request Regional reviews to assure proper use of the emergency hiring authority.

Oversight management of the AD program must insure correct use of emergency fire suppression, severity, BAER all hazard incident and hazardous fuels accounts. The BIA-NIFC Incident Business Lead is the point of contact for Interagency Incident Business Management and AD pay plan issues, conducting Incident Business assistance reviews and participating in Regional reviews connected by BIA-NIFC.

FireCode

FireCode Application

- The FireCode System is a web-based application accessed by the dispatch community to generate a unique code that is assigned to a wildfire. The FireCode will be used by all federal wildland fire management agencies to report and track costs for these activities.

- A FireCode will be required for every wildfire.

- FireCode will be part of an Agency's accounting code and result in a common number to query financial systems for expenditures. The code issued from the system will be four characters, alpha/numeric.

- The FireCode will be used in place of the fire number for all financial obligations related to fire suppression, support actions i.e., short term augmentation of resources or personnel (support actions), EFF training, severity (including USDA Forest Service severity support), BAER, and rehabilitation. The BIA National Business Center will pre-load FireCode numbers into the Financial and Business Management System (FBMS) in place of fire numbers starting October 1, 2010.

- The use of FireCode is an entry of fire reports into WFMI. Fire reports must be entered into WFMI.

FireCode Business Rules

The BIA has developed business rules and procedures to implement the FireCode System. The FireCode System User Guide and Business Procedures can be accessed through the BIA-NIFC office. A FireCode activity matrix is displayed in **Appendix 4-3**.

The following common situations identify when and how FireCodes are to be used:

- Wildfires occurring on BIA Trust lands (BIA/Tribal unit is the host unit).
    - BIA/Tribe host unit dispatcher will access the FireCode website and enter the incident information and generate a FireCode for every wildfire. This FireCode will be used for all financial obligations charged to an incident and by all resources assigned to an incident. The FireCode is not the fire number for BIA. The fire number will continue to be the fire reporting number in WFMI. However, the FireCode will be a required entry on the fire report.
    - All resource orders will include the FireCode that is assigned to an incident in the “financial code block” of the Resource Order Form.
    - The FireCode will be used by the BIA in place of the Fire Number when entering an obligation to FBMS. Contract/Compact Tribes will use this code to identify all costs associated with an incident.
    - When entering the accounting for obligations, the four characters from FireCode must be entered into the BIA unit’s accounting code in place of the Fire Number. Compact/ Contract Tribes will use the FireCode to identify costs for wildfires when reporting to the BIA Regional office.
    - A fire report must be created for each wildfire in WFMI. The fire report form will require the entry of a FireCode.
    - If the wildfire is a false alarm you must create a fire report in WFMI. BIA-NIFC will generate one false alarm FireCode for each region, at the beginning of each fiscal year. The regional false alarm FireCode will be used for each false alarm fire report in WFMI.

- Wildfires occurring on BIA Trust lands in which BIA/Tribal resources are sent from other BIA/Tribal units in assistance of the incident (BIA/Tribal unit is the host unit).

    - All BIA/Tribal resources responding from one BIA/Tribal unit to another BIA/Tribal unit in assistance of an incident will use the hosting BIA/Tribal unit's FireCode to charge all financial obligations. This FireCode will be used by BIA/Tribal resources as the charge code (project code) for all financial obligations related to that wildfire.

    - BIA/Tribal units will create a support action fire report in WFMI when responding to another unit's wildfire.

    - The FireCode will be on the Resource Order Form in the "financial code block" or will be provided by the host unit.

    - When entering the accounting for obligations into FBMS, the four characters from FireCode must be entered into the BIA unit's accounting code in place of the fire number. Compact/ Contract Tribes will use the FireCode to identify their respective costs for assistance to other BIA/Tribal units when reporting to the Regional office.

- Wildfires occurring on other federal lands in which the BIA/Tribe responds in an interagency effort or assistance action (another federal agency is the host unit).

    - All BIA/Tribal resources responding to other federal agency fires will use a FireCode created by the host federal agency. This FireCode will be used by BIA/Tribal resources as the charge code (project code) for all financial obligations related to that wildfire.

    - BIA/Tribal units will create a support action fire report in WFMI when responding to another unit's wildfire.

    - This FireCode will be identified on the resource order form in the "financial code block" of the resource order or provided by the host agency.

- When entering the accounting for obligations the four characters from FireCode must be entered into the BIA unit's accounting code in place of the Fire Number. Compact/ Contract Tribes will use the FireCode to identify their respective costs for assistance to other federal agencies when reporting to the Regional office.

- Wildfires occurring on state lands in which the BIA/Tribe responds in an interagency effort or assistance action (state agency is the host unit).

  - All BIA/Tribal resources responding to state agency wildfires will create a FireCode for each fire if a FireCode has not already been created by another Federal agency. If a FireCode has been created, the BIA/Tribal unit(s) will use that FireCode as the charge code (project code) for all financial obligations related to that wildfire.

  - BIA/Tribal units will create a support action fire report in WFMI when responding to another unit's wildfire.

  - If a resource order is created the FireCode will be identified in the "financial code block" of the Resource Order Form.

  - When entering the accounting for obligations the four characters from FireCode must be entered into the BIA unit's accounting code in place of the Fire Number. Compact/Contract Tribes will use the FireCode to identify their respective costs for assistance to state agencies when reporting to the Regional office.

- Short Term Severity-Actions where additional local resources are employed under operations to supplement readiness capability as a direct result of short duration high fire danger on BIA Trust lands.

  - At the beginning of each fiscal year, BIA-NIFC will generate one short term severity FireCode for each region.

  - Each region will use the short term severity FireCode to cover local short term severity needs relating to employing additional personnel.

  - Request to use the short term severity FireCode must be made to the Regional FMO, or their acting, and approval given before the FireCode is to be used.

- A support action fire report must be entered in WFMI and the respective FireCode entered in that fire report. The remarks section of the fire report must identify the purpose of the support action. For each short term severity use through the fire season, a support action fire report must be entered in WFMI.

- When entering the accounting for obligations the four characters from the FireCode must be entered into the BIA unit's accounting code in place of the fire number. Compact/ Contract Tribes will use the FireCode to identify their respective short term support costs when reporting to the Regional office.

- Long Severity FireCodes will be used by BIA resources to identify all costs related to approve BIA wildfire severity actions.

  - All severity requests will be submitted to BIA-NIFC for approval. Upon approval, BIA-NIFC will generate a FireCode and notify the Region of the FireCode and authorized funding level.

  - The FireCode will be used to charge all authorized financial obligations for readiness under the severity request

  - If additional resources are ordered by BIA for severity through the interagency resource ordering process, the approved severity FireCode will be entered on the Resource Order Form in the "financial code block" by the BIA unit.

  - If a BIA Agency/Tribe responds to another BIA Agency/Tribe's severity request, the responding BIA Agency/Tribe will use the hosting Agency/Tribal unit's FireCode to charge all financial obligations.

  - When entering the accounting for obligations, the 4 characters from the FireCode will be used when entering an obligation into FBMS. Compact/Contract Tribes will use the FireCode to identify their respective severity costs when reporting to the Regional office.

  - A support action fire report needs to be completed in WFMI for each severity action.

- Emergency Firefighter (EFF) Training – An interagency FireCode will be used by all BIA units to charge obligations related to EFF training.

- BIA units must use the FireCode with their organizational code to charge obligations for EFF training.

- The FireCode will be used in place of the support action fire number when entering an obligation into FBMS.

- When entering the accounting for obligations the 4 characters from the FireCode must be entered into the BIA unit's FBMS accounting code in place of a support action fire number. Compact/Contract Tribes will use the FireCode to identify their respective EFF Training costs when reporting to the Regional office.

- USDA Forest Service Wildland Fire Severity Support – FireCode will be used by BIA to identify all costs related to severity support the USDA Forest Service severity actions.

  - When BIA resources are requested in support of approved USDA Forest Service severity actions, BIA-NIFC will generate a FireCode and notify the Region of the FireCode and authorized funding level.

  - One FireCode per Region will be established for the USDA Forest Service. Regions will use the FireCode generated for the USDA Forest Service for each fire season.

  - The FireCode will be used to charge all authorized financial obligations for readiness under the severity request.

  - When entering the accounting obligations, the 4 characters from FireCode will be used when entering and obligation into FBMS. Compact/Contract Tribes will use the FireCode to identify their respective severity costs when reporting to the Regional office.

  - A support action fire report needs to be completed for severity support of USDA Forest Service severity actions.

- FireCode will be used by BIA to identify all costs related to BAER (ES) and rehabilitation (BAR) actions.

  - When BIA resources are requested in support of approved BIA ES or BAR projects, BIA units will use the incident FireCode and NIFC will notify the Region of the authorized funding level.

  - The FireCode will be used to charge all authorized financial obligations for ES and BAR activities under the approved plan.

- The 4 characters from FireCode will be used when entering accounting obligations into the FBMS. Compact/Contract Tribes will use the FireCode to identify their respective ES/BAR costs when reporting to the Regional office.

- A support action fire report needs to be completed in WFMI for BAER (ES) actions when off trust lands (WFMI code 37).

- A support action fire report does not have to be completed for rehabilitation (BAR) actions.

National Fire Danger Rating System (NFDRS)

Introduction

The NFDRS is a system that uses inputs of temperature, relative humidity, wind speed, fuel moisture, and fuels parameters to compute components and indices related to the ignition, spread and difficulty of control of wildland fire. The *National Fire Danger Rating Users Guide* is available through the NWCG Publications Management System (PMS).

NFDRS and Program Management

All WFM programs will use one or more products of the NFDRS, which incorporates the Keetch-Byram Drought Index (KBDI) to assist in the development of management responses to wildland fire. Preparedness/ Readiness Plans, Seasonal Risk Analyses, and Severity requests are based at a minimum on locally produced fire danger information.

Resource Response Plan

- A predetermined response of resources based on fire danger should be developed and documented prior to fire season.

- When using the NFDRS to determine a response, thresholds, or breakpoints are used to define fire danger input for management decisions in each fire danger rating area. Activities, events, and fire operations that affected fire danger are identified, and appropriate NFDRS components or indices are selected as decision guides. Historical analysis of fire weather data is used to identify thresholds for developing a resource response plan and adjective ratings.

- Response Levels (i.e., 1, 2, 3-, 3+, 4, 5) are typically based on the Energy Release Component (ERC) or the Burning Index (BI). It is used to make daily internal fire operations decisions.

Thresholds are established for each response level to assist in developing the appropriate management responses. Thresholds are based on both historical weather (climatology) and fire occurrence (fire business). BIA climatological thresholds are the:

90th and 97th percentiles

These are the appropriate component or index and are used in each weather station catalog in WIMS. Thresholds can be determined using the FIREFAMILY PLUS program.

Response levels should consider the following elements:

- Personnel and personnel qualifications needed for each level. This would include initial attack, detection, and monitoring;
- Provisions for fire prevention and detection at high Levels 4 and 5;
- Minimum initial attack response time criteria, numbers and types of equipment and personnel;
- If and when 7-day staffing is instituted;
- Daily tours of duty for personnel involved with suppression activities; and
- Provisions for public safety.

Adjective Rating (low, moderate, high, very high, extreme) is based on staffing level and the ignition component. It is a general description of fire danger for the purpose of informing the public.

Fire Danger Rating Areas

- Fire Danger Rating Areas are defined by the location of weather stations, NFDRS fuel models, and slope and climate classes. In many cases the fire danger rating areas will be the same as fire management zones (FMZ's) developed in the fire preparedness planning process.
- Each rating area will have a resource response developed based on NFDRS outputs.

Seasonal Risk Analysis

Introduction

A Seasonal Risk Analysis (SRA) requires fire managers to review current and predicted weather and fuels information, compare this information with historic weather and fuels records, and predict the upcoming fire season's severity and duration for any given area. It is important to incorporate drought indices into this assessment.

Information from a SRA can be used to modify the Annual Operating Plan (AOP), step-up and pre-attack plans. It provides the basis for actions such as prepositioning critical resources, requesting additional funding, or modifying Memoranda of Understanding (MOU) to meet anticipated needs.

Each unit selects, and compares to normal, the current value and seasonal trend of one or more of the following indicators which are most useful in predicting fire season severity and duration in its area:

- NFDRS (or CFFDRS) index values (ERC, BI)
- Temperature levels
- Precipitation levels
- Humidity levels
- Palmer Drought or Standardized Precipitation Index
- 1000-hour fuel moisture (timber fuels)
- Vegetation moisture levels
- Live fuel moisture (brush fuels)
- Curing rate (grass fuels)
- Episodic wind events (moisture drying days)
- Unusual weather events (early severe frost)
- Fires to date

The seasonal trend of each selected indicator is graphically compared to normal and all-time worst. This comparison is updated regularly and posted in dispatch and crew areas.

If the SRA suggests an abnormal fire season might be anticipated, a unit should notify the state/regional office and request additional resources commensurate with the escalated risk. SRA for each geographic area are prepared, issued, and updated each year by GACC Predictive Service staffs. These analyses consider detailed information for each of the Predictive Services Areas (PSA) within the geographic area.

Seasonal Assessment Workshops are conducted to facilitate these seasonal outlook reports. Local risk analyses should be compiled at the state/regional office to determine the predicted fire season severity within the state/region, and then forwarded to the respective national office for use in determining national fire preparedness needs. Risk analysis is ongoing. It should be reviewed periodically and revised when significant changes in key indicators occur. All reviews of seasonal risk analysis, even if no changes are made, should be documented.

Severity

Definition

Fire severity funding is the authorized use of suppression operations funds (normally used exclusively for suppression operations and distinct from preparedness funds) for extraordinary preparedness activities that are required due to:

- Preparedness plans (fire management plan, fire danger operating plan, annual operating plan, etc.) indicate the need for additional preparedness/suppression resources. The plan(s) should identify thresholds for severity needs.

- Anticipated fire activity will exceed the capabilities of local resources.

- Fire seasons that either start earlier or last longer than planned in the fire management plan.

- An abnormal increase in fire potential or danger not planned for in existing preparedness plans.

Objective

The objective of fire severity funding is to mitigate losses by improving suppression response capability.

When suppression resources that were acquired through the approved fire planning process (e.g. NFMAS, NFPA, IIAA, FPA) are insufficient to meet the extraordinary need, suppression resources may be requested through the severity funding process. Regions, Agencies, and Tribes are all encouraged to take a proactive approach to mitigating losses and consider additional prevention activities in all severity requests where appropriate. Fire severity funding is not intended to raise preparedness funding levels to cover differences that may exist between funds actually appropriated (including rescissions) and those identified in the fire planning process.

Interagency Severity Requests

Agencies/Tribes working cooperatively in the same geographic area, should work together to generate and submit joint requests, and utilize severity funded resources in an interagency manner. However, each Agency/Tribe should request funds only for specific Agency/Tribe needs. The joint request should be routed simultaneously through each agency's approval system, and the respective approving official will issue an authorization that specifies allocations by Agency/ Tribe.

Requesting Fire Severity Funding

Fire severity funding requests should be submitted on the Interagency Severity Funding Request Form (Appendix 4.1 and at **http://www.nifc.gov/policies/pol_severity_funding.html**), which includes a Cost Estimation Worksheet. The completed and signed request is submitted from the Agency/Tribe with concurrence from the Regional Director to the BIA-NIFC Director, Branch of Fire Management.

Requests are for a maximum of thirty days. Regardless of the length of authorization, use of severity funding must be terminated when abnormal conditions no longer exist. If the fire severity situation exceeds thirty day, the unit must submit a request for extension with supporting documentation or prepare a new severity request.

Modifications and extensions of existing requests should be made using the same request procedures.

Short term Severity procedures differ and are outlined below.

Typical Uses

Severity funds are typically used to:

- Increasing prevention activities;
- Temporarily increase seasonal GS and permanent firefighting staffing levels;
- Pay for standby;
- Preposition initial attack suppression forces;
- Provide additional aerial reconnaissance; and
- Provide for standby aircraft availability.

Authorization

Authorization to use severity funding is provided in writing, based on a written request with supporting documentation. Authorization is approved on a project by project basis by the Director, Branch of Fire Management and a FireCode is generated by BIA-NIFC.

Short Term Severity Funding

BIA-NIFC will generate a short term severity FireCode to meet the short-term severity needs (e.g., wind events, cold dry front passage, lightning events, and cultural events expected to last less than one week).

Regional Directors and Superintendents are responsible and accountable for ensuring that these funds are only used to meet short term severity needs. Resources must be released and funding activities terminated when short term severity conditions no longer exist. Regional Offices will establish procedures for approval/monitoring of short term severity usage/funds within their respective regions.

National Level Severity Funding

The BIA-NIFC office is authorized to allocate severity funds in emergency operations for use in preparedness activities to improve response capability.

Expenditure of these funds is authorized by the appropriate approving official at the written request of the Regional Director. Funds will be used only for preparedness activities and time frames specifically outlined in the authorization, and only for the objectives stated above.

Appropriate Fire Severity Funding Charges

Appropriate labor charges include:

- Regular pay for non-fire personnel;
- Regular pay for seasonal/temporary fire personnel outside their normal fire FMPA activation period;
- Overtime pay for all fire and non-fire personnel;
- Overtime pay for severity funded personnel will be paid by severity funds, unless the personnel are assigned to a wildfire;
- Overtime pay must be based on need. It is not guaranteed;
- Severity funded personnel and resources must be available for immediate initial attack regardless of the daily task assignment;
- Severity funded personnel and resources will not use a severity cost code while assigned to wildfires. The wildfire FireCode number will be used; and
- Severity assignments/details may last up to 30 days and NWCG work/rest guidelines apply to all personnel funded under a severity assignment.

Appropriate Vehicles and Equipment charges

- GSA rental and mileage;
- Hourly rate or mileage for agency-owned vehicles; and
- Commercial rentals and contracts.

Procurement officers may establish blanket purchase agreements in advance of the anticipated need or individual orders may be negotiated by Warranted Contract Specialist for non-emergency equipment.

Appropriate Aviation charges

- Contract extensions;
- The daily minimum for call when needed (CWN) aircraft;
- Preposition flight time; and
- Support expenses necessary for severity funded aircraft (facility rentals, utilities, telephones, etc.).

Travel and Per Diem

Severity funded personnel in travel status are fully subsisted by the government in accordance with Bureau regulations. Costs covered include:

- Lodging;
- Government provided meals (in lieu of per diem);
- Airfare (including returning to their home base);
- Privately owned vehicle mileage (with prior approval); and
- Other miscellaneous travel and per diem expenses associated with the assignment.

Prevention Activities

These include:

- Funding Prevention teams, (Preventions teams will be mobilized as referred in the *National Interagency Mobilization Guide*, Chapter 20);
- Implementing local prevention campaigns, to include community risk assessment, mitigation planning, outreach and education; and
- Augmenting patrols.

Note: Non-fire funded prevention team members should charge their base 8 and overtime to the severity cost code for the length of the prevention activities assignment. Fire funded personnel should charge their overtime to the severity cost code for the length of the prevention activities assignment.

Inappropriate Fire Severity Charges

- To cover differences that may exist between funds actually appropriated (including rescissions) and those identified in the fire planning process.
- Administrative surcharges, indirect costs, fringe benefits;
- Equipment purchases;
- Purchase, maintenance, repair or upgrade of vehicles;
- Purchase of telephones;
- Purchase of pumps, saws, and similar suppression equipment;
- Aircraft availability during contract period;
- Cache supplies which are normally available in fire caches;
- Backfill of Agency/Tribal resources for Agency/Tribal resources dispatched off unit for non-unit incidents; and
- Solicited equipment allows for use on nationwide fire suppression, all-hazard incidents and severity. Pre-season EERA's / Incident Only EERA's may not be used for severity use or hazardous fuels projects. Long term rehabilitation projects require a separate solicitation for equipment.

Labor Cost Coding for Severity Funded Personnel

Fire personnel outside their normal activation period and employees whose regular salary is not fire funded by preparedness under an approved severity request should charge regular time and approved non-fire overtime to the emergency operations Functional Area (severity) and the requesting office's severity cost code (WBS).

Fire funded personnel should charge their regular planned salary (base-eight) to preparedness using their home unit's location code. Overtime associated with the severity request should be charged to the emergency operations Functional Area (severity), and the requesting office's severity cost code (WBS).

Regular hours worked in suppression operations will require the use of the appropriate Functional Area (preparedness) with the appropriate FireCode number (WBS). Overtime in fire suppression operations will be charged to the emergency operations Functional Area (suppression) with the appropriate FireCode number (WBS).

Employees from non-federal agencies should charge their time in accordance with the approved severity request and the appropriate local and statewide agreements. A task order for reimbursement will have to be established and is authorized under the Interagency Agreement for WFM.

Documentation

The Agency, Tribe, Regional and BIA-NIFC offices will document and file accurate records of severity funding activity. This will include complete severity funding requests, written authorizations, and expenditure records.

Severity Audits

BIA-NIFC and Regional offices will conduct reviews of appropriate usage of severity funding and expenditures. This may be done as part of the Bureau normal fire program review cycle. The severity funding audit checklist may be used as a guide for this process. This checklist can be found at the following web site: **http://www.nifc.gov.**

Radio Communications

Policy

Radio communications at all offices dispatching resources will be recorded in some manner. The purpose is to record/document all radio communications during emergency operations. This will ensure that in the event of an accident, investigators will be provided with an accurate record of events during reviews of those incidents.

If there is an accident or event that requires an investigation from the local, Regional or National office, the records covering that time period will be included in the investigation file.

Radio Frequency Management

Frequencies in Day-to-Day Operations

- Frequency assignments for normal day to day and initial attack operations are made on a permanent basis and are requested through the normal Radio Frequency Authorization process from the agency, regional or national level designated frequency management personnel;

- Air operations initial attack frequencies, both AM and FM, will be assigned by the NIFC CDO. These assignments will be on an interagency basis and coordinated with the GACC's; and

- These frequencies are managed by the local, regional, or state communications officer.

Mutual-aid frequencies

- Agreements for frequency sharing can be made at the local level. However, mutual-aid frequency sharing agreements are only valid in the specific location where they originated.

- These agreements do not authorize the use of a shared frequency other than in the specified local area. A NIIMS form PMS 903-1/NFES 1519 "Radio Frequency Sharing Agreement" is available and may be used for this purpose. NIFC national fire frequencies are not to be used for these agreements. The only exception may occur when an agency holds a National Telecommunications Information Agency (NTIA) Radio Frequency Authorization (RFA) for a frequency that is included in the NIFC Channeling Plan. If this occurs notification and coordination with the NIFC CDO is requested.

Incident Management

- National level coordination and assignments of incident frequencies is the responsibility of the National Interagency Incident Communications Division (NIICD) and is managed by the National Interagency Fire Center (NIFC) Communications Duty Officer (CDO).

- When communications requirements exceed normal operations the CDO may request Geographic Area Coordination Centers (GACC) to assign a Communication Coordinator (COMC) to facilitate geographic area frequency management. Additional information may be found in the *National Interagency Mobilization Guide*.

- Type 1 and 2 incident frequencies are assigned by the CDO and are managed by a qualified Communications Unit Leader (COML). The COML will request, assign, and report all frequencies used on the incident to the NIFC CDO/COMC. This will include the request and assignment of all aircraft frequencies. Frequency use will be documented on the ICS-205 Incident Radio Communications Plan and on ICS-220 Air Operation Summary forms. These forms will be available to fire personnel.

- Type 3 incidents, or other incidents that do not have an assigned COML, will coordinate and request all frequency and communication equipment needs through the COMC and/or the NIFC CDO.

- If additional frequencies are required, the COML will order them through the established ordering process.

- Additional frequencies for any operation may be available on a temporary basis, and may be requested by the NIFC CDO from the Washington Office (Spectrum) managers when:

- The NIICD national frequencies are all committed within a specific geographic area

- The requests continue for frequencies to support new incidents within a specific complex

- The fire danger rating is extreme and the potential for additional new incidents is high.

- When there is frequency congestion due to significant numbers of incidents in close proximity.

Pre-assigned National Frequencies

National Interagency Air Guard frequency, 168.625 MHz, is for government aircraft assigned to incidents. It is used in emergency communications for aviation. A separate receiver with narrowband capabilities is required to permit continuous monitoring by agency dispatch. Transmitters on this frequency must be equipped with an encoder on 110.9 Hz.

Restrictions for use are:

- Air-to-air emergency contact and coordination;

- Ground-to-air emergency contact; and

- Initial call, recall, and re-direction of aircraft when no other contact frequency is available.

National Flight Following, 168.650 MHz, is used to monitor BIA, Interagency and contract aircraft when official aircraft are flying point to point. The frequency is not intended to be used during mission flights or incident operations. All dispatch centers/offices will monitor the national fight following frequency at all times. Transmitters and receivers on this frequency must be equipped with an encoder on 110.9 Hz.

Restrictions for use are:

- Flight-following, dispatch, and/or re-direction of aircraft;
- Air-to-ground and ground-to-air administrative traffic;
- Not authorized for ground-to-ground traffic; and
- Use of these frequencies in base stations and repeaters is prohibited.

National Interagency Air Tactical, 166.6750 MHz, 167.9500 MHz, 169.1500 MHz, 169.2000 MHz, and 170.0000 MHz are frequencies used to support air-to-air or ground-to-air communications on incidents west of the 95th meridian.

- Transmitter power output of radios installed in aircraft utilizing these frequencies shall be limited to 10 watts. Use of these frequencies in base stations and repeaters is prohibited.

  Restrictions for use are:

  - These frequencies shall be used for air-to-air and ground-to-air communications only; and
  - They are not intended for use as ground tactical operational frequencies.

- These frequencies will be assigned by the NIFC CDO or in coordination with the local unit if a National Telecommunications and Information Administration Radio Frequency Authorization (NTIA-RFA) is in effect.

- Exceptions:

  Pacific Southwest Geographic Region 166.675 MHz, 169.150 MHz, and 169.200 MHz will be used for air-to-air only; 170.000 MHz will be used for ground-to-air only; and

  Pacific Northwest Geographic Region 170.000 MHz frequency cannot be used in Columbia River Gorge area (located between Oregon and Washington).

National Interagency Air tanker Base Frequency, 123.9750 MHz, is assigned by the FAA to all air tanker bases (unless otherwise notified) for exclusive use. Use of this frequency is restricted to a radius of 40 nautical miles and 10,000 feet MSL from the coordinates of the air tanker base. No other use is authorized.

National Interagency Fire Tactical Frequencies 168.0500 MHz, 168.200 MHz, 168.6000 MHz, 168.2500 MHz, 167.1375 MHz, 166.7250 MHz, and 166.7750 MHz are used to support ground tactical operations (line of sight) on incidents. Use of these frequencies will be coordinated between the COML and the CDO/COMC. Power output is limited to 5 watts or less.

They are not authorized for:

- Air to air communications;
- Air to ground communications;
- Mobile radios with more than 5 watts output power;
- Base stations; and
- Repeater frequencies.

National Government All-Call Frequencies - 163.100 MHz and 168.350 MHz are for use on a non-interference basis and are not exclusive to any user. These frequencies are not to be used for air-to-ground operations and are prohibited by DOI and USDA from use as a frequency during operations involving the protection of life and property.

NOTE: When traveling between incidents, be sure to monitor for incident radio traffic in the area before using these frequencies.

APPENDIX 4-1
Interagency Severity Funding Request
(AF2105050)

I. INTRODUCTION:

The purpose of severity funding is to improve initial attack capabilities when abnormal fire conditions occur throughout a region that result in the fire season starting earlier than normal, lasting longer than normal, or exceeding average high fire danger ratings for prolonged periods.

Abnormal conditions are those that exceed historic weather and fire conditions used in the Fire Management Plans (FMP's) and could cause fire workload to exceed the planned workload. Therefore, monitoring of such conditions prior to their occurrence is critical for an efficient and timely response.

The declaration of need for severity must include involvement at the geographic area coordination center (GACC), Zone, and local levels and must identify additional support needs of the GACC, Zone and local levels.

Severity funding may be used to; temporarily increase or extend seasonal GS and permanent firefighting staff and resources; provide for extended use of aircraft or additional aircraft and resources; and increased fire prevention activities. Severity is not intended to provide a method to restore lost funding or to raise funding levels to those identified in the FPA and it will not be used to lapse regular fire preparedness funding. Severity funding is not intended to hire local emergency fire fighters (EFF's) for periods other than emergency situations.

Seasonal GS or permanent firefighter personnel should be used to increase severity staffing requirements. Agencies are allowed to hire EFF's for emergency needs but must release EFF immediately, when the emergency need no longer exists. A support action fire report must document the use of AD hire and/or the request for additional resources to meet the emergency situation.

II. Qualification of Need:

To adequately quantify the need for severity funding, at least one of the criteria listed below should demonstrate that abnormal conditions exist. Severity funds and project approval will be identified by a severity FireCode generated by BIA-NIFC. Requests for special projects must be evaluated and approved by the respective Regional Office and forwarded to BIA-NIFC for approval and execution. All costs associated with a severity request must include the severity FireCode when procuring and/or encoding to the Financial Business and Management System (FBMS).

a. Fire danger models or analysis software (FireFamily Plus) graphically contrasts the current seasonal trend for ERC and/or BI, with all-time worst and historical average ERC and/or BI, based on an analysis of year-round data.

b. Palmer Index or standardized precipitation indices that specify the departure from normal.

c. Fuel Loading Quantitative information comparing current to the average.

d. Current local fuel moisture compared to average trend and all-time worst provided by Normalized Differences Vegetative Index (NDVI) and/or Live Fuel Moisture Project reports. Note: Data from NDVI and Live Fuel Moisture Project may be a week old or older.

e. NWS 30-day weather outlook.

f. Weather station NFDRS number and name.

III. NARRATIVE STATEMENT

Provide a brief statement of the interagency situation (local and geographic). Each agency should request funds only for their respective needs, not for needs of another agency. Sharing resources when all parties have needs is desirable.

IV. REQUESTED RESOURCES

Requested resources should be identified by type, quantity and cost, using the severity cost estimation worksheet.

V. SIGNATURE PAGE:

REVIEWED BY: _____ DATE:_____
Regional Fire Management Officer

CONCURRED BY:_____ DATE:_____
Regional Director

APPROVED BY: _____ DATE:_____
Director, Branch of Fire Management

FIRECODE: _____

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APPENDIX 4-2
AUTOMATED INFORMATION SYSTEMS

Incident Qualification and Certification System (IQCS)

IQCS is the system of record for incident responder qualifications. It will be used to record, track, and maintain all employee records pertaining to training, fitness, medical standards, position task books, incident experience, qualifications, and incident qualification cards (red cards).

System access is user specific and requires a user identification and password. For questions concerning IQCS access please call (208) 387-5965.

Wildland Fire Management Information System (WFMI)

WFMI is the automated system for managing Fire Occurrence Reports (DI-1202) and information on lighting, weather observations and weather stations.

System access is user specific and will require a user identification and password. See the *WFMI User Guide* for more detailed information.

Weather Information Management System (WIMS)

WIMS is a comprehensive system that helps to manage weather information. WIMS replaced the Administrative Forest Fire Information Retrieval and Management System (AFFIRMS) as the host for the NFDRS. WIMS accesses the National Interagency Fire Management Integrated Database (NIFMID). NIFMID is a relational database that contains historic fire weather and historic fire record information. WIMS and NIFMID run on the IBM mainframe computer at the USDA Forest Service National Information Technology Center in Kansas City, and are available on a twenty-four hour basis.

WIMS allows you to retrieve weather information by providing:

- Timely access to many weather information sources;
- Efficient tools for managing data;
- Data manipulation and display functions; and
- Interactive communications environment.

System access is user specific and requires a user identification and password. A WIMS user guide is located on the web site at: **http://fam.nwcg.gov/fam-web/pocketcards/wims_ug_final/wims_ug.html**. For questions concerning WIMS access please call the Bureau's system administrator at (208) 387-5558 or the help desk at NIFC (208) 387-5290.

Remote Automated Weather Stations

There are nearly 2,200 interagency RAWS strategically located throughout the United States, mostly in the Western states. These stations monitor the weather. Weather data assists land management agencies with a variety of projects, monitoring air quality, rating fire danger, and providing information for research applications. More information on RAWS is located on the web site at: **http://raws.fam.nwcg.gov/**.

Most of the stations owned by the wildland fire agencies are placed in locations where they can monitor fire danger. RAWS units collect, store, and forward data to a computer system at the NIFC in Boise, Idaho via the Geostationary Operational Environmental Satellite (GOES). These data are automatically forwarded to several other computer systems including the WIMS and the Western Regional Climate Center in Reno, Nevada.

Fire managers use the data to predict fire behavior and monitor fuels; resource managers also use these data to monitor environmental conditions. Locations of RAWS stations can be searched online courtesy of the Western Regional Climate Center at the following web site: **http://www.wrcc.dri.edu**.

Fire Effects Information System

The Fire Effects Information System (FEIS) is a computerized encyclopedia of scientific information describing the fire ecology of more than 1,000 plant and animal species and plant communities. Access to FEIS is available through dial-up modem connection and/or the web site at: **http://www.fs.fed.us/database/feis/**.

Wildland Fire Assessment System

The broad area component of the Wildland Fire Assessment System (WFAS-MAPS) is generating National Maps of selected fire weather and fire danger components of NFDRS. NFDRS computations are based on once-daily, mid-afternoon observations (2 p.m. LST) from the Fire Weather Network which is comprised of some 1500 weather stations throughout the Conterminous United States and Alaska.

Observations are reported to WIMS where they are processed by NFDRS algorithms. Many of the stations are seasonal and do not report during the off season. WFAS queries WIMS each afternoon and generates maps from the day's weather observations. Each afternoon Fire Weather Forecasters from the National Weather Service also view these local observations and issue trend forecasts for fire weather forecast zones. WIMS processes these forecasts into next-day index forecasts. Additional information is located on the web site at: **http://www.fs.fed.us/land/wfas**.

Lightning Detection System

BIA-NIFC has an annual licensing contract with the BLM for a pre-determined amount of Lightning User Licenses. The User Licenses enables identified BIA Users access to the BLM Lightning Detection System. BIA User licenses are updated each time this annual contract becomes due.

Identified BIA/Tribal users can access the website at: **http://www.nifc.blm.gov**. A Username and Password are required to access the system. Questions concerning Username and Password should be addressed to the BIA contact at NIFC (208) 387-5558.

Near real time lightning data can be acquired once logged onto BLM Lightning. Users can generate custom maps for their specific needs based on the following:

TIME PERIOD (Users have 3 options):

Option 1: Users can specify the "Last X hour(s)

Option 2: Users can specify "Relative Time Period"

- Begin X day(s) ago with hour X
- End X day(s) ago with hour X

Option 3: Users can specify "Fixed Time Period"

- Begin (Month, Day, Year, Hour)
- End (Month, Day, Year, Hour)

POLARITY (Users have 3 options):

- Option 1: Both (Positive & Negative)
- Option 2: Positive Only
- Option 3: Negative Only

STORM TRACKING (User have 2 options):

- Option 1: On
- Option 2: Off

THEMES (viewing these themes requires user input by checking the box of each individual theme to turn ON or OFF):

- Major Roads
- Major Rivers and Lakes
- State Capitals
- Minor Roads (Oregon and Idaho)
- Counties
- States
- Indian Reservations
- National Parks
- National Forests

Resource Ordering and Status System (ROSS)

ROSS is a NWCG sponsored information systems development project. ROSS is a computer software program developed to automate the resource ordering, status, and reporting process. Established in 1997 and chartered by the NWCG in June 1998, the scope of the project focuses on automating current processes enabling dispatch offices to electronically exchange and track information near real-time. ROSS tracks all tactical, logistical, service and support resources mobilized by the incident dispatch community. The ROSS web site is: **http://ross.nwcg.gov/**

National Fire Plan Operating and Reporting System (NFPORS)

NFPORS is the interagency system developed to assist field, state, regional, and national personnel in managing and reporting accomplishments for work conducted under the National Fire Plan. The NFPORS web site is located at: **http://www.nfpors.gov/system/session.cfm?action=login**

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APPENDIX 4-3
BIA FireCode Activity Matrix

Description of Activity	Responsibility For Generating A FireCode			
Action	BIA Host Unit	Host Federal Agency	First Federal Agency to Respond	BIA-NIFC
A. Fires occurring on BIA Trust lands (BIA/Tribal unit is the host unit). (AF2001010.000000)	X			
B. Fires occurring on BIA Trust lands in which BIA/Tribal resources are sentfrom other BIA/Tribal units in support of the incident (BIA/Tribal unit is the host unit). (AF2001010.000000)	X			
C. Fires occurring on other Federal lands in which the BIA/Tribe responds in an interagency effort or support action(another Federal agency is the host unit). (AF2001010.000000)		X		
D. Fires occurring on State lands in which the BIA/Tribe responds in an interagency effort or support action (State agency is the host unit). (AF2001010.000000)			X	
E. Actions where additional local resources are employed under operations to supplement readiness capability as a direct result of short duration high fire danger on BIA Trust lands (support action vs. long term severity) (1-FireCode per season per Agency/Tribe, notify Regional Office).(AF2001010.000000)	X			
F. FireCode will be used by all BIA units to charge obligations related to EFF training (1 FireCode per Region for the season). (AF2001010.000000)				X
G. FireCode will be used by BIA to identify all cost related to approved wildfire severity actions. (AF2105050.000000)				X
H. FireCode will be used by BIA units to identify all costs related to approved BAER actions. (AF3202B00.000000).				X
I. FireCode will be used by all BIA units to identify all costs related to approved rehabilitation actions. (AF3202B00.000000)				X

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Chapter – 5
Wildfire Prevention

Introduction

The implementation of Wildfire Prevention programs saves lives, reduces suppression costs, property loss and the disruption of daily life in Indian Country. There are numerous prevention strategies and actions available to Tribes and Agencies that can be used to effectively reduce unwanted person caused fires. Wildland fire ignitions, damage to natural resources by unwanted wildfires, and the threat to firefighter and public safety can be reduced by using these strategies, and integrating prevention actions into existing preparedness programs.

Person caused wildfire is the highest ignition source of wildland fires in Indian Country. When coupled with the extensive nature of wildfire regimes that have been altered from historic levels, person caused fires pose a greater threat to life, property, and our natural and cultural resources than do natural ignitions.

Wildfire Prevention Program Guidance

The Bureau released a revised *Wildland Fire Prevention Handbook* in 2012 (WFPH). This handbook, designated as *Indian Affairs Manual* (IAM), Part 90, Chapter 1.4 C, 6 (H), provides detailed policy and guidance for all aspects of the wildland fire prevention program. The information presented in this chapter is operational policy and guidance and is not intended to replace the WFPH. The Regional Wildland Urban Interface (WUI)/Prevention Specialists or the BIA-NIFC, Deputy Fire Use Specialist should be consulted for guidance outside the scope of this chapter or the WFPH. The WFPH can be found on the Internet at:

http://www.bia.gov/cs/groups/xraca/documents/text/idc008622.pdf

Additional tools and guides are available at:

http://www.bia.gov/nifc/prevention/NatlPreventHandbook/index.htm

Current Program

The BIA Wildfire Prevention program has six (6) WUI/Wildfire Prevention Specialist positions placed strategically throughout the nation to serve all of Indian Country. The employees, regions they serve, and phone numbers are identified in **Appendix 5-1**.

Prevention Planning

Wildfire Prevention Plans (WFPP) are required to secure long-term prevention program funds. Chapter 2 of WFPH describes the requirements and process for developing a WFPP. Chapter 3 contains policy and guidance on funding for prevention. Refer to the WFPH or communicate directly with the WUI/Prevention Specialist assigned to the region for further prevention planning assistance.

Funding Opportunities for Prevention Activities

Wildland Fire Management (WFM) Accounts

Tribes and Agencies may use preparedness, emergency operations, and/or hazardous fuels funds to support prevention efforts.

The following programs may be used independently or together to meet prevention program needs:

WFPP Implementation:

An approved WFPP is required to be eligible for prevention program funds. Funding to implement a prevention plan must be requested annually. A Tribe or Agency must demonstrate a commitment to the implementation of the WFPP to be considered for recurring program funds for the life of the plan. The WFPP may require periodic updates to assess and mitigate new prevention issues and to support continued program funding.

- For a position to be eligible for full funding from the wildland fire prevention program funds, 80% or more of the duties must be directly related to prevention activities. This includes wildland fire investigation.

- Annual Accomplishment Reports (see WFPH Resource CD) will be provided by prevention staff at BIA/tribal programs. Third party activity/event documentation will be provided upon request.

- Prevention personnel are funded from preparedness and therefore do not accrue a savings in program dollars when assigned to fire suppression for their “base-eight”.

- Severity:

  Long Term Severity: The identification of prevention actions is essential during the development of a severity request. Severity requests are routinely done in regions experiencing, or predicted to experience, drought and severe fire danger. In those conditions, prevention activities are a legitimate use of severity funds and should be included as part of a systematic response along with increased suppression resources. Severity funds may be used to fund prevention/investigation teams, augment patrols, develop and implement local prevention campaigns (e.g. community risk assessment and mitigation plans, community outreach and education, prevention materials and Firewise). These are not reoccurring funds. An electronic copy of the Severity Cost Estimation Worksheet is provided on the Prevention Resources Disk.

  Short Term Severity: Short term severity may be used to fund prevention personnel conducting activities during non-base 8 hours, if those activities are related to the short term event with increased risks and high fire danger. The duration of the event should typically be less than a week. The AD Pay Plan allows for hiring Prevention Team Leaders (PETL) and Prevention Team Members (PETM). **NO provision currently exists for using the AD Pay Plan to hire someone to wear the Smokey Bear Costume.**

  For further guidance on short term severity, consult the BIA Blue Book, Chapter 4.

- Supplemental Funding:

  The purpose of Prevention Supplemental funding is to provide a mechanism to request funding for special projects or needs that exceed an Agency/Tribe regular budgeted prevention funding. Supplemental funds may also be provided to agencies or tribes that do not meet the 1:1 cost benefit ratio for funded positions, but that still have needs to conduct prevention activities.

  - Supplemental funds are non-recurring and are based on availability.

  - The Regional Office will be informed by the WUI/Prevention Specialist when supplemental funding is available. Regionally prioritized requests must be submitted by the assigned WUI/Prevention Specialist to BIA-NIFC by May 1 to be considered for funding in the following fiscal year.

  - Supplemental accounts may be created and funded at the Agency/Tribal, Regional and/or National level.

  - Supplemental funding associated with these accounts has very specific and limited use. Deviations of up to $1,000 from the approved proposals require the written approval from the assigned WUI/Prevention Specialist. Larger deviations from the original request require the approval of the Deputy Fire Use and Fuels.

  - Proposals for supplemental funding must be submitted on the Supplemental Request form to the Regional Office. The Prevention Supplemental Request Form can be obtained from the assigned WUI/Prevention Specialist.

  Appropriate uses:

  - Travel for training specific to wildfire prevention, education, mitigation and investigation for those positions currently not receiving prevention funding. This is limited to current BIA and/or Tribal employees;

  - Prevention Team activities during non-emergency periods and when all other funding sources are unavailable. Support from supplemental funding for prevention teams will be limited by the availability of funding;

- Prevention/investigation specific training materials which benefits multiple tribes and agencies for those programs not receiving prevention funding;
- Purchase of support items such as fire investigation kits, prevention and educational materials, for those programs currently not receiving prevention funding;
- The development and printing of educational materials such as brochures, flyers and banners to be used for special events where large numbers of visitors are expected;
- Additional Fire Danger Rating Signs;
- Initial non-recurring one time expenditures for “Startup” items; and
- Equipment that supports the implementation of the program.

Prohibited Uses:

- Base pay of preparedness funded positions, this includes prevention programs;
- Indirect Costs;
- Suppression Equipment (unless justified and approved in a specific proposal with a demonstrated wildfire prevention benefit);
- Medical Claims;
- Travel for regular government employees attending a non-prevention, education, mitigation, or fire investigation training;
- Any item and or service which is identified in the approved and funded prevention program; and
- Prevention promotional and/or educational materials (e.g. coffee mugs, Smokey Bear materials, key rings etc.) at locations currently receiving prevention program funding.

Contact the assigned WUI/Prevention Specialist for additional information on how to request this funding and its funding limitations.

- Community Assistance Funds:

  Some mitigation activities may also be funded through the Community Assistance activity area of the Hazardous Fuels WUI Program. Requests must be entered in the Community Assistance portal of the NFPORS annually by May 1 of each year. Development of Community Wildfire Protections Plan (CWPP) or equivalent plans (WFPP), risk assessments, mitigation plans, outreach campaigns and FIREWISE workshops are examples of activities appropriate for this funding source. All Community Assistance project proposals must be coordinated through the assigned WUI/Prevention Specialist and Regional Fuels Specialist.

  Agencies/tribes receiving Community Assistance funding will be required to provide:

  - Annual project summary reports;
  - Supporting financial documents (receipts for items purchased); and
  - Photos of finished projects.

- Fire Codes

  Fire Codes (apart from Severity) may be used to fund prevention activities and materials on a limited basis. They may be used to fund fire investigations (including travel, supplies and support directly related to the investigation). They may also be used to fund wildfire prevention/education teams in specific circumstances where increased fire prevention activity is essential to reduce further occurrence or increased competition for suppression resources.

- AD Hiring Authority

  The DOI AD Pay Plan for Emergency Workers is a hiring authority, **NOT** a funding program.

  No position currently exists in the AD Pay Plan to hire a worker to wear the Smokey Bear Costume. The current AD Pay Plan for Emergency Workers only provides authority to utilize the Prevention Team Leader (PETL) and Prevention Team Member (PETM) positions.

Please refer to the most current version of the DOI AD Pay Plan for additional guidance

Prevention Program Monitoring and Review

Monitoring and review is the responsibility of the all levels of the organization. WFPP's should be revised as often as necessary to make program adjustments and apply new prevention strategies that address current prevention issues. Documentation of prevention activities and results is not only necessary, but vital to demonstrate program success. Annual prevention program readiness reviews are to be conducted as part of the readiness reviews at each location. Prevention program reviews may be conducted along with other program reviews or alone. Program reviews are conducted at least every five years, and more often if necessary. Prevention program reviews are conducted by the assigned WUI/Prevention Specialist to insure funding intent is met and policy is being followed. The *BIA National Wildfire Prevention Handbook* 2012 provides guidance, direction and review templates to accomplish these tasks. Also, see Chapter 4, Section C for additional information.

Wildland Fire Investigation

Policy

The BIA has approved the *Wildland Fire Investigation Handbook* as of September 28, 2012. This handbook [90 IAM 1.4C(10)] is now the BIA policy reference for wildland fire investigation. Refer to it for subjects not covered in this digest. The *BIA Wildland Fire Investigation Handbook* can be found on the Internet at: **http://www.bia.gov/cs/groups/xnifc/documents/text/idc-022600.pdf**.

The BIA policy is to determine the origin and cause of all wildfires occurring on lands held in trust or restricted status for Indian Tribes (90 IAM 1.4C (10), Chapter 5). It is imperative that the wildland fire office work hand-in-hand with the Office of Justice Services (OJS) on all suspicious wildfire cause determinations.

- An MOU has been signed which defines the roles and responsibilities of OJS and BIA Branch of Wildfire Management at the national level regarding wildland fire investigations. This document also assigns a Special Agent to BIA NIFC to coordinate the case management of those wildfire crimes. The most recent version of this MOU can be obtained from the regional WUI/Prevention Specialist.

- The Special Agent is available to assist the regions and field level units with wildfire crime case development and management. The local unit must have completed a Wildfire Investigation Report and at least one of the following criteria must be met before the Special Agent will respond:
    - A determination of criminal activity, CFR violations, federal misdemeanor, and other crimes associated with the fire;
    - Suspects identified;
    - Witnesses identified but unable to contact;
    - Damage to natural resources or structures;
    - Evidence identified and/or recovered which indicates criminal activity;
    - Serious injury/accident or fatality occurred on fire;
    - Multiple ignition points – evidence of serial arson;
    - Arson Task Force is formed for serial arson;
    - The Special Agent can be reached at: 208-387-5238.

National Fire Investigation Teams

A Tribe, Agency or Region may request, a wildland fire investigation team (INVF Team) to assist if local resources are unavailable and additional investigative resources are needed. The appropriate line officer should be briefed on the mobilization and expected accomplishments of the team. A formal written delegation-of-authority should be secured prior to arrival of the team. For information on how to request or participate on a BIA Arson Investigation Team, contact the assigned WUI/Prevention Specialist.

Youth Fire Intervention Program

If fires started by children and juveniles are an identified cause, tribes are encouraged to initiate a Youth Fire Intervention Program. The Bureau has a Youth Fire Intervention Specialist on contract to assist in the development of an effective tribal youth fire intervention program. For more information on the Indian Country Youth Fire Intervention Program refer to the Program web page at:

http://www.bia.gov/nifc/prevention/yfip/index.htm

To contact the Youth Fire Intervention Specialist, contact the assigned WUI/ Prevention Specialist.

National WeTip Program

WeTip is a national anonymous tip hotline dealing with sensitive crimes including wildland fire. BIA-NIFC maintains an annual agreement to provide an anonymous tip hotline for Indian Country regarding Arson. The tip hotline number is 1-800-472-7766 (1-800-47-ARSON). For more information regarding the WeTip program contact the assigned WUI/Prevention Specialist.

APPENDIX 5-1
BIA Wildland Fire Prevention Specialist Assignments

Eastern Oklahoma and Southern Plains: Pat McDowell, (405) 609-8872

Navajo, and Southwest: Kenneth Jaramillo, (505) 563-3375

Rocky Mountain and Great Plains: Jeffrey Moyer, (406) 247-7906

Alaska and Northwest: Len Diaz, (503) 231-6806

Midwest and Eastern: Jeremy Bennett, (715) 526-7075

Pacific and Western: Jim Nanamkin, (916) 978-6148

Chapter – 6
Fire Fighting Equipment

Introduction

BIA wildland fire program equipment resources include engines, dozers, water tenders, and other motorized equipment for fire operations.

BIA policy will comply with established standards for training, equipment, communications, organization, and operating procedures required to effectively perform arduous duties in multi-agency environments and various geographic areas.

Approved foam concentrate may be used to improve the efficiency of water, except near waterways where accidental spillage or over spray of the chemical could be harmful to the aquatic ecosystem, or other identified resource concerns.

National Model 52 Wildland Engine Program

The Model 52 Wildland Engine program was created by the BIA in 1996. The objective of the program is to provide a centralized process for replacement parts refurbishing, training and fabrication of Model 52 pumping systems. Detailed information on the program can be found in the *BIA National Model 52 Wildland Engine Program Operations Guide*.

Mission/Policy

- Provide a standardized Model 52 engine for the participating Agency or Tribal organization;
- Provide an opportunity to supply trucks for Model 52 pumping systems;
- Provide refurbishment and repair services for FMPA approved number of engines;
- Provide training in the use and maintenance of the Model 52 pumping systems;
- Evaluate new equipment and Model 52 improvements to meet the wildland fire program needs; and
- Provide emergency repair or replacement for Model 52 pumping systems.

Model 52 Replacement Guidelines

BIA Model 52 replacement schedule (funding pending) is set as follows:

Model 52 Type 6	8 Years	100,000 Miles
Model 52 Type 4	12 Years	100,000 Miles

Organization

The program is organized into three geographical areas:

- Northwest Center (Missoula, MT) services the Northwest, Rocky Mountain and north half of the Pacific Region.
- Northern Center (Eagle Butte, SD) services the Great Plains and Midwest Regions.
- Southwest Center (Dulce, NM) services the Southwest, Western, Navajo, Eastern Oklahoma, and Southern Plains, Eastern and south half of the Pacific Region.

Administration

The program is administered through the Operations Group at the National Interagency Fire Center, Boise, Idaho.

A Model 52 Oversight Group has been established to plan, develop and budget for the annual operations of the program. The Group is comprised of the Model 52 Program Leads at each center and the Deputy, Fire Operations.

Trucks and fabrication orders for the Model 52 are procured nationally through the BIA-NIFC.

Emergency Repairs

Emergency fire related repairs to a BIA Model 52 pumping package will be requested through the assigned user area Model 52 Center. The request will be reviewed and approved by the Center Manager before a Service Truck is dispatched or replacement parts are sent to the requesting agency.

Non-Emergency/Non-Suppression Repairs

Non-Emergency Repairs shall be charged to the identified agency account. The account will be approved by an agency official (example; FMO, Forest Manager, Superintendent) before requested action is taken.

Authorization of account will be sent by email or signed fax identifying account and name and title of authorizing official. Initial request for all non-emergency repairs will be requested through the assigned user area Model 52 Center. The request will be reviewed and approved by the Center Manager before a Service Truck is dispatched or replacement part is mailed to the requesting agency

All Emergency and Non-Emergency repair expenditures shall be charged to an appropriate account.

Operational Procedures

All engines will be equipped, operated, and maintained within guidelines established by the DOT. All personnel assigned to agency fire engines will meet all gear weight, cube, and manifest requirements specified in the *National Mobilization Guide* (NFES 2902).

All employees driving Wildland Engines are responsible for the proper care, operation, maintenance and protection of the vehicle. The use of government owned, rented, or leased motor vehicles is for official business only. Unauthorized use is prohibited.

Engine Crew Staffing

Type 4, 5, 6 and 7 engines will have a minimum crew of two - an engine boss (ENGB) and a firefighter Type II (FFT2).

Task force engines will have an ENGB and the appropriate number of FFT2's as required by engine type. For more information refer to *NWCG Fireline Handbook*, *410-1.*

Components	Wildland Engines				
	3	4	5	6	7
Tank Minimum Capacity (gal)	500	750	400	150	50
Pump (GPM) Minimum Flow	150	50	50	50	10
@ Rated Pressure (psi)	250	100	100	100	100
Hose 2 ½”	-	-	-	-	-
1 ½”	1000	300	300	300	-
1”	500	300	300	300	200
Master Stream 500 gpm Min.	-	-	-	-	-
Pump and Roll	Yes	Yes	Yes	Yes	Yes
Maximum GVWR (lbs)	-	-	26,000	19,500	14,000
Personnel (NWCG min.)	3	2	2	2	2

Driving Standards

Refer to Chapter 8, Motor Vehicle Policy.

Commercial Driver’s License (CDL)

BIA and DOI policy requires all personnel who operate a vehicle with a Gross Vehicle Weight (GVW) over 26,000 pounds to have a valid CDL.

Casuals Hired as Drivers When Employed by BIA

Refer to Chapter 9, Business Management and Administration.

Standards for Wildland Engines

Engine Water Reserve

Engine Operators will maintain at least 10 percent of the pumpable capacity of the water tank for emergency engine protection and drafting.

Chocks

At least one set of wheel chocks will be carried on each engine and will be properly utilized whenever the engine is parked or left unattended. This includes engine operation in a stationary mode without a driver “in place.”

Fire Extinguisher

All engines will have at least one 5 lb. ABC rated (minimum) fire extinguisher, either in full view or in a clearly marked compartment.

Non-Skid Surfaces

All surfaces will comply with National Fire Protection Association (NFPA) 1906 Standard for Wildland Fire Apparatus requirements.

First Aid Kit

Each engine shall carry, in a clearly marked compartment, a fully equipped 10-person first aid kit.

Gross Vehicle Weight (GVW)

Each engine will have an annually certified weight slip in the vehicle at all times. Weight slip will show individual axle weights and total GVW. Operators of engines and water tenders must ensure that the maximum certified gross vehicle and axle weight ratings are never exceeded, including gear, personnel and fuel.

NFPA 1906 standard, Carrying Capacity, section 5.1.2 (4) recommends fire apparatus have an estimated in service weight of 250 lbs for each seating position, and 70 lbs of personal gear for each sitting position, section 5.1.2(5).

Miscellaneous equipment allowance, section 5.1.2(8), has incorporated the following weight limits as the standard for equipment on fire apparatus with the corresponding vehicle weights:

Chassis GVRW	Equipment Weight
10,001 – 15,000	500
15,001 – 20,000	1,000
20,001 – 26,000	1,500
Greater than 26,000	2,000

Speed Limits

Posted speed limits will not be exceeded.

Lighting

Headlights and taillights shall remain illuminated at all times while the vehicle is in motion. Lighting packages will meet NFPA 1906, Standard for Wildland Fire Apparatus 2006 Edition, section 6.8.12, Color of Warning Lights, and Zone Colors as listed in section 6.8.12.1. A red, white, and yellow combination is the accepted color scheme for fire. Lighting packages containing blue lights are reserved for law enforcement and are not allowed on fire vehicles.

It is recommended all engines currently in service with lighting packages meet NFPA standards. All new vehicles with lighting packages will be required to meet the NFPA standard. Fire Management personnel may retrofit lighting packages to meet the standard.

Emergency Light Use

Emergency lighting will be used only during on site wildland fire operations or to mitigate serious safety hazards. Overhead lighting and other emergency lighting must meet State code requirements, and will be illuminated whenever the visibility is reduced to less than 300 feet.

Fuel Use, Storage and Transportation

Guidance and direction for the use, storage, and transportation of fuel can be found in the *Interagency Transportation Guide for Gasoline, Mixed Gas, Drip Torch Fuel, and Diesel, PMS-442*, h**ttp://www.nwcg.gov/pms/pubs/442/pms442.pdf**

Fire Engine Maintenance Procedure and Record

Apparatus safety and operational inspections will be accomplished either on a post-fire or daily basis. Offices are required to document these inspections. Periodic maintenance (as required by the manufacturer) shall be performed at the intervals recommended and properly documented.

Vehicle Repairs Maintenance

The cost of all vehicle repairs and maintenance is the responsibility of the individual Agency unless the damage is directly attributable to operations on a wildfire. In that case, with written documentation, approval from the host Agency (BIA, FS, BLM, NPS, and FWS), and the damages may be paid for under the wildland fire's suppression account.

Engine Inventory

An inventory of supplies and equipment carried on each vehicle is required to maintain accountability and to obtain replacement items lost or damaged on incidents. The standard inventory for engines is found in **Appendix 6-1**.

Water Tenders

Water Tender Typing

Water tender typing and respective standards have been established by NWCG.

Requirements	Water Tender Type				
	Support			Tactical	
	S1	S2	S3	T1	T2
Tank Capacity (gal)	4000	2500	1000	2000	1000
Pump Minimum Flow (gpm)	300	200	200	250	250
@Rated Pressure (psi)	50	50	50	150	150
Max. Refill Time (mins)	30	20	15	-	-
Pump and Roll	-	-	-	Yes	Yes
Personnel (min)	1	1	1	2	2

Water Tender Staffing Standards

Water Tender (Non-Tactical)

Qualifications: CDL (tank endorsement).

Staffing: A water tender (non-tactical) may be staffed with a crew of one driver/operator when it is used in a support role as a fire engine refill unit or for dust abatement. These operators do not have to pass the Work Capacity Test (WCT) but are required to take annual refresher training.

Water Tender (Tactical)

Tactical use is defined as "direct fire suppression missions such as pumping hoselays, live reel use, running attack, and use of spray bars and monitors to suppress fires."

- **Qualifications**: Engine Operator (ENOP), CDL (tank endorsement)
- **Staffing**: Tactical water tenders will carry a minimum crew of two:
- One ENOP
- One Engine Module Member

Dozer/Tractor Plows

Dozer/Tractor Plow Training and Qualifications

Agency personnel assigned as dozer/tractor plow operators will meet the training standards for a Firefighter 2 (FFT2). This includes all safety and annual refresher training. While on fire assignments, all operators and support crew will meet Personal Protective Equipment (PPE) requirements including the use of aramid fiber clothing, hard hats, fire shelters, boots, etc.

Dozer/Tractor Plow Physical Fitness Standards

All employee dozer/tractor plow operators will meet the WCT requirements at the Moderate level before accepting fire assignments.

Dozer/Tractor Plow Operational Procedures

Agency owned and operated dozer/tractor plows will be equipped with programmable two-way radios, configured to allow the operator to monitor radio traffic.

Agency dozer/tractor plows with non-red carded operators and all contract dozer/tractor plows will have agency supplied supervision when assigned to any suppression operations.

Contract or offer-for-hire dozers must also be provided with radio communications, either through a qualified dozer/tractor plow boss or an agency-supplied radio. Contract dozer/tractor plows will meet the specifications identified in their agreement/contract.

Operators of dozer/tractor plows and transport equipment will meet DOT certifications and requirements regarding the use and movement of heavy equipment, including driving limitations, CDL requirements, and pilot car use.

All Terrain Vehicles (ATV)/ Utility Terrain Vehicles (UTV)

The operation of ATV/UTVs can be high risk. The use of ATV/UTV's should be evaluated to ensure that use is essential to accomplish the mission, rather than for convenience.

Because of the high risk nature, each agency needs to develop a specific operational and safety policy. Common policy requirements for wildland fire operations are highlighted below:

- A Risk Assessment (RA) must be completed by Fire/Fuels Management personnel and approved by the Agency Administrator prior to ATV/UTV operations.

- All personnel authorized to operate an ATV/UTV must first complete agency specific or manufacturer/industry-provided training in safe operating procedures and appropriate PPE.

- Re-evaluation/Re-certification - Operators shall be re-evaluated every three years. Infrequent users (less than 16 hours of riding a year) shall have a check ride prior to scheduled use of an ATV/UTV. Documentation of certification/re-certification will be documented in IQCS, and printed on Red Card for wildland fire operations.

- Specific authorization for ATV/UTV use is required -- all ATV/UTV operators must hold a valid Motor Vehicle Operator's Identification Card, and ATV/UTV certification must be documented on card.

- ATV's can only have a single rider – passengers are prohibited even if ATV is designed for two riders.

- UTV's passengers are limited to the number of seats installed by manufacturer. The operator and passenger(s) must use seatbelts while the vehicle is in motion.

- Operators must use required PPE while loading/unloading ATV/UTV.

- Cargo loads shall be loaded and secured as to not affect the vehicle's center of gravity and shall not exceed manufacturer's recommendations for maximum carrying capacity.

- When transporting external fuel containers with a UTV, a 5 lb class BC fire extinguisher must be secured to the UTV.

Required PPE

ATV Head Protection for Wildland Fire Operations:

- ATV Helmets must meet Snell SA2005 or SA2010 certification or DOT certification.

- A ¾ face model meeting Snell SA2005 or SA2010 certification is acceptable for use.

- Use of half "shorty" helmets requires a RA for fireline use and must include justification for its use. Refer to MTDC Tech Tip publication, A Helmet for ATV Operators with Fireline Duties (0651-2350-MTDC).

UTV Head Protection – Helmets must meet DOT, ANSI Z90.1; or Snell SA2005 or SA2010 unless:

- UTV is used for low speeds (< 5 mph) and smooth travel surfaces, administrative use (e.g., campgrounds, incident base camps) UTV operators are not required to wear hardhats or helmets.

- UTV is equipped with approved Rollover Protection System (ROPS).

- A comprehensive and properly prepared RA of the specific conditions demonstrates no more than a minimal risk, then a hard hat meeting NFPA 1977 or ANSI Z 89.1 standards may be worn with chin straps secured in place under chin.

Eye protection (goggles, face shield, or safety glasses) based upon RA.

Eye protection is not required for a UTV equipped with an original manufacturer windshield that protects the face from branches, flying debris, etc., unless otherwise required by an associated industrial use activity or RA.

If operating ATV/UTV on the fireline, the following are required:

- Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use.
- Yellow aramid shirt
- Aramid trousers
- Wildland fire boots
- Appropriate head protection as described above
- ATV/UTV operator shall carry a personal communication device (e.g. two-way radio, cellular phone, or satellite phone).

Aerial Ignition Devices

Information on types of aerial ignition devices, operational guidelines and personnel qualifications may be found in the *Interagency Aerial Ignition Guide*, **http://www.blm.gov/nifc/st/en/prog/fire/Aviation/Airops/iaig.html**

Ground Ignition Devices

Guidance and direction for use of approved ground ignition equipment and the transportation and dispensing of drip torch fuel can be found in the *Interagency Transportation Guide for Gasoline, Mixed Gas, Drip Torch Fuel, and Diesel* at: **http://www.nwcg.gov/pms/pubs/442/pms442.pdf.**

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APPENDIX 6-1
Engine Equipment Inventory

Category	Item Description	NFES #	Type	
			3,4&5	6
Fire Tools & Equipment	McLeod	0296	1	1
	Combination Tool	0346	1	1
	Shovel	0171	3	2
	Pulaski	0146	3	2
	Backpack Pump	1149	3	2
	Fusees (case)	0105	1	½
	Foam, concentrate, Class A (5-gallon)	1145	1	1
	Chain Saw (and Chaps)		1	1
	Chain saw Tool Kit	0342	1	1
	Drip Torch	0241	2	1
	Portable Pump		*	*
Medical	First Aid Kit, 10-Person	0068	1	1
	Burn Kit		1	1
	Body Fluid Barrier Kit	0640	1	1

Category	Item Description	NFES #	Type	
			3,4&5	6
General Supplies	Flashlight, general service	0069	1	1
	Chock blocks		1	1
	Tow Chain or Cable	1856	1	1
	Jack, hydraulic (comply w/ GVW)		1	1
	Lug Wrench		1	1
	Pliers, fence		1	1
	Food (48 hour supply)	1842	1	1
	Rags	3309	*	*
	Rope/Cord (feet)		50	50
	Sheeting, plastic, 10’ x 20’	1287	1	1
	Tape, Duct	0071	1	1
	Tape, filament (roll)	0222	2	2
	Water (gallon/person) minimum		2	2
	Bolt Cutters		1	1
	Toilet Paper (roll)	0142	*	*
	Cooler or Ice Chest	0557	*	*
	Hand Primer, Mark III	0145	*	*
	Hose Clamp	0046	2	2
	Gaskets (set)		1	1
	Pail, collapsible	0141	1	1
	Hose Reel Crank		*	*

Category	Item Description	NFES #	Type	
			3,4&5	6
Safety	Fire Extinguisher	2143	1	1
	Flagging, lime green (roll)	0258	*	*
	Flagging, yellow w/black stripes (roll)	0267	*	*
	Fuel Safety Can (OSHA, metal 5 gallon)	1291	*	*
	Reflector Set		*	*
Vehicle & Pump Support	General Tool Kit (5180-00-177-7033/GSA)		1	1
	Oil, automotive, quart		4	2
	Oil, penetrating can		1	1
	Oil, automatic transmission, quart		1	1
	Brake Fluid, pint		1	1
	Filter, gas		1	1
	Fan belts		1	1
	Spark plugs		1	1
	Hose, air compressor w/ adapters		1	0
	Fuses (set)		1	1
	Tire Pressure Gauge		1	1
	Jumper Cables		1	1
	Battery Terminal Cleaner		*	*
	Tape, electrical, plastic	0619	1	1
	Tape, Teflon		1	1
Radio	Portable		1	1
	Mobile		1	1
	Batteries (for portable radio)		2	2

Category	Item Description	NFES #	Type	
			3,4&5	6
Personal Gear (Extra Supply)	File, mill bastard	0060	*	*
	Head Lamp	0713	1	1
	Hard Hat	0109	1	1
	Goggles	1024	2	2
	Gloves		*	*
	First Aid Kit, individual	0067	1	1
	Fire Shirt		*	*
	Fire Shelter w/case & liner	0169	2	1
	Packsack	0744	2	1
	Batteries, headlamp (pkg)	0030	6	4
	Ear Plugs (pair)	1027	3	3
	Dust Mask	0131	6	4
Hose	Booster (feet/reel)	1220	100	100
	Suction (length, 8' or 10')		2	2
	1" NPSH (feet)	0966	300	300
	1½ " NH (feet)	0967	300	300
	3/4 " NH, garden (feet)	1016	300	300
	1½ " NH, engine protection (feet)		20	20
	1½ " NH, refill (feet)		15	15

Category	Item Description	NFES #	Type	
			3,4&5	6
Nozzle	Forester, 1” NPSH	0024	3	2
	Adjustable, 1” NPSH	0138	4	2
	Adjustable, 1½ “ NH	0137	5	3
	Adjustable, 3/4” NH	0136	4	2
	Foam, 3/4” NH	0627	1	1
	Foam, 1½ “ NH	0628	1	1
	Mopup Wand	0720	2	1
	Tip, Mopup Wand	0735	4	2
	Tip, forester nozzle, fog	0903	*	*
	Tip, forester nozzle, straight stream	0638	*	*
Wye	1” NPSH, Two-Way Gated	0259	2	1
	1½ “ NH. Two-Way Gated	0231	4	2
	3/4” NH w/Ball Valve, Gated	0739	6	4
Adapters	1” NPSH-F to 1” NH-M	0003	1*	1*
	1” NH-F to 1” NPSH-M	0004	1	1
	1½ “ NPSH-F to 1½ “ NH-M	0007	1	1
	1½ “ NH-F to NH-F to 1 ½ “ NPSH-M	0006	*	*
Increasers	3/4” NH-F to 1” NPSH-M	2235	1	1
	1” NPSH-F to 1½ “ NH-M	0416	2	1
Coupling	1” NPSH, Double Female	0710	1	1
	1” NPSH, Double Male	0916	1	1
	1½” NH, Double Female	0857	2	2
	1½” NH, Double Male	0856	1	1
Reducer/ Adapters	1” NPSH-F to 3/4” NH-M	0733	3	3
	1½” NH-F to 1” NPSH-M	0010	6	4
	2” NPSH-F to 1½” NH-M	0417	1	1
	2½” NPSH-F to 1½” NH-M	2229	*	*

Category	Item Description	NFES #	Type	
			3,4&5	6
Reducer	1½” NH-F to 1” NH-M	0009	1	1
	2.5” NH-F to 1½” NH-M	2230	1	1
Tee	1” NPSH-F x 1” NPSH-M x 1” NPSH-M w/cap	2240	2	2
	1½” NH-F x 1½” NH-M x 1” NPSH-M w/cap	0731	2	2
	1½” NH-F x 1½” NH-M x 1” NPSH-M w/valve	0230	2	2
Valve	1½” NH-F, Automatic Check and Bleeder	0228	1	1
	3/4” NH, Shut Off	0738	5	5
	1” Shut Off	1201	1	1
	1½” Shut Off	1207	1	1
	Foot w/strainer		1	1
Ejector	1” NPSH x 1½” NH x 1½” NH, Jet Refill	7429	*	*
Wrench	Hydrant, adjustable, 8”	0688	1	1
	Spanner, 5”, 1” to 1½” hose size	0234	4	1
	Spanner, 11”, 1½” to 2½” hose size	0235	2	2
	Pipe, 14”	0934	1	1
	Pipe, 20”		1	1

Category	Item Description	NFES #	Type	
			3,4&5	6
Engine	Fireline Handbook	0065	1	1
	Belt Weather Kit	1050	1	1
	Binoculars		1	1
	Map Case w/map		1	1
	Inventory List		1	1
	Standards for Fire and Aviation Operations		1	1

* No minimums - carried by engine as an option, within weight limitations.

Chapter – 7
Aviation Operations

Purpose and Scope

Aviation resources are one of a number of tools available to accomplish fire related land management objectives. Aviation use must be prioritized based on management objectives and probability of success. The effect of aviation resources on a fire is directly proportional to the speed at which the resource(s) can initially engage the fire, the effective capacity of the aircraft, and the deployment of ground resources.

These factors are magnified by flexibility in prioritization, mobility, positioning, and utilization of the versatility of many types of aircraft. Risk management is a necessary requirement for the use of any aviation resource. The risk management process must include risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

Organizational Responsibilities

National Office

Office of Aviation Services (OAS)

The OAS is responsible for the coordination of aviation policy development and maintenance management within the agencies of the DOI. OAS has no operational responsibility. OAS provides aviation safety program oversight, accident investigation, and inspection/approval of aircraft and pilots for DOI agencies.

National Aviation Program

The BIA, Wildland Fire and Aviation Management program develops Bureau policy, procedures, and standards, and maintains functional oversight and interagency coordination for all aviation activities. The BIA-NIFC office has established two Inter-Regional Aviation Management Offices to provide technical aviation expertise support for Regional, Agency, and field offices. Each of these offices supports Bureau Regions across geographic boundaries. Each of the Inter-Regional offices is staffed by an IRAM and an AOS, both of which are available to provide support for any Region.

The primary goals of each of these positions are to promote aviation safety and cost-effectiveness. The BIA-NIFC NAO supports Bureau aviation activities and missions, including fire suppression, through strategic program guidance, managing aviation programs of national scope, coordination with OAS, and interagency partners. National Office of Fire and Aviation Management (OF&A) has the responsibility and authority, after consultation with Regional FMO's, for funding and acquisition of all fire aircraft, prioritizing the allocation of BIA aircraft on a Bureau wide basis, and approving Regional Office requests to acquire supplemental aircraft resources.

Refer to Indian Affairs Manual; Part 57 for further information on bureau aviation policy and procedures. (Refer to 112 DM 12 for a list of responsibilities.)

Regional Office Level

Regional FMO's are responsible for providing oversight for aircraft hosted in their region. Regional FMO's have the authority and responsibility to approve, with National Office concurrence, acquisition of supplemental aircraft resources within their region. Regional FMO's have the authority to prioritize the allocation, pre-positioning and movement of all aircraft assigned to the BIA within their region. Regional Offices will coordinate with the National Office on movement of their aircraft outside of their region.

Regional Aviation Managers (RAM) are associated with every BIA Region. They implement aviation program objectives and directives to support the BIA mission and each Region's goals. Some Regions may have additional support staff assigned to support aircraft operations and to provide technical expertise. A Regional Aviation Management Plan is required to outline goals of the Region's aviation program and to identify policy and procedures specific to that Region.

Important Note: A Region is not generally authorized to supplement this policy with more restrictive policy or procedures than the national policy, unless the policy or procedure is approved by the National Aviation Office.

Agency/Field Office Level

Agency, Field Managers and staff manage their programs as necessary to conduct their aviation operations safely. Agency Aviation Managers (AAM's) serve as the focal point for the Agency Aviation Program by providing technical expertise and management of aviation resources to support Agency programs. While many agencies have aviation management as a

collateral duty, during periods of intense aviation (i.e.; wildland fire support) activity it is still absolutely critical that aviation oversight be maintained. Assistance from the Regional office, cooperators, resource ordering, Aviation Safety Assistance Team's (ASTAT), are all resources that should be considered when other duties interfere or compete with effective aviation management. Agencies are responsible for hosting, supporting, providing daily management, and dispatching all aircraft assigned to their unit. Agencies have the authority to request additional resources, establish priorities, and make assignments for all aircraft assigned to the BIA within their agency.

AAM's have the responsibility for aviation activities at the local level, including aviation mission planning, risk management and safety, supervision, and evaluation. AAM's assist Line Officers with risk assessment/ management and cost analysis.

All Tribal and agency offices utilizing aircraft should have a current and approved aviation management plan on file.

Aviation Information Resources

There is a significant amount of aviation reference materials available to BIA aviation managers and users. DOI, Bureau and interagency manuals, handbooks, and guides provide both broad policy guidance and specific procedural requirements. Note: In all cases Departmental policy (DM's, OPM's, and bureau policy) will take precedence.

Reference Materials

The DOI 350-354 DM, OPM (Aviation Policy), IAM part 57 (Aviation Management) are the umbrella documents for aviation policy and operations within the Bureau.

The BIA has adopted the *Interagency Helicopter Operations Guide* (IHOG) as its standard for helicopter operations. Wording in the IHOG denotes mandatory, required except for justifiable reasons, and optional compliance. "Must" and "Shall" mean mandatory; "ought" and "should" mean required unless justified; and "may" and 'can" mean recommended.

It is the responsibility of aviation managers and associated personnel (pilots, dispatcher, fire manages, etc.) to obtain necessary policy and guidance documents and become familiar with their contents.

Aviation Managers will act as the focal point to receive and disseminate; safety alerts, instruction memoranda, information bulletins, incident reports, and other guidance or information as the need arises.

Regional and local aviation managers must maintain an up-to-date reference library with all aviation policy and procedural references.

A library with current aviation policy and procedural references will be maintained at all permanent aviation bases, dispatch, and aviation management offices.

Aviation Safety

The BIA and the interagency partners have adopted Safety Management Systems (SMS) as the foundation to our aviation safety program. The four pillars of SMS are Safety Policy, Safety Risk Management, Safety Assurance and Safety Promotion. SMS is the standard for safety set by the International Civil Aviation Organization (ICAO) and the Federal Aviation Administration (FAA).

SMS focuses on:

- Emphasis on proactive risk management;
- Promotes a “just” culture;
- Addresses systemic safety concerns;
- Holds the organization accountable;
- Identifies “what” so we can manage the manageable; and
- Communicates the “why” so the culture can learn from mistakes.

The intent of SMS is to improve the aviation culture by increasing hazard identification, reduce risk taking behavior, learn from mistakes and correct procedures before a mishap occurs rather than after the accident.

Duties of Aviation Safety are shared by the NAPM and IRAM’s while the position of Bureau Aviation Safety Manager is vacant.

Risk Assessment and Risk Management

The use of Risk Management will help to ensure a safe and successful operation. Risk is the probability that an event will occur. Assessing risk identifies the hazard, the associated risk, and places the hazard in relationship to the mission. A decision to conduct a mission requires weighing the risk against the benefit of the mission and deciding whether the risks are acceptable.

Aviation missions always have some degree of risk. The four sources of hazards are methods, medium, man, and machine. Managing risk is a 5-step process:

1. Identify hazards associated with all specified and implied tasks for the mission.

2. Assess hazards to determine potential of occurrence and severity of consequences.

3. Develop controls to mitigate or remove risk, and make decisions based on accepting the least risk for the best benefit.

4. Implement controls - (1) education controls; (2) physical controls; and (3) avoidance controls.

5. Supervise and evaluate - enforce standards and continuously re-evaluate their effectiveness in reducing or removing risk. Ensure that controls are communicated, implemented, and enforced.

How to Properly Refuse Risk (Aviation)

Every individual (government and contracted employees) has the right and obligation to report safety problems affecting his or her safety and has the right to contribute ideas to correct the hazard. In return, supervisors are expected to give these concerns and ideas serious consideration. When an individual feels an assignment is unsafe, he or she also has the obligation to identify, to the degree possible, safe alternatives for completing that assignment. Turning down an assignment is one possible outcome of managing risk.

A “turn down” is a situation where an individual has determined he or she cannot undertake an assignment as given and is unable to negotiate an alternative solution. The turn down of an assignment must be based on assessment of risks and the ability of the individual or organization to control or mitigate those risks. Individuals may turn down an assignment because of safety reasons when:

- There is a violation of regulated safe aviation practices;
- Environmental conditions make the work unsafe; or
- They lack the necessary qualifications or experience.

Individuals will directly inform their supervisor that they are turning down the assignment as given. The most appropriate means of documented turn down criteria is using the Aviation Watch Out Situations located in the *IRPG*.

Supervisors will notify the AOBD or unit aviation leadership immediately upon being informed of a turn down. If there is no AOBD, notification shall go to the appropriate Section Chief, the Incident Commander or local fire and aviation staff. Proper handling of turn downs provides accountability for decisions and initiates communication of safety concerns within the incident organization.

If the assignment has been turned down previously and the supervisor asks another resource to perform the assignment, he or she is responsible to inform the new resource that the assignment had been turned down and the reasons why. Furthermore, personnel need to realize that a “turn down” does not stop the completion of the assigned operation. The “turn down” protocol is an integral element that improves the effective management of risk, for it provides timely identification of hazards within the chain of command, raises risk awareness for both leaders and subordinates, and promotes accountability.

If an unresolved safety hazard exists the individual needs to communicate the issue/event/concern immediately to his or her supervisor and document as appropriate.

Aviation Safety Support

During high aviation activity as in wildfire suppression activity, it is advisable to request, through the BIA Regional and/or National Aviation Office, an ASTAT for helicopter or fixed-wing operations. An ASTAT’s purpose is to enhance risk management, and assist and review aviation operations on wildland fires. They should be requested through the agency chain of command and operates under a DOA from the appropriate National/Regional Aviation Manager(s) or Multi Agency Coordinating Group. Formal written reports will be provided to the appropriate manager(s) as outlined during the in-briefing. An ASTAT may include the following positions:

- Aviation Safety Manager
- Operations Specialist
- Pilot Inspector
- Maintenance Inspector (optional)
- Avionics Inspector (optional)

ASTAT members will be identified by the IRAM or the National Aviation Program Manager and resource ordered by the region or agency.

Aviation Safety Briefing

Every passenger must receive a briefing prior to each flight. The briefing is the responsibility of the Pilot in Command (PIC) but may be conducted by the pilot, flight manager, helicopter manager, fixed-wing base manager, or an individual with the required training to conduct an aviation safety briefing. The pilot should also receive a mission briefing from the government aircraft manager. Refer to the *IRPG* and *IHOG* Chapter 10.

Aviation Hazard

An aviation hazard is any condition, act, or circumstance that compromises the safety of personnel engaged in aviation operations. Pilots, flight crew personnel, aviation managers, incident air operations personnel, and passengers are responsible for hazard identification and mitigation. Aviation hazards may include but are not limited to the following:

- Deviations from policy, procedures, regulations, and instructions;
- Improper hazardous materials handling and/or transport;
- Airspace conflicts/flight following deviation;
- Deviation from planned operations;
- Failure to utilize PPE or ALSE;
- Failure to meet qualification standards or training requirement;
- Extreme environmental conditions;
- Improper ground operations;
- Improper pilot procedures;
- Fuel contamination; and
- Unsafe actions by pilot, air crew, passengers, or support personnel.

Aviation hazards also exist in the form of wires, low-flying aircraft, and obstacles protruding beyond normal surface features. Each office will post, maintain, and annually update a “Known Aerial Hazard Map” for the local geographic area where aircraft are operated, regardless of agency jurisdiction. This map will be posted and used to brief flight crews. Unit Aviation Managers are responsible for ensuring the development and updating of Known Aerial Hazard Maps (*IHOG*).

Aerial Applications of Wildland Fire Chemical Safety

Chapter 12 of the *Interagency Standards for Fire and Fire Aviation Operations* (Red Book) contains information concerning the aerial application of wildland fire chemicals.

SAFECOM

The DOI and the BIA have an incident/hazard reporting form called SAFECOM. The database, available at **https://www.safecom.gov/,** fulfills the AMIS requirements for aviation mishap reporting for DOI agencies. Categories of reports include: accidents, airspace, hazards, incidents, maintenance, mishap prevention, and kudos. The system uses the SAFECOM Form OAS-34 to report any condition, observation, act, maintenance problem, or circumstance with personnel or aircraft that has the potential to cause an aviation-related mishap. The SAFECOM system is not intended for initiating punitive actions. Submitting a SAFECOM is not a substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to identify, document, track, and correct safety related issues. A SAFECOM does not replace the requirement for initiating an accident or incident report.

Any individual (including vendors/cooperators) with knowledge of an incident/hazard should complete a SAFECOM. The SAFECOM form, including attachments and pictures, should be entered directly on the internet at **https://www.safecom.gov/** or faxed to the Department of the Interior's Office of Aviation Services, Aviation Safety (208)433-5069 ATTN: SAFETY. Electronic cc copies are automatically forwarded to the National, Regional, State, and Unit Aviation Managers.

The agency with operational control of the aircraft at the time of the hazard/incident/accident is responsible for completing the SAFECOM and submitting it through agency channels.

Aircraft Incidents/Accidents

Notification to the OAS and agency Aviation Safety Managers is required for any aircraft mishap involving damage or injury. Use the hotline (888) 464-7427 or the most expeditious means possible. Initiate the appropriate unit Aviation Mishap Response Plan.

Low-level Flight Operations

The only fixed-wing aircraft missions authorized for low-level fire operations are:

- Smokejumper/Para-cargo;
- ASM and Lead/ATCO operations; and
- Retardant, water, and foam application.

Operational Procedures

- A high-level recon will be made prior to low-level flight operations.
- All flights below 500 feet will be contained to the area of operation.
- PPE is required for all fixed-wing, low-level flights. Helmets are not required for multi-engine airtanker crews, smokejumper pilots, and ASM flight/aircrew members.

Congested Area Flight Operations

Airtankers can drop retardant in congested areas under DOI authority given in *FAR Part 137*. When such operations are necessary, they may be authorized subject to these limitations:

- Airtanker operations in congested areas may be conducted at the request of the federal fire suppression agency;
- An ASM/Lead/ATCO is ordered to coordinate aerial operations;
- The air traffic control facility responsible for the airspace is notified prior to or as soon as possible after the beginning of the operation;
- A positive communication link must be established between the ASM or Lead/ATCO, airtanker pilot(s), and the responsible fire suppression agency official; and
- The IC for the responsible fire agency or designee will advise the ASM/ leadplane/airtanker that all non-essential people and movable property have been cleared prior to commencing retardant drops.

Airspace Coordination

The Interagency Airspace Program is an aviation safety program designed to enhance aviation safety and reduce the risk of a mid-air collision. Guidance for this program is found in the *Interagency Airspace Coordination Guide (IACG),* which has been adopted as policy by the DOI. It is located at **www.airspacecoordination.net**. Additional guidance may be found in the *National Interagency Mobilization Guide* and supplemented by local Mobilization Guides.

Some State and FS units have MOU's with local military airspace authorities for airspace coordination. Briefings from AAM's are crucial to ensure that any local airspace information is coordinated before flight.

All firefighting aircraft are required to have operative transponders and will use a national firefighting transponder code of 1255 when engaged in, or traveling to, firefighting operations (excluding ferry flights), unless given a discrete code by Air Traffic Control (ATC).

Additional coordination information can be found in the *National Aviation Plan Chapter 8.*

Flight Request and Approval

Bureau flights will be requested and documented using the process defined in the Regional or Agency Aviation Plans. As a minimum flight management procedures will follow the *National Mobilization Guide Chapter 20, Flight Management Procedures.* The BLM *Aircraft Flight Request/Schedule (9400-1A)* form is one example which may be used.

Point-to-Point Flights

A "Point-to-point" flight is one that originates at one developed airport or permanent helibase and flies directly to another developed airport or permanent helibase with the sole purpose of transporting personnel or cargo (this term does not apply to flights with a scheduled air carrier on a seat fare basis). These types of flights are often referred to as "administrative" flights and only require the aircraft and pilot to be carded and approved for point-to-point flight. A point-to-point flight is conducted higher than 500 feet AGL.

Agency policy requires designating a Flight Manager for point-to-point flights transporting personnel. The Flight Manager is a government employee that is responsible for coordinating, managing, and supervising flight operations. The Flight Manager is not required to be on board for most flights. For those flights that have multiple legs or are complex in nature a Flight Manager should attend the entire flight. The Flight Manager will meet the qualification standard for the level of mission assigned as set forth in the *Interagency Aviation Training Guide* (IAT).

Mission Flights

Mission flights are defined as flights not meeting the definition of point-to-point flight. A mission flight requires work to be performed in the air (retardant or water delivery, fire reconnaissance, smokejumper delivery), or through a combination of ground and aerial work (delivery of personnel and/or cargo from helibases to helispots or unimproved landing sites, rappelling or cargo let-down, horse herding).

- PPE is required for any fixed wing mission flight conducted below 500'AGL. Flight helmets are not required for multi-engine airtanker crews, smokejumper pilots and ASM flight/aircrew members.
- Required attire for ATGS and fire reconnaissance are:
  - Leather shoes or boots; and
  - Natural fiber shirt, full length cotton or nomex pants, or flight suit.
- The use of full PPE is required for all helicopter flights (point to point and mission) and associated ground operations. The specific items to be worn are dependent on the type of flight, the function an individual is performing, or the ground operation being conducted. Refer to the tables in *Chapter 9* of the *IHOG* for specific requirements.
- All personnel will meet training and qualification standards required for the mission.
- Agency FM radio capability is required for all mission flights.
- All passengers must be authorized and all personnel onboard must be essential to the mission.

Mission flights for fixed-wing aircraft include but are not limited to the following:

- Water or retardant application;
- Parachute delivery of personnel or cargo;
- Airtanker coordinator operations; and
- Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, or surface conditions.

Mission helicopter flights include but are not limited to the following:

- Flights conducted within 500 feet AGL;
- Water or retardant application;
- Helicopter coordinator and ATGS operations;
- Aerial ignition activities;
- External load operations;
- Rappelling;
- Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, pinnacles, or surface conditions;
- Free-fall cargo; and
- Fire reconnaissance.

Flight-Following All Aircraft

Flight-Following is mandatory for all flights. Refer to the *National Interagency Mobilization Guide* for specific direction.

- Agency FM radio capability is required for all mission flights.
- For mission flights, there are two types of Agency Flight Following: Automated Flight Following (AFF) and radio check-in. AFF is the preferred method of agency flight following. If the aircraft and flight following office have AFF capability, it shall be utilized. Periodic radio transmissions are acceptable when utilizing AFF. Reference the AFF procedures section of the *National Interagency Mobilization Guide* for more information.
- All dispatch centers designated for fire support shall have the ability to monitor AFF as well as the capability to transmit and receive "National Flight Following" and "Air Guard"
- If AFF becomes inoperable the aircraft will normally remain available for service, utilizing radio/voice system for flight following. Each occurrence must be evaluated individually and decided by the COR/CO.
- Helicopters conducting Mission Flights shall check-in prior to and immediately after each takeoff/landing per *IHOG 4.II.E.2*

Sterile Cockpit All Aircraft

Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew will not perform radio or cockpit communication during that time that is not directly related to safe flight of the aircraft from taxi to 5 miles out and from 5 miles out until clearing the active runway. This would consist of reading checklists, communication with Air Traffic Control (ATC), flight service stations, Unicom, or other aircraft with the intent of ensuring separation or complying with ATC requirements. Communications by passengers or air crew members can be accomplished when the audio panels can be isolated and do not interfere with flight operations of the flight crew.

Exception: When conducting firefighting missions within 5 miles of an uncontrolled airport, maintain sterile cockpit until departing the traffic pattern and reaching final altitude. Monitor CTAF frequency if feasible while engaged in firefighting activities. Monitor CTAF as soon as practical upon leaving the fire and returning to the uncontrolled airport. When conducting firefighting missions within Class B, C, or D airspace, notify dispatch that ATC communications will have priority over dispatch communications.

Interagency Interim Flight and Duty Limitations/Aviation Stand Downs

Aviation stand downs are a means to find time, in an otherwise demanding flight schedule, to reflect on core aviation safety values. In this context, aviation stand downs refer to an administrative decision to keep tactical aviation resources on the ground through all or part of their normal duty day or days.

Interim flight and duty limitations are a method to manage pilot and crew fatigue by reducing the length of the duty day or increasing the number of days off in the normal duty day cycle. During extended periods of high flight activity, fatigue must be mitigated by fire and aviation managers.

Aviation stand downs and interim flight and duty day limitations can be implemented at the Geographic Area or National level. In either case, the procedure for implementation is the same. Requests for implementation of flight and duty limitations, or proposed stand down parameters, will be made through the National Aviation Office through which it originated.

Interim Flight and Duty Limitations Implementation

During extended periods of a high level of flight activity or maximum 14-hour days, fatigue factors must be taken into consideration by Fire and Aviation Managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for specific Geographic Area's Aviation resources. The minimum scope of operation should be by Geographic Area, i.e., Northwest, Great Basin, etc.

Decisions and procedures for implementation will be made on a coordinated, interagency basis, involving the GACC, NICC, and National Aviation Representatives at NIFC and Aviation Contracting Officers. Details of the proposal will be formalized and coordinated with other affected agencies and implemented through the National Multi Agency Coordinating Group (NMAC).

Phase 1 - Standard Flight and Duty Limitations (Abbreviated Summary):

- Fourteen (14) hour maximum duty day;
- Eight (8) hours maximum daily flight time for mission flights;
- Ten (10) hours for point-to-point, with a two (2) pilot crew;
- Maximum cumulative flight hours of thirty-six (36) hours, up to forty-two (42) hours in six (6) days; and
- Minimum of ten (10) hours uninterrupted time off (rest) between duty periods.

This does not diminish the authority or obligation of any individual COR (Contracting Officer Representative) or Aviation Manager to impose shorter duty days or additional days off at any time for any flight crew members for fatigue. This is currently provided for in agency direction and contract specifications.

Phase 2 - Interim Duty Limitations

When Phase 2 is activated, pilots shall adhere to the flight and day-off limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

Each flight crew member shall be given an additional day off each fourteen (14) day period. Crews on a twelve (12) and two (2) schedule shall have three (3) consecutive days off (11 and 3). Flight crews on six (6) and one (1) schedules shall work an alternating weekly schedule of five (5) days on, two (2) days off, then six (6) days on and one (1) day off.

Aircraft fixed daily rates and special rates, when applicable, shall continue to accrue during the extra day off. Contractors may provide additional approved crews to maximize utilization of their aircraft. All costs associated with providing the additional crew will be at the contractor's expense, unless the additional crew is requested by the Government.

Phase 3 - Interim Duty Limitations

When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1 (standard), the additional day off of Phase 2, and the limitations defined under Phase 3.

Flight crew members shall have a minimum of twelve (12) consecutive hours of uninterrupted rest (off duty) during each duty day cycle. The standard duty day shall be no longer than twelve (12) hours, except a crew duty day extension shall not exceed a cumulative fourteen (14) hour duty day. The next flight crew rest period shall then be adjusted to equal the extended duty day, i.e., thirteen (13) hour duty day, thirteen (13) hours rest; fourteen (14) hour duty day, fourteen (14) hours rest. Extended duty day applies only to completion of a mission. In no case may standby be extended beyond the twelve (12) hour duty day.

Double crews (two (2) complete flight crews assigned to an aircraft), augmented flight crews (an additional pilot-in-command assigned to an aircraft), and aircraft crews that work a rotating schedule, i.e., two (2) days on, one (1) day off, seven (7) days on, seven (7) days off, or twelve (12) days on, twelve (12) days off, may be exempted from Phase 2 Limitations upon verification that their scheduling and duty cycles meet or exceed the provisions of Paragraph a. of Phase 2 and Phase 1 Limitations.

Exemptions of Phase 3 provisions may be requested through the local Aviation Manager or COR, but must be approved by the FS RAO or DOI Area Aviation Manager.

Aviation Assets

Typical agency aviation assets include: Helitack or Rappel, Aerial Supervision (ATGS, Lead, and ASM), Large (multi-engine) Airtankers, Very Large Airtankers (VLATs), Single Engine Airtankers (SEATs), and Smokejumpers.

- ***All BIA acquired aircraft (exclusive use, On-Call, and CWN) are available to move to areas of greatest Bureau need, thereby maximizing efficiency and effectiveness. Specific authorities and responsibilities for Agency/Regional and National Offices are outlined earlier in this chapter. Offices are expected to adhere to procedures established in the National Aviation Plan for acquisition, use and reporting.***

Helitack

Helitack crews perform suppression and support operations to accomplish fire and resource management objectives.

Organization - Crew Size

The standard exclusive-use helitack crew size for a Type 3 helicopter is a minimum of seven personnel (supervisor, assistant, squad boss, and four crew members).

Daily staffing shall comply with the *IHOG Ch. 2, Chart 2-4, Minimum Daily staffing Requirements for Fire Helicopters.*

Operational Procedures

The IHOG NFES 1885 is policy for helicopter operations.

Communication

The helitack crew standard is one handheld programmable multi-channel FM radio per every two crew persons, and one multi-channel VHF-AM programmable radio in the primary helitack crew (chase) truck. Each helitack crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each permanent helibase will have a permanent programmable FM radio base station and should be provided a VHF-AM base station radio.

Transportation

Dedicated vehicles with adequate storage and security will be provided for helitack crews. The required Gross Vehicle Weight of the vehicle will be dependent upon the volume of equipment carried on the truck and the number of helitack crewmembers assigned to the crew.

- ***Minimum vehicle configuration for a seven person crew will consist of one Class 661 Helitack Support Vehicle and one Class 156, 6-Pack pickup or Class 166 carryall.***

Training and Experience Requirements

All helitack members will meet fire qualifications as prescribed by the *National Wildfire Coordinating Group (NWCG) 310-1* and agency manual requirements. ***Appendix 7-3*** is a chart which establishes experience and training requirements for Exclusive Use, Fire Helicopter Crew Positions.

Exception to these minimum crew staffing standards must be approved by the National Aviation Program Manager.

Physical Fitness Standards

Helitack personnel must meet the physical fitness requirements for arduous assignments. It is recommended they meet the fitness requirements typical of a Type 1 crew.

Helicopter Rappel & Cargo Let-Down

Any rappel or cargo let-down programs must be approved by the National Aviation Program Manager.

Personnel involved in an Interagency Rappel Program must have RAM approval.

All rappel and cargo let-down operations will follow the *Interagency Helicopter Rappel Guide*, as policy. Any exemption to the guide must be requested by the program through the region for approval by the National Aviation Office.

Aerial Ignition

The Interagency Aerial Ignition Guide is policy for all aerial ignition activities.

Fire Chemical Avoidance Areas

Reservation lands may have mapped avoidance areas for Threatened, Endangered, Proposed, Candidate, or Sensitive species and waterways that are excluded from aerially applied wildland fire chemicals. Pilots, aerial supervision personnel, and others affiliated with ordering and delivering aerially applied wildland fire chemicals should inquire prior to initial dispatch to determine if mapped avoidance areas are located on Reservation lands within or near the fire area to ensure wildland fire chemicals will not enter an avoidance area. Misapplication into these areas shall be reported.

Aerial Supervision

Aerial supervision resources will be dispatched when available to initial/extended attack incidents in order to enhance safety, effectiveness, and efficiency of aerial/ground operations.

When aerial supervision resources (ATGS, Lead, or ASM) are collocated with airtankers, they should be launched together to maximize the safety of the flight crews, the efficiency of chemical delivery, and the effectiveness of the fire chemical.

Incidents with three or more aircraft over/assigned to them should also have aerial supervision in the form of ATGS or ASM. A BLM spotter (senior smokejumper in charge of smokejumper missions) may coordinate airspace over a fire until a qualified ATGS arrives.

Policy dictates additional aerial supervision requirements which are referenced in the *Interagency Aerial Supervision Guide* (NFES 2544).

Air Tactical Group Supervisor (ATGS)

The ATGS manages incident airspace and controls incident air traffic. Specific duties and responsibilities are outlined in the *Fireline Handbook (PMS 410-1)* and the *Interagency Aerial Supervision Guide*. The ATGS reports to the AOBD, or in the absence of the AOBD, to the OSC, or in the absence of the OSC, to the IC.

The following attire is required for all interagency ATGS operations:

- Leather shoes or boots; and
- Natural fiber shirt, full-length cotton or nomex pants, or flight suit.

Operational Considerations

- Relief aerial supervision should be ordered for sustained operations to ensure continuous coverage over an incident.
- Personnel who are performing aerial reconnaissance and detection will not perform aerial supervision duties unless they are fully qualified as an ATGS.
- Air tactical aircraft must meet the avionics typing requirements listed in the *Interagency Aerial Supervision Guide* and the pilot must be carded to perform the air tactical mission. Rotor-wing pilots are not required to be carded for air tactical missions.
- Ground resources will maintain consistent communication with aerial supervision in order to maximize the safety, effectiveness, and efficiency of aerial operations.

Leadplane

A leadplane is a national shared resource. The *Interagency Aerial Supervision Guide* is agency policy and is available online at **http://www.blm.gov/nifc/st/en/prog/fire/Aviation/aerial_supervision.html.**

Agency policy requires an ASM/or Lead/ATCO to be on order prior to aerial applications over a congested area. Operations may proceed before the ASM/or Lead/ATCO arrives, if communications are established with on-site resources, authorization is granted from the IC, and the line is cleared prior to commencing water/chemical application operations.

Aerial Supervision Module (ASM)

The ASM is crewed with both a Lead/ATCO qualified ATP and an ATS. These individuals are specifically trained to operate together as a team. The resource is primarily designed for providing both functions (Lead/ATCO and Air Attack) simultaneously from the same aircraft, but can also provide single role service, as well.

The ATP is primarily responsible for aircraft coordination over the incident. The ATS develops strategy in conjunction with the OSC.

The Interagency Aerial Supervision Guide is policy for BIA. *The Interagency Aerial Supervision Guide is available online at* **http://www.nwcg.gov/pms/pubs/pms505.pdf.**

Operational Considerations

The ASM is a shared national resource. Any operation that limits the national resource status must be approved by the agency program manager. Aerial or incident complexity and environmental considerations will dictate when the ASM ceases low level operations. The ASM flight crew has the responsibility to determine when the complexity level of the incident exceeds the capability to perform both ATGS and leadplane functions from one aircraft. The crew will request additional supervision resources, or modify the operation to maintain mission safety and efficiency.

Policy

Only those individuals certified and authorized by the BIA-National Aviation Office will function as an ATS in an ASM mission profile.

Aerial Supervision Module Program Training and Qualifications

Training and qualification requirements for ASM crewmembers are defined in the *Interagency Aerial Supervision Guide* (NFES 2544).

Reconnaissance or Patrol Flights

The purpose of aerial reconnaissance or detection flights is to locate and relay fire information to fire management. In addition to detecting, mapping, and sizing up new fires, this resource may be utilized to provide ground resources with intelligence on fire behavior, provide recommendations to the IC when appropriate, and describe access routes into and out of fire areas for responding units. **Only qualified Aerial Supervisors (ATGS, ASM, HLCO and Lead/ATCO) are authorized to coordinate incident airspace operations and give direction to aviation assets.** Flights with a "Recon, Detection, or Patrol" designation should communicate with tactical aircraft only to announce location, altitude and to relay their departure direction and altitude from the incident.

Airtankers

Airtankers are a national resource. Geographic areas administering these aircraft will make them available for initial attack and extended attack fires on a priority basis. The GACC will ensure that all support functions (e.g., dispatch centers and tanker bases) are adequately staffed and maintained to support the mobilization of aircraft during normal and extended hours.

For aviation safety and policy concerning wildland fire chemicals see *Interagency Standards for Fire and Fire Aviation Operations (Red Book) Chapter 12 (Suppression Chemicals and Delivery Systems).*

Airtankers are operated by commercial vendors in accordance with FAR Part 137. The management of Large Airtankers is governed by:

- *The requirements of the DM, IAM 57and National Aviation plan.*

Categories

Airtanker types are distinguished by their load capacity:

- Very Large Air Tankers (VLAT)- more than 10,000 gallons.
- Type 1 - 3,000 to 9,999 gallons.
- Type 2 - 1,800 to 2,999 gallons.
- Type 3 - 800 to 1,799 gallons (includes single engine air tankers, and CL-215/415 Water Scoopers).
- Type 4 – less than 800 gallons (single engine airtankers).

Airtanker Base Operations

Certain parameters for the operation of airtankers are agency-specific. For dispatch procedures, limitations, and times, refer to geographic area mobilization guides and the *Interagency Airtanker Base Operations Guide (*IATBOG*)*.

Airtanker Base Personnel

There is identified training for the positions at airtanker bases; the IATBOG contains a chart of required training for each position. It is critical that reload bases are prepared and staffed during periods of moderate or high fire activity at the base. All personnel conducting airtanker base operations should review the *IATBOG* and have it available.

Startup/Cutoff Time for Multi Engine Airtankers

Refer to the *Interagency Aerial Supervision Guide* (NFES 2544).

Single Engine Airtankers

Single Engine Airtanker (SEAT) Operations, Procedures, and Safety

The *Interagency SEAT Operating Guide (*ISOG*)* (NFES #1844) defines operating standards and is policy for both the DOI and FS.

SEAT Manager Position

In order to ensure adherence to contract regulations, safety requirements, and fiscal accountability, a qualified SEMG will be assigned to each operating location. The SEMG's duties and responsibilities are outlined in the ISOG. To maintain incident qualifications currency a SEAT Manager is required to attend RT-273 every three years. Elements and criteria of RT-273 can be found in the *Field Managers Course Guide*, PMS 901-1.

Operational Procedures

Using SEAT's in conjunction with other aircraft over an incident is standard practice. Agency or geographical area mobilization guides may specify additional procedures and limitations.

Depending on location, operator, and availability, SEAT's are capable of dropping suppressants, water, or approved chemical retardants. Because of the load capacities of the SEAT's (500 to 800 gallons), quick turn-around times should be a prime consideration. SEAT's are capable of taking off and landing on dirt, gravel, or grass strips (pilot must be involved in selection of the site); a support vehicle reduces turn-around times.

Reloading at established airtanker bases or reload bases is authorized. (SEAT operators carry the required couplings). All BLM and FS Airtanker base operating plans will permit SEAT loading in conjunction with large airtankers.

Smokejumper Pilots

The *Interagency Smokejumper Pilot Operations Guide* serves as policy for smokejumper pilot qualifications, training, and operations.

Military or National Guard Helicopters and Pilots

The *Military Use Handbook (NFES 2175)* will be used when planning or conducting aviation operations involving regular military aircraft. Ordering military resources is done through the NICC.

National Guard resources are utilized through local or State MOU with the USFS State and Private Forestry. BIA use of National Guard resources requires additional approval by the NAO and OAS.

Modular Airborne Fire Fighting System (MAFFS)

The *MAFFS Operating Plan* (available from the NICC) will be used when planning or conducting aviation operations involving MAFFS military aircraft. Ordering MAFFS is done through the NICC; MAFFS are utilized through a national agreement (see the *National Interagency Mobilization Guide*). Several states have the ability to activate MAFFS through separate agreements that do not require ordering through NICC.

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APPENDIX 7-1
Aerial Supervision

Situation	Lead/ATCO/ ASM1	Ref	ATGS	Ref
Air tanker not IA rated	Required	1		
MAFFS	Required	1		
Retardant drops in congested areas	Order	1	May use if no Lead/ATCO/ ASM1	
Level 2 rated SEAT operating over an incident with more than one (1) other tactical aircraft on scene	Required if no ATGS	1	Required if no Lead/ATCO/ ASM1	1
Foreign Government air tankers	Required if no ATGS	1	Required if no Lead/ATCO/ ASM1	1
Retardant drops conducted between 30 minutes prior to and 30 minutes after sunrise, or 30 minutes prior to sunset to 30 minutes after sunset	Required if no ATGS	1, 2	Required if no Lead/ATCO/ ASM1	1, 2
4 or more air tankers assigned	Order	1	Order	1
2 or more helicopters with 2 or more air tankers over an incident	Order	1	Order	1
Periods of marginal weather, poor visibility or turbulence	Order	1	Order	1
2 or more air tankers over an incident	Order	1	Order if no Lead/ATCO/ ASM1	3
When requested by air tanker or ATGS	Required	1	Required	
Smokejumper or paracargo aircraft with 2 or more air tankers over an incident	Order if no ATGS	1	Order if no Lead/ATCO/ ASM1	1, 4
Incident has two or more branches			Order	1, 4

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APPENDIX 7-2
SAFECOM

SAFECOM AVIATION SAFETY COMMUNIQUE	Reported By (Optional) Name E-Mail Phone Cell Phone Pager Organization Date

EVENT
Date Local Time Injuries? Damage?
Location State
Agency Involved Other

MISSION
Type Other
Procurement Other
Persons Onboard Special Use? Hazardous Materials Onboard?
Departure Point Destination

AIRCRAFT
Tail Number Manufacturer Model
Owner/Operator Pilot

NARRATIVE (Please provide a brief explanation of the event.)

CORRECTIVE ACTIONS

Submit Instructions:

1. Review and correct entries
2. Select a Send to Agency
3. STOP!! If you want a copy of this Safecom you must Print NOW.
   To Print this Safecom, use the Print button on your web browser.
4. LASTLY press the Submit button.

Clear Form Send to Agency: Submit

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APPENDIX 7-3
BIA Exclusive Use Fire Helicopter Module Positions

Position[1]	Experience Required[2]	Training Required[3]	Recurrent Training Required[7]	Target Training[3]		Target Quals[4]
Fire Helicopter Crew Supervisor[8] FHCS	HMGB ICT4 HEB2		RT-372[5] A-219 A-110 COR[7 8]	S-300 S-390 S-378 L-380 L-381		ICT3 HEB1 HLCO ASGS
Fire Helicopter Assistant Crew Supervisor FHAS	HMGB ICT4	S-371[7]	RT-372[5] A-219 A0110	I-300 S-381 COR[7 8] L-380		HEB2 ICT3 COR[8]
Fire Helicopter SquadLeader FHSL	FFT1 ICT5 HECM	S-290	S-271[6] A-219 A-110	I-200 S-200 S-215 S-230 S-234	S-260 S-270 S-371 S-372 COR L-280	DECK ICT4 HMGB HEB2(T)
Fire Helicopter Senior Firefighter FHSF	FFT1 HECM	S-290	S-271[6] A-219 A-110			ICT5 ABRO TLOC
Fire Helicopter Crew Member FHCM	FFT2			S-131 S-133 S-271[6 7] A-110	A-219 S-211 S-212 S-290	HECM FFT1 ABRO TLOC

Exclusive Use Helicopter Position Footnotes:

1) All exclusive use fire helicopter positions require an arduous rating and RT-130 annually.
2) Minimum experience and qualification required prior to performing in the exclusive use position. Task books must be completed and entered in IQCS.
3) Recommended training, which augments the current position or prepares for advancement.
4) Recommended qualifications, which augments the current position or prepares for advancement.
5) After completing S-372, must attend an Interagency Helicopter Manager Workshop (RT-372) once every three years.

6) After completing S-271, must receive helicopter operations refresher and /or serve as S-271 instructor annually.
7) A condition of employment is required in order to meet NWCG position and/or training currency as identified by the Hiring Official and specified in an Individual Development Plan.
8) FHCS acts as Contracting Officer's Representative (COR), FHAS acts as Project Inspector (PI) for the Exclusive Use Helicopter Contract and meets DOI and BIA Acquisition Management certification requirements.

Chapter – 8
Safety and Risk Management

Introduction

The primary means by which we prevent accidents in wildland fire operations is through aggressive risk management. BIA philosophy acknowledges that while the ideal level of risk may be zero, a hazard free work environment is not a reasonable or achievable goal in fire operations. Through organized, comprehensive, and systematic risk management, we will determine the acceptable level of risk that allows us to provide for safety yet still achieve fire operations objectives. Risk management is intended to minimize the number of injuries or fatalities experienced by wildland firefighters.

Policy

Firefighter and public safety is our first priority. All Fire Management Plans and activities must reflect this commitment. The commitment to and accountability for safety is a joint responsibility of all firefighters, managers, and administrators. Every supervisor, employee, and volunteer is responsible for following safe work practices and procedures, as well as identifying and reporting unsafe conditions.

Specific Safety Policy Documents:
- IAM 25 – Safety and Occupational Health
- IAM 90 – Wildland Fire Management
- BIA Safety and Health Handbook

For additional safety guidance, refer to:
- *Fireline Handbook* (PMS 410-1, NFES 0065); and
- *Incident Response Pocket Guide (IRPG)* (PMS 461, NFES 1077).

Guiding Principles

The primary means by which we implement command decisions and maintain unity of action is through the use of common principles of operations. These principles guide our fundamental wildland fire management practices, behaviors, and customs, and are mutually understood at every level of command. They include Risk Management, Standard Firefighting Orders and Watch Out Situations, LCES and the Downhill Line Construction Checklist.

These principles are fundamental to how we perform fire operations, and are intended to improve decision making and firefighter safety. They are not absolute rules. They require judgment in application.

Goal

The goal of the fire safety program is to provide direction and guidance for safe and effective management in all activities. Safety is the responsibility of everyone assigned to wildland fire, and must be practiced at all operational levels from the National Fire Director, Regional Directors, Agency Superintendents, Unit Managers and to employees in the field. Agency Administrators need to stress that firefighter and public safety always takes precedence over property and resource loss. Coordination between the fire management staff and unit safety officer(s) is essential in achieving this objective

Definitions

- **Safety**: A measure of the degree of freedom from risk or conditions that can cause death, physical harm, or equipment or property damage.
- **Hazard**: A condition or situation that exists within the working environment capable of causing physical harm, injury, or damage.
- **Risk**: The likelihood or possibility of hazardous consequences in terms of severity or probability.
- **Risk Management**: The process whereby management decisions are made and actions taken concerning control of hazards and acceptance of remaining risk.

Risk Management Process

Fire operations risk management is outlined in the *NWCG Incident Response Pocket Guide (*IRPG*)*. The five step process provides firefighters and fire managers a simple, universal, and consistent way to practice risk management by:

- Establishing situation awareness;
- Identifying hazards and assessing the risk;
- Controlling or eliminating hazards;
- Making decisions based on acceptability of remaining risk; and
- Evaluating effectiveness of hazard controls and continuously re-evaluating the situation.

Risk Assessment (RA)

A completed RA is required for:

- Jobs or work practices that have potential hazards;
- New, non-routine, or hazardous tasks to be performed where potential hazards exist;
- Jobs that may require the employee to use non-standard PPE;
- Changes in equipment, work environment, conditions, policies, or materials; and
- Supervisors and appropriate line managers must ensure that established Risk Assessments are reviewed and signed prior to any non-routine task or at the beginning of the fire season.

Work/Rest

To mitigate fatigue, Agency Administrators, fire managers, supervisors, Incident Commanders, and individual firefighters should plan for and ensure that all personnel are provided a minimum 2:1 work/rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest). Work shifts that exceed 16 hours and/or consecutive days that do not meet the 2:1 work/rest ratio should be the exception. When this occurs, the following actions are required:

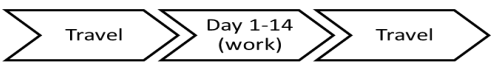
- Personnel will resume 2:1 work/rest ratio as quickly as possible;
- The Incident Commander or Agency Administrator will justify work shifts that exceed 16 hours and/or consecutive days that do not meet 2:1 work to rest ratio. Justification will be documented in the daily incident records, and must include mitigation measures used to reduce fatigue;
- The Time Officer's/Unit Leader's approval of the Emergency Firefighter Time Report (OF-288), or other agency pay document, certifies that the required documentation is on file and no further documentation is required for pay purposes.

The work/rest guidelines do not apply to aircraft pilots assigned to an incident. Pilots must abide by applicable FAA guidelines, or agency policy if more restrictive.

Assignment Definition
An assignment is defined as the time period (days) between the first full operational period at the first incident or reporting location on the original resource order and the last day worked prior to commencement of return travel to the home unit.

Length of Assignment
Standard assignment length is 14 days, exclusive of travel from and to home unit, with possible extensions identified below. Time spent in staging and preposition status counts toward the 14-day limit, regardless of pay status, for all personnel, including Incident Management Teams.

14-Day Scenario



Days Off
To assist in mitigating fatigue, days off are allowed during and after assignments. Regional Directors or Agency Administrators (incident host or home unit) may authorize time off supplementary to mandatory days off requirements.

The authority to grant a day off with pay lies within 5 U.S.C. 6104, 5 CFR 610.301-306, and 56 Comp. Gen. Decision 393 (1977).

After completion of a 14 day assignment and return to the home unit, two mandatory days off will be provided (2 after 14). Days off must occur on the calendar days immediately following the return travel in order to be charged to the incident. (See Section 12.1-2) (5 U.S.C. 6104, 5 CFR 610.301-306, and 56 Comp. Gen. Decision 393 (1977). If the next day(s) upon return from an incident is/are a regular work day(s), a paid day(s) off will be authorized. Regulations may preclude authorizing this for non-NWCG and State/local employees.

Pay entitlement, including administrative leave, for a paid day(s) off cannot be authorized on the individual's regular day(s) off at their home unit. Agencies will apply holiday pay regulations, as appropriate. A paid day off is recorded on home unit time records according to agency requirements. Casuals (AD) are not entitled to paid day(s) off upon release from the incident or at their point of hire.

Contract resources are not entitled to paid day(s) off upon release from the incident or at their point of hire.

Home unit Agency Administrators may authorize additional day(s) off with compensation to further mitigate fatigue. If authorized, home unit program funds will be used. All length of assignment rules apply to aviation resources, including aircraft pilots, notwithstanding the FAA and agency day off regulations.

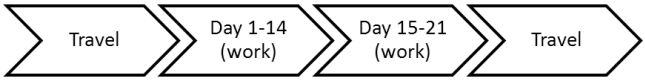
Assignment Extension

Prior to assigning incident personnel to back-to-back assignments, their health, readiness, and capability must be considered. The health and safety of incident personnel and resources will not be compromised under any circumstance.

Assignments may be extended when:

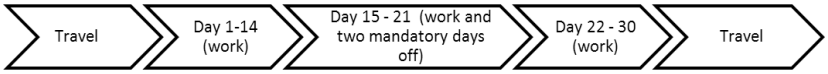
- Life and property are imminently threatened.
- Suppression objectives are close to being met.
- A military battalion is assigned.
- Replacement resources are unavailable, or have not yet arrived. Upon completion of the standard 14-day assignment, an extension of up to an additional 14 days may be allowed (for a total of up to 30 days, inclusive of mandatory days off, and exclusive of travel).

21-Day Scenario



A 21-day assignment is exclusive of travel from and to home unit. Time spent in staging and preposition status counts toward the 21-day assignment, regardless of pay status, for all personnel, including Incident Management Teams.

30-Day Scenario



An assignment longer than 22 days is exclusive of travel from and to home unit. Time spent in staging and preposition status counts toward the assignment, regardless of pay status, for all personnel, including Incident Management Teams. For an assignment exceeding 21 days, two mandatory days off will be provided prior to the 22nd day of the assignment.

Contracts, Incident Blanket Purchase Agreements (I-BPA), and Emergency Equipment Rental Agreements (EERA) should be reviewed for appropriate pay requirements and length of assignment. If the contract, I-BPA, or EERA do not address this, the incident Finance/Administration Section Chief or the procurement official should be consulted as to whether compensation for a day off is appropriate.

Single Resource/Kind Extensions
The section chief or Incident Commander will identify the need for assignment extension and will obtain the affected resource's concurrence. The section chief and affected resource will acquire and document the home unit supervisor's approval.

The Incident Commander approves the extension. If a convened geographic or national multi-agency coordinating group (GMAC/NMAC) directs, the Incident Commander approves only after GMAC/NMAC concurrence.

If the potential exists for reassignment to another incident during the extension, the home unit supervisor and the affected resource will be advised and must concur prior to reassignment.

Incident Management Team Extensions
Incident management team extensions are to be negotiated between the incident Agency Administrator, the Incident Commander, and the GMAC/NMAC (if directed).

Management Directed Days Off at Home Unit
Supervisors must manage work schedules for initial attack, dispatch and incident support personnel during extended incident situations. During extended periods of activity at the home unit, personnel will have a minimum of one (1) day off in any 21-day period.

Motor Vehicle Operation Policy

Policy

All individuals operating a motor vehicle in performance of duties in support of the BIA, must comply with the requirement of the BIA Motor Vehicle policy requirements 5 CFR 930, and 485 DM 16. Regional Directors, Agency Superintendents, and FMO's will be responsible for ensuring full compliance, including safe operation of motor vehicles as well as immediate response to issues of non-compliance.

All motor vehicle operators will be required to possess a current Government Motor Vehicle Operators Identification Card. Potential drivers annually must complete GSA form 3607

Motor Vehicle Operator's License and Driving Record. Completed forms will be submitted, and processed by the Division of Safety and Risk Management for authorization.

All employees driving motor vehicles are responsible for the proper care, operation, maintenance, and protection of the vehicle, and to obey all federal and state laws.

The use of government-owned, rented, or leased motor vehicles is for official business only. Unauthorized use is prohibited.

Driver Qualifications

- 18 years of age or older;
- Possess a valid State driver's license, and requisite experience needed to drive type of vehicle assigned; and
- Have no convictions or uncontested citations within the three-year period preceding the submittal of GSA Form 3607 for Reckless Driving, Driving While Intoxicated (DWI), Driving Under the Influence (DUI), or Leaving the Scene of an Accident.

Roles & Responsibilities of Supervisors

Ensure that each Motor Vehicle Operator under their supervision possesses a valid driver's license that indicates State authorization to operate the class of vehicle required in the performance of duties.

Based on available information, ensure no authorization is given to individuals with restricted driving privileges (i.e., home to work licenses).

Terminate Driving Privileges for a Motor Vehicle Operator who is:

- Arrested for, charged with, or convicted of Reckless Driving, DWI, or DUI;
- Arrested for, charged with, or convicted of a criminal offense related to a traffic incident involving alcohol or drugs, including but not limited to vehicular homicide, vehicular manslaughter, or endangerment;
- Disqualified from holding a State driver's license, including restriction, suspension, revocation, or cancellation of a State driver's license for the type and class of vehicle operated;
- Upon request, fails to provide a valid CDL medical certificate; Not in possession of a current Motor Vehicle Operator Authorization Card;
- Is convicted for operating a motor vehicle under the intoxicating influence of alcohol, narcotics, or pathogenic drugs;
- Is not qualified to operate a Government owned or leased vehicle safely because of a physical or medical condition; and
- No longer possesses a State license by revocation or suspension.

Motor Vehicle Operator Requirements

- Comply with State, local and Tribal traffic laws and the lawful instruction of emergency and law enforcement personnel;
- Abstain from ingesting controlled substances, intoxicating beverages, prescription drugs or other medications that caution against operating a motor vehicle when taken, to avoid being impaired;
- Not transport intoxicating beverages, controlled substances, or any passenger who is in possession of intoxicating beverages or controlled substances;
- Not transport unauthorized passengers in a Government owned or leased motor vehicle;

- Report to his/her supervisor any medical or physical condition, including the use of controlled substances, prescription or over-the-counter drugs, which may impair the driver from the safe operation of a motor vehicle;

- Successfully complete motor vehicle safety training at least every three years;

- Notify their supervisor if their State driving privileges are restricted, suspended, revoked, or canceled, or if they have been otherwise disqualified from holding a license. Employees are also responsible for reporting any situation that may alter their authorization or ability to operate a motor vehicle, such as any legal or court ordered suspension of driving privileges or any limiting medical condition;

- Report all incidents involving a Government owned or leased motor vehicle, commercial motor vehicle, rental motor vehicle, or a privately owned or leased motor vehicle that occur during the performance of their official duties;

- Report all on-duty incidents involving a Government owned or leased motor vehicle, commercial motor vehicle, rental motor vehicle, or a privately owned or leased motor vehicle that could result in a violation, citation, charge, arrest, warrant, or civil action;

- Report all incidents involving a Government owned or leased motor vehicle, Commercial motor vehicle, rental motor vehicle, or privately owned or leased motor vehicle and the use of controlled substances or intoxicating beverages; impairment resulting from prescription or over-the-counter drugs, illness, or medical condition; or other factors that impair concentration, motor skills or reaction time;

- Report any restriction, suspension, revocation, or cancellation of their driver's license, for any length of time, or any disqualification from holding a State, commercial, or international operator's license; and

- Notify supervisors of these incidents no later than the following business day after their occurrence. Failure to inform the supervisor of any such situation may subject employees to disciplinary action.

General Driving Policy

- Employees must have a valid state driver's license in their possession for the appropriate vehicle class before operating the vehicle. Operating a government-owned or rental vehicle without a valid state driver's license is prohibited;

- All drivers whose job duties require the use of a motor vehicle will receive initial defensive driver training within three months of entering on duty and refresher driver training every three years thereafter;

- All traffic violations or parking tickets will be the operator's responsibility;

- All driving requiring a Commercial Driver's License (CDL) will be performed in accordance with applicable Department of Transportation regulations;

- Drivers and all passengers are required to use provided seat belts at all times when the motor vehicle is in motion; and

- Employees operating any motor vehicle with a Gross Vehicle Weight Rating (GVWR) of 26,000 pounds or more, towing a vehicle 10,000 pounds GVWR or more, hauling hazardous material requiring the vehicle to be placarded, or transporting 16 or more persons (including the driver) must possess a valid CDL with all applicable endorsements. Program funds are authorized to pay for the cost of CDL licensing fees and exams, necessary for employees to operate fire equipment. In those cases where a test has been failed and must be retaken, the employee will be responsible for costs associated with additional testing.

Mobilization and Demobilization

To manage fatigue, every effort should be made to avoid off unit (excluding IA response) mobilization and demobilization travel between 2200 hrs and 0500 hrs.

Incident Operations Driving

This policy addresses driving by personnel actively engaged in wildland fire or all-hazard activities; this includes driving while in support, mobilization, and demobilization to an assigned incident or during initial attack fire response (includes time required to control the fire and travel to a rest location).

- Agency resources assigned to an incident or engaged in initial attack fire response will adhere to the current agency work/rest policy for determining length of duty day.
- No driver will drive more than 10 hours (behind the wheel) within any duty-day.
- Multiple drivers in a single vehicle may drive up to the duty-day limitation provided no driver exceeds the individual driving (behind the wheel) time limitation of 10 hours.
- A driver shall drive only if they have had at least 8 consecutive hours off duty before beginning a shift. Exception to the minimum off-duty hour requirement is allowed when essential to:
  - Accomplish immediate and critical suppression objectives.
  - Address immediate and critical firefighter or public safety issues.
- As stated in the current agency work/rest policy, documentation of mitigation measures used to reduce fatigue is required for drivers who exceed 16 hour work shifts. This is required regardless of whether the driver was still compliant with the 10 hour individual (behind the wheel) driving time limitations.

Casuals hired as drivers when employed by the BIA
Refer to Chapter 9 for more information

Fire Vehicle Operation Standards
Operators of all vehicles must abide by State traffic regulations. Operation of all vehicles will be conducted within the limits specified by the manufacturer. Limitations based on tire maximum speed ratings and GVWR restrictions must be followed. It is the vehicle operator's responsibility to ensure vehicles abide by these and any other limitations specified by agency or State regulations.

Management Controls to Mitigate Exposure
Management controls, engineering controls, equipment guards, and administrative procedures are the first line of defense against exposing an employee to a hazard. PPE will be used to protect employees against hazards that exist after all management controls are exhausted.

Wildland Fire Field Attire

Polyester, polypropylene, and nylon materials are not to be worn, because most synthetic fibers melt when exposed to flame or extreme radiant heat. Personnel should wear only undergarments made of 100 percent or the highest possible content of natural fibers, aramid, or other flame-resistant materials.

Personal Protective Equipment (PPE)

All personnel are required to use PPE appropriate for their duties and/or as identified in Risk Assessment. Employees must be trained to use safety equipment effectively.

Flame resistant clothing should be cleaned or replaced whenever soiled, especially when soiled with petroleum products. Flame resistant clothing will be replaced when the fabric is so worn as to reduce the protection capability of the garment or is so faded as to significantly reduce the desired visibility qualities.

Any modification to personal protective equipment that reduces its protection capability such as iron-on logos, and stagging of pants, is an unacceptable practice and will not be allowed on fires.

Required Fireline PPE includes:

- Wildland fire boots;
- Fire shelter (M-2002);
- Hard hat with chinstrap;
- Goggles/safety glasses (as identified by RA);
- Ear plugs/hearing protection;
- Yellow-long-sleeved flame resistant shirt ;
- Flame resistant trousers;
- Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use; and
- Additional PPE as identified by local conditions, material safety data sheet (MSDS), or RA.

Wildland Fire Boot Standard

Personnel assigned to wildland fires must wear a minimum of 8-inch high, lace-type exterior leather work boots with Vibram-type, melt-resistant soles. The 8-inch height requirement is measured from the bottom of the heel to the top of the boot. Alaska is exempt from the Vibram-type sole requirement.

All boots that meet the wildland fire boot standard as described above are required for firefighting and fireline visits, considered non-specialized PPE, and will be purchased by the employee (including AD/EFF) prior to employment.

Fire Shelters
New Generation Fire Shelters (M-2002, Forest Service Specification 5100-606) are required for all wildland firefighters. For more information, refer to **http://www.nifc.gov/fireShelt/fshelt_main.html**.

Training in inspection and deployment of new generation fire shelters will be provided prior to issuance. Firefighters will inspect their fire shelters at the beginning of each fire season and periodically throughout the year to ensure they are serviceable.

Training shelters will be deployed at required Annual Fireline Safety Refresher Training. No live fire exercises for the purpose of fire shelter deployment training will be conducted.

Fire shelters will be carried in a readily accessible manner by all line personnel. The deployment of shelters will not be used as a tactical tool. Supervisors and firefighters must never rely on fire shelters instead of using well-defined escape routes and safety zones. When deployed on a fire, fire shelters will be left in place if it is safe to do so and not be removed pending approval of authorized investigators. Firefighters must report the shelter deployment incident to their supervisor as soon as possible.

Head Protection
Personnel must be equipped with hardhats and wear them at all times while on the fireline. Hardhats must be equipped with a chinstrap, which must be fastened while riding in, or in the vicinity of, helicopters.

Acceptable hardhats for fireline use are:

- “Wildland Firefighter’s Helmet” listed in a current or past edition of the GSA Wildland Fire Equipment Catalog. To view a current catalog, go to **www.gsa.gov/fireprogram**; or
- equivalent hardhat meeting the *(NFPA) 1977 Standard on Protective Clothing and Equipment for Wildland Fire Fighting* requirements, or
- equivalent hardhat meeting ANSI Z89.1-2003 Type 1, Class G or ANSI Z89.1-2009 Type 1, Class G.

Hardhats consist of two components - the shell and the suspension - which work together as a system. Alteration of either of these components compromises the effectiveness of the system (e.g. wearing hardhat backwards) and is not allowed. Both components require periodic inspection and maintenance. The useful service life begins when the hardhat is put into service, not the manufacture date specified on the hardhat. Specific inspection and maintenance instructions are found in Missoula Technology and Development Center (MTDC) Tech Tip publication, *Your Hardhat: Inspection and Maintenance* (0267-2331-MTDC). **http://www.fs.fed.us/t-d/pubs/htmlpubs/htm02672331/index.htm** and the Hardhat Update: Summer 2012 Notice also issued by MTDC at **http://www.fs.fed.us/t-d/pubs/htmlpubs/htm12512825/**.

Eye and Face Protection
The following positions require the wearing of eye protection (meets *ANSI Z87.1* Standards):

- Nozzle operator;
- Chainsaw operator/faller;
- Helibase and ramp personnel;
- Wildland fire chemical mixing personnel; and
- Other duties may require eye protection as identified in a specific RA/RA.

Full face protection in the form of a face shield in compliance with *ANSI Z87.1* shall be worn when working in any position where face protection has been identified as required in the job specific RA: Batch Mixing for Terra-Torch®, power sharpener operators, etc.

Hearing Protection
Personnel who are exposed to a noise level in excess of 85db must be provided with, and wear, hearing protection. This includes, but is not limited to:

- Chainsaw operators/fallers;
- Pump operators;
- Helibase and aircraft ramp personnel; and
- Wildland fire chemical mixing personnel.

Other duties may require hearing protection as identified in a specific Risk Assessment. Employees may be required to be placed under a hearing conservation program as required by *29 CFR 1910.95*. Consult with local safety & health personnel for specifics regarding unit hearing conservation programs.

Neck Protection
Face and neck shrouds are not required PPE. The use of shrouds is not required and should be as a result of onsite risk analysis. If used, face and neck shrouds shall meet the requirements of USFS specification 5100-601 or *NFPA 1977 Standard on Protective Clothing and Equipment for Wildland Fire Fighting.*

Shrouds should be positioned in a manner that allows for immediate use. For additional information see MTDC Tech Tip *Improved Face and Neck Shroud for Wildland Firefighters, 2004* (0451-2323-MTDC). **http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/htm04512323/index.htm**

Leg Protection
All chainsaw operators will wear chainsaw chaps meeting the USFS Specification 6170-4F or 4G. Swampers should wear chaps when the need is demonstrated by a risk analysis considering proximity to the sawyer, slope, fuel type, etc. All previous Forest Service specification chainsaw chaps must be removed from service. Chainsaw chaps shall be maintained in accordance with MTDC Publication, *Inspecting and Repairing Your Chainsaw Chaps - User Instructions* (0567-2816-MTDC) **http://www.fs.fed.us/t-d/pubs/htmlpubs/htm05672816/page01.htm**.

Respiratory Protection
Respiratory protection should only be implemented once engineering and administrative controls are exhausted. The need for respiratory protection during wildland fire operations must be determined by each agency. The requirements for respirator use are found in 29 CFR Part 1910.134.

Only NIOSH-approved respirators shall be used. Several respiratory-type products are marketed to wildland firefighters but are not NIOSH-approved (e.g. shrouds with filtration devices).

Managers and supervisors will not knowingly place wildland firefighters in positions where exposure to toxic gases or chemicals that cannot be mitigated and would require the use of self-contained breathing apparatus.

Managers will not sign cooperative fire protection agreements that would commit wildland firefighters to situations where exposure to toxic gases or chemicals would require the use of self-contained breathing apparatus.

Specialized or Non-Standard Personal Protective Equipment (PPE)
Specialized PPE not routinely supplied by the agency (e.g. prescription safety glasses, static-resistant clothing, cold weather flame resistant outerwear, etc.) required to perform a task safely must be procured in accordance with agency direction, and supported by a Risk Assessment.

A Risk Assessment must be completed and reviewed by the Unit Safety Officer and the supervisor's approval is required. Items must meet agency and industry standards for specific intended use. Cold weather flame resistant outerwear shall be in compliance with NFPA 1977, *Standard on Protective Clothing and Equipment for Wildland Fire Fighting*. All cold weather inner wear should be composed of 100% or the highest possible content of natural fibers (cotton, wool or silk) or other flame resistant material such as aramid.

High Visibility Vests
In order to meet 23 CFR 634, high visibility apparel should be worn whenever a firefighter is working on or in the right of way of a public roadway. Employees must wear high visibility safety apparel that meets ANSI/ISEA 107-2004, Class 2 or 3, or ANSI/ISEA 207-2006.

Exceptions:
The high visibility safety apparel should not be worn if:

- There is a reasonable chance that the employee may be exposed to flames, high heat, or hazardous materials; and
- The high visibility garment hinders an employee's ability to do their job because it prevents necessary motion or because it limits access to necessary equipment such as radios or fire shelters.

Additional information is available in the Missoula Technology and Development Center (MTDC) report, *High-Visibility Garments and Worker Safety on Roadways* (1251-2818P-MTDC). **http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/html12512818**.

Fireline Safety

Incident Briefings
Fire managers must ensure that safety briefings are occurring throughout the fire organization, and that safety factors are addressed through the IC or their designee and communicated to all incident personnel at operational briefings. The identification and location of escape routes and safety zones must be stressed. A briefing checklist can be found in the IRPG.

LCES-A System for Operational Safety

LCES will be used in all operational briefings and tactical operations as per the IRPG.

- L - Lookout(s)
- C - Communication(s)
- E - Escape Route(s)
- S - Safety Zone(s)

Right to Refuse Risk
Every individual has the right to turn down unsafe assignments. When an individual feels an assignment is unsafe, they also have the obligation to identify, to the degree possible, safety alternatives for completing that assignment. The IRPG contains a process for "How to Properly Refuse Risk."

Smoke and Carbon Monoxide
It is important to note that smoke is just one of the potential risks faced by wildland firefighters. Site-specific hazards and mitigations need to be identified using a Risk Assessment to reduce firefighter exposure to smoke and potential carbon monoxide which includes evaluating and balancing all the risks associated with the operational objectives.

From an incident management perspective, smoke impacts need to be analyzed and a risk assessment completed using the ICS-215A, Incident Action Plan Safety Analysis worksheet. For additional information, reference NWCG memo NWCG#006-2012, *Monitoring and Mitigating Exposure to Carbon Monoxide and Particulates at Incident Base Camps at* **http://www.nwcg.gov/general/memos/nwcg-006-2012.html**.

Location of Fire Camps and Plans to Remain in Place
Fire camps should be located in areas that will service the incident for the long term without having to relocate. Due to such factors as extreme fire behaviors, fire camp locations might be compromised. IC's are to be especially vigilant to quickly identify situations that may put their fire camp(s) or any other adjacent fire camps in jeopardy. As such, planning for evacuation and/ or remain in place actions should be considered. Evacuation plans at a minimum shall include:

- Documented risk assessment
- Trigger points
- Egress routes
- Transportation for all personnel
- Accountability for all personnel
- Those individuals not meeting 310-1 qualifications will be considered escorted visitors as addressed elsewhere in this chapter.

Standard Safety Flagging
The NWCG recommends the following Safety Zone/Escape Route flagging for wildland fire activities:

- Hot-pink flagging marked “Escape Route” (NFES 0566). Crews with colorblind members may wish to carry and utilize fluorescent chartreuse flagging (NFES #2396); and

- Hazards. Yellow with black diagonal stripes, 1 inch wide (NFES 0267). If the above recommendation is not utilized on an incident, the incident will need to identify the selected color and make it known to all firefighters.

Emergency Medical Planning and Services

Emergency Medical Response
Medical emergency response is not a function of wildland fire suppression resources. Wildland firefighters are not trained and equipped to perform emergency medical response duties and should not be a part of a pre-planned response that requires these duties. When wildland firefighters encounter emergency medical response situations, their effort should be limited to immediate care (e.g. first aid, first responder actions they are trained and qualified to perform).

To provide for quick and effective response, all units (including dispatch centers) will develop and implement plans that specify emergency procedures, actions, and roles/responsibilities to ensure injured personnel are provided prompt and effective medical care and evacuation.

Incident Emergency Management Planning
In 2010, NWCG approved the standardized incident emergency protocol developed by the Dutch Creek Serious Accident Task Team, and issued direction that these emergency medical procedures be adopted by all IMT’s during daily operations.

Although some of the procedures are specific to larger Type 1 and Type 2 incidents when key unit leader positions are filled, these same procedures and protocols can be adapted for local unit use when managing Type 5, 4, and 3 incidents as well as during normal field operations. Local unit emergency medical plans must take into account all types and management levels of incidents.

To achieve successful medical response, Agency Administrators will ensure that their units have completed the following items prior to each field season:

- An Incident Emergency Plan that identifies medical evacuation options, local/county/state/federal resource capabilities, capacities, ordering procedures, cooperative agreements, role of dispatch centers, and key contacts or liaisons;

- Standardized communication center protocols that include the following components:
  - Determine the nature of the emergency;
  - If the emergency is a medical injury/illness, determine if the injury/illness is life threatening;
  - If the injury is life threatening, then clear designated frequency for emergency traffic;
  - Identify the on-scene point of contact by position and last name (i.e., TFLD Smith);
  - Ensure that the Medical Unit Leader (if assigned) is contacted immediately;
  - Identify number injured, patient assessment(s) and location (geographic and/or GPS coordinates);
  - Identify on-scene medical personnel by position and last name (i.e. EMT Jones);
  - Identify preferred method of patient transport;
  - Determine any additional resources or equipment needed;
  - Document all information received and transmitted on the radio or phone; and
  - Document any changes in the on-scene point of contact or medical personnel as they occur.

- For incidents that require the preparation of an IAP, an incident medical plan that satisfies the requirements found in NWCG memo number 025-2010 is required, and will include an expanded block eight of the ICS-206 Medical Plan detailing available resources (ground and air), roles, responsibilities, and hazard mitigations.

For more information, refer to NWCG 025-2010 at **http://www.nwcg.gov/general/memos/nwcg-025-2010.html**.

Air Ambulance Coordination
Unit and state/regional level fire program managers should ensure that procedures, processes, and/or agreements for use of local and regional air ambulance services are stated in writing and effectively coordinated between the fire programs, the dispatch/logistics centers, and the service providers.

Incident Emergency Medical Services
Agencies will follow interim NWCG minimum standards for incident emergency medical services to assist wildland fire Incident Commanders with determining the level and number of emergency medical resources and related supplies needed based upon the number of incident personnel. This standard as well as other incident medical information can be found on the NWCG Incident Emergency Medical Subcommittee website at: **http://www.nwcg.gov/branches/pre/rmc/iems/index.html**

Incidents that have established Medical Units shall follow the direction as outlined in *Interim NWCG Minimum Standards for Medical Units Managed By NWCG Member Agencies* at: **http://www.nwcg.gov/branches/pre/rmc/iems/policyguides/minimum_stds_for_medical_units.pdf**

NWCG has published *Clinical Treatment Guidelines for Wildland Fire Medical Units (PMS 551)*. These guidelines establish a national approach for medical care during large incidents that expand the typical emergency management services (EMS) scope of practice to include the mission of managing and maintaining the health and wellness of wildland fire personnel. These guidelines are available at: **http://www.nwcg.gov/branches/pre/rmc/iems/index.html**

Home units that choose to utilize and support higher level medical responders to provide medical support for internal agency medical emergencies (beyond basic first aid/CPR) may do so; however, certification and credentialing must follow respective state laws and protocols.

Required Treatment for Burn Injuries

The following standards will be used when any firefighter sustains burn injuries, regardless of agency jurisdiction.

After on-site medical response, initial medical stabilization, and evaluation are completed, the Agency Administrator or designee having jurisdiction for the incident and/or firefighter representative (e.g. Crew Boss, Medical Unit Leader, Compensations for Injury Specialist, etc.) should coordinate with the attending physician to ensure that a firefighter whose injuries meet any of the following burn injury criteria is immediately referred to the nearest regional burn center.

It is imperative that action is expeditious, as burn injuries are often difficult to evaluate and may take 72 hours to manifest themselves. These criteria are based upon American Burn Association criteria as warranting immediate referral to an accredited burn center.

The decision to refer the firefighter to a regional burn center is made directly by the attending physician or may be requested of the physician by the Agency Administrator or designee having jurisdiction and/or firefighter representative.

The Agency Administrator or designee for the incident will coordinate with the employee's home unit to identify a Workers Compensation liaison to assist the injured employee with workers compensation claims and procedures. Workers Compensation benefits may be denied in the event that the attending physician does not agree to refer the firefighter to a regional burn center.

During these rare events, close consultation must occur between the attending physician, the firefighter, the Agency Administrator or designee and/or firefighter representative, and the firefighter's physician to assure that the best possible care for the burn injuries is provided.

Burn Injury Criteria

- Partial thickness burns (second degree) involving greater than 5% Total Body Surface Area (TBSA);
- Burns (second degree) involving the face, hands, feet, genitalia, perineum, or major joints;
- Third-degree burns of any size are present;
- Electrical burns, including lightning injury are present;
- Inhalation injury is suspected;

- Burns are accompanied by traumatic injury (such as fractures);
- Individuals are unable to immediately return to full duty; and
- When there is any doubt as to the severity of the burn injury, the recommended action should be to facilitate the immediate referral and transport of the firefighter to the nearest burn center.

A list of burn care facilities can be found at: **http://www.blm.gov/nifc/st/en/prog/fire/im.html.** For additional NWCG incident emergency medical information see: **http://www.nwcg.gov/branches/pre/rmc/iems/index.html**.

Explosives, Munitions, and Unexploded Ordnance (UXO)

When encountering explosives, munitions, UXO, or suspected UXO, never pick up, handle, uncover, or touch suspected explosives or military munitions. Retreat and secure the area from entry. Immediately notify the local dispatch office, and gather as much information as possible from a safe distance.

Gather the following information and provide it to the dispatch center:

- Location of the explosive/munitions using a map, GPS coordinates, or landmarks (use of a GPS receiver is acceptable because it is a receive-only device);
- Picture of the explosive if it can be obtained from a safe distance;
- Who discovered the explosive/munitions and how they can be contacted;
- Condition of the explosive/munitions (e.g., buried, partially exposed, fully exposed, deteriorated, or punctured);
- Number and type of explosive/munitions visible (e.g., blasting caps, dynamite, bomb, grenade, etc.);
- Estimated size of explosive/munitions (e.g., length and diameter);
- Distinctive features of explosive/munitions (e.g., shape, color, markings);
- Nearby structures, if any (so inhabitants can be contacted and evacuated if necessary); and
- Public access to the vicinity (i.e., open or closed to motor vehicles).

Never spend more time near munitions, suspected explosives, or UXO than is absolutely necessary. Only collect the above information as long as it is safe to do so from a distance. Never compromise safety to collect information.

Notifications

Local dispatch centers are responsible for notifying:

- Agency law enforcement;
- Unit safety officer;
- Agency Administrator; and
- Local law enforcement.

Discovery of Explosives/Munitions/UXO Associated with Former Defense Sites. The military retains liability and responsibility for munitions removal and for remedial actions on all lands transferred (or transferring) from the military to the land management agencies, and is responsible for explosives safety at former defense sites. The military must be notified for all UXO on these lands.

Local law enforcement is responsible for contacting the appropriate military authority. If the responsible military unit is unknown, then local law enforcement should contact the U.S. Army Forces Command (FORSCOM), 52nd Ordnance Group (EOD), at its 24-hour emergency response number, (931) 431-3824.

For additional UXO safety information, see the current IRPG.

Industrial and Naturally Occurring Hazardous Exposures

Firefighters can potentially be exposed to hazards in the wildland fire environment. Encountered hazards can be both human and environmentally borne.

Recognizing there may be unique/are specific hazardous exposures; the following standards apply to all hazards;

- Identify unit-specific environmental hazards;
- Develop RA's for those hazards;
- Develop and provide specific training and standard operating procedures (SOP);
- Provide briefings/training for those who may be exposed;
- If exposure is suspected, immediately disengage and leave the area; and
- Seek immediate medical attention if exposure symptoms occur.

This section provides information and mitigations for most commonly encountered industrial and naturally occurring potential exposures. Recognizing there may be unique/area specific hazardous exposures (e.g., fungus causing valley fever, erionite, coal seams), the following standards apply to all hazards:

- Identifying unit-specific environmental hazards;
- Develop Risk Assessments for those hazards;
- Develop and provide specific training and SOP's;
- Provide briefings/training for those who may be exposed;
- If exposure is suspected, immediately disengage and leave the area; and
- Seek immediate medical attention if exposure symptoms occur.

Dump and Spill Sites

Employees that discover any unauthorized waste dump or spill site that contains indicators of potential hazardous substances (e.g., containers of unknown substances, pools of unidentifiable liquids, piles of unknown solid materials, unusual odors, or any materials out of place or not associated with an authorized activity) should take the following precautions:

- Follow the procedures in the IRPG;
- Treat each site as if it contains harmful materials;
- Do not handle, move, or open any container, breathe vapors, or make contact with the material;
- Move a safe distance upwind from the site;
- Contact appropriate personnel. Generally, this is the Hazardous Materials Coordinator for the local office; and
- Firefighters need to immediately report hydrogen sulfide (H_2S) or potential exposure and seek immediate medical care.

The following general safety rules shall be observed when working with chemicals:

- Read and understand the MSDS;
- Keep the work area clean and orderly;
- Use the necessary safety equipment;
- Label every container with the identity of its contents and appropriate hazard warnings;
- Store incompatible chemicals in separate areas;
- Substitute less toxic materials whenever possible;
- Limit the volume of volatile or flammable material to the minimum needed for short operation periods; and
- Provide means of containing the material if equipment or containers should break or spill their contents.

Responding to Wildland Fires in or near Oil/Gas Operations
For those offices with oil and gas operations within their fire suppression jurisdiction, the following is the minimum standard operating procedures to help ensure the health and safety of wildland firefighters:

- Firefighters shall receive annual oil and gas hazard recognition and mitigation training;
- Local unit shall complete a RA for wildland fire suppression activities in oil and gas areas and provide a copy with a briefing to all local and incoming resources;
- Establish Response Protocols and proper decontamination procedures to minimize exposure to additional employees, equipment, and facilities. Protocols will include notification procedures to respective oil and gas company(s);
- Ensure oil and gas resource advisors are consulted;
- Ensure that at least one member of each squad or engine crew is knowledgeable in the use and data interpretation of the H_2S gas monitor. Training on the device will include at a minimum:
  - Equipment charging and maintenance of sensors;
  - Startup, zeroing, calibration, and bump testing procedures as recommended by the manufacturer; and
  - How the monitor elicits a warning alarm (visual, auditory, vibration).
- Understand Peak Reading, Short Term Exposure Limits (STEL), and Time Weighted Averages;
  - Understand how to set the monitors alarm threshold.
- The monitor's alarm shall be set at the current American Conference on Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10 PPM 2008) and STEL (15 PPM 2008);
- If H_2S gas is encountered, immediately disengage and leave area; and
- Do not establish incident base camps or staging areas in or near oil and gas operations.

The following websites provide additional information and training resources:

- **http://www.nifc.gov/video/HazMat.wmv**
- **http://iirdb.wildfirelessons.net/main/Reviews.aspx**
- **www.nfpa.org/assets/files/pdf/Sup10.pdf**

Responding to Wildland Fires in or Near Radioactive Locations
Abandoned uranium mines and other potential radioactive sites exist in many areas of public lands. When these areas are identified, local management should provide information and direction on operations to be used. General knowledge and understanding of potential radiation exposure is necessary for wildland fire program management to make valid risk management decisions in these areas. The following websites provide this information and general guidelines:

- **http://www.nifc.gov/policies/red_book/doc/RadiationDocument.pdf**
- **http://www.nifc.gov/policies/red_book/doc/RadiationGuidance.pdf**

Hazardous Water Sources

Many water sources used during fire suppression activities may appear harmless, but contain hazardous materials (e.g. hydraulic fracturing fluid, cyanide, sewage, corrosives). These hazardous water sources may pose threats to personnel health and firefighting equipment. Indicators that a water source may be hazardous include proximity to active or inactive mining operations, gas/oil wells, water treatment facilities, or other industrial operations. In many cases, these hazardous water sources may not be fenced and no warning signs may be present.

Suppression personnel should evaluate water sources to ensure they do not contain hazardous materials. If unsure of the contents of a water source, personnel should not utilize the water source until its contents can be verified. Dispatch centers, Resource Advisors, or on-scene personnel can assist with verification of safe water sources. Information about known hazardous water sources should be included in operational briefings.

Hydrogen Cyanide (HCN) Exposure

Synthetic materials such as plastics, nylon, Styrofoam®, and polyurethane can produce HCN. HCN exposure can disrupt the body's ability to use oxygen, cause asphyxia, and cause carbon monoxide poisoning. Common items such as sofas, carpeting, vehicles, and other products routinely found in the wildland can produce smoke with HCN.

Symptoms of HCN poisoning include bitter almond odor on breath, burning taste in mouth, stiffness of lower jaw, feeling of numbness or constriction in throat, weakness, and headache.

Follow hazardous materials protocols contained in the IRPG to mitigate exposure to HCN. If personnel may have been exposed to HCN, immediate referral to a health care facility capable of toxicology testing and treatment of HCN exposure is required.

Safety for Non-Operational Personnel Visiting Fires

A wide variety of personnel such as AA's, other agency personnel, dignitaries, members of the news media, etc., may visit incidents. The following standards apply to all visitors:

Visits to an Incident Base

Recommended field attire for visits to incident base camps and other non-fireline field locations:

- Lace-up, closed toe shoes/boots with traction soles and ankle support;
- Trousers;
- Long-sleeve shirt; and
- For agency personnel, the field uniform is appropriate.

Fireline Logistical Support

Personnel performing fireline logistical support duties (e.g. bus drivers, supply delivery/retrieval, incident drivers, non-tactical water delivery, etc.) must meet the following requirements:

- Complete fire shelter training;
- Fireline PPE;
- Receive an incident briefing;
- Ensure adequate communications are established;
- Other requirements (if any) established by the IC; and
- A WCT is not required unless required for a specific position defined in the PMS 310-1.

Minimum Requirements for Visits to the Fireline/RX Burns

Visits (such as media visits or political/administrative tours) to hazardous areas of the fire or areas that pose a fire behavior threat will be managed by meeting the requirements below.

- Visits to the fireline must have the approval of the IC/Burn Boss;

- Visitors must maintain communications with the DIVS or appropriate fireline supervisor of the area they are visiting; and
- Required PPE:
  - Wildland fire boots;
  - Yellow long-sleeved flame resistant shirts;
  - Flame resistant trousers;
  - Hard hat with chinstrap;
  - Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use; and
  - Fire shelter (M-2002), must also receive fire shelter training.
- Required field attire:
  - Undergarments made of 100 percent or the highest possible content of natural fibers or flame-resistant materials.
- Required equipment/supplies:
  - Hand tool; and
  - Water canteen.

Visitors to the Fireline/RX Burns may be “Non-Escorted” or “Escorted” depending on the following requirements:

Non-Escorted Visits

Visitors must have an incident qualification with a minimum physical fitness level of “light” to visit the fireline unescorted.

- Must have adequate communications and radio training.
- Completed the following training:
  - Introduction to Fire Behavior (S-190);
  - Firefighter Training (S-130); and
  - Annual Fireline Safety Refresher Training, including fire shelter training.
- Deviation from this requirement must be approved by the IC or Burn Boss.

The law enforcement physical fitness standard is accepted as equivalent to a “light” WCT work category.

Escorted Visits

All non-incident, non-agency visitors lacking the above training and physical requirements must be escorted while on the fireline.

- Visitors must receive training in the proper use of PPE;

- Requirement for hand tool and water to be determined by escort;
- Visitors must be able to walk in mountainous terrain and be in good physical condition with no known limiting conditions; and
- Escorts must be minimally qualified as Single Resource Boss. Any deviation from this requirement must be approved by the IC or Burn Boss.

Helicopter Observation Flights

Visitors who take helicopter flights to observe fires must receive approval from the IC, a passenger briefing, and meet the following requirements:

- Required PPE:
  - Flight helmet;
  - Leather boots;
  - Flame-resistant clothing; and
  - All leather or leather and aramid gloves.

Occasional passengers/visitors have no training requirement, but a qualified flight manager must supervise loading and unloading of passengers.

Fixed-Wing Observation Flights

No PPE is required for visitors and agency personnel who take fixed-wing flights to observe fires. However, a passenger briefing is required, and the flight level must not drop below 500 feet AGL.

Six Minutes for Safety Training

It is recommended that daily Six Minutes for Safety training be conducted that focuses on high-risk, low frequency activities that fire personnel may encounter during a fire season. A daily national Six Minutes for Safety briefing can be found at: **http://www.wildfirelessons.net/uploads/6mfs/home.html** or the National Incident Management Situation Report.

SAFENET

SAFENET is a form, process, and method for reporting and resolving safety concerns encountered in any aspect (e.g., preparedness, training, etc.) of wildland fire or all hazard incident management. The information provided on the form will provide important, safety-related data to NIFC and determine long-term trends and problem areas.

The objectives of the form and process are:

- To provide immediate reporting and correction of unsafe situations or close calls in wildland fire;
- To provide a means of sharing safety information throughout the fire community;
- To provide long-term data that will assist in identifying trends; and
- Primarily intended for wildland and prescribed fire situations, however, SAFENET can be used for training and all hazard events.

Individuals who observe or who are involved in an unsafe situation shall initiate corrective actions if possible, and then report the occurrence using SAFENET. You are encouraged, but not required, to put your name on the report. Prompt replies to the originator (if name provided), timely action to correct the problem, and discussion of filed SAFENET's at local level meetings encourage program participation and active reporting.

SAFENET is not the only way to correct a safety-related concern and it does not replace accident reporting or any other valid agency reporting method. It is an efficient way to report a safety concern. It is also a way for front line firefighters to be involved in the daily job of being safe and keeping others safe, by documenting and helping to resolve safety issues. SAFENET's may be filed:

- Electronically at **http://safenet.nifc.gov**;
- By SAFENET Field Card.

The SAFENET Field Card can be used by wildland fire personnel to immediately identify and report unsafe situations or close calls that should receive immediate resolution/mitigation. If the situation cannot be resolved at the local/incident level, the reporting individual is encouraged to follow the formal SAFENET submission process stated above. SAFENET Field Cards are available at: **http://safenet.nifc.gov**.

Accident/Injury Reporting

The Occupational Safety and Health Administration (OSHA) mandates that all accidents and injuries be reported in a timely manner. This is important for the following reasons:

- To protect and compensate employees for incidents that occur on-the-job;
- To assist supervisors and safety managers in taking corrective actions and establish safer work procedures;

- To determine if administrative controls or personal protective equipment are needed to prevent a future incident of the same or similar type; and
- To provide a means for trend analysis.

Employees are required to immediately report to their supervisor every job-related accident. Managers and supervisors shall ensure that an appropriate level of investigation is conducted for each accident and record all personal injuries and property damage. Coordinate with your human resources office or administrative personnel to complete appropriate Office of Worker's Compensation (OWCP) forms. Reporting is the responsibility of the injured employee's home unit regardless of where the accident or injury occurred.

Employees will report accidents using the Safety Management Information System (SMIS) at **https://www.smis.doi.gov/**. Supervisors shall complete SMIS report within six (6) working days after the accident/injury.

Critical Incident Management

The NWCG has published the *Agency Administrator's Guide to Critical Incident Management* (PMS 926). This guide is designed as a working tool to assist Agency Administrators with the chronological steps in managing a critical incident. This document includes a series of checklists, which outline Agency Administrator's and other functional area's oversight and responsibilities. The guide is not intended to replace local emergency plans or other specific guidance that may be available, but should be used in conjunction with existing SOP's. Local units should complete the guide, and review and update at least annually. This guide is only available electronically at: **http://www.nwcg.gov/pms/pubs/pubs.htm.**

Critical Incident Stress Management (CISM)

A critical incident may be defined as a fatality or other event that can have serious long term effects on the agency, its employees and their families or the community. Such an event may warrant stress management assistance. The local AA may choose to provide CISM for personnel that have been exposed to a traumatic event.

The availability of CISM teams and related resources (e.g. defusing teams) varies constantly - it is imperative that local units pre-identify CISM resources that can support local unit needs. Some incident management teams include personnel trained in CISM who can provide assistance.

Chapter – 9
Business Management and Administration

Policy

The BIA follows the uniform application of the interagency policies and guidelines as developed in the *Interagency Incident Business Management Handbook* (IIBMH). BIA will follow the direction set forth in the IIBMH in all incident business management functions except where specific to agency legal mandates, policies, rules or regulations.

There are important administrative functions that pertain to all aspects of wildland fire management. There are procedures specific to BIA for ensuring uniform application of regulations on use of human resources, including recruitment, pay (FPPS), injury compensation, travel, commissary, acquisition of equipment and supplies in accordance with applicable procurement regulations; maintenance of finance, property, procurement and personnel records and forms, cooperative agreements/interagency agreements, and exceptions for use of the Integrated Charge Card.

Management of Human Resources

This section provides information and procedures regarding management of human resources, including recruitment, pay, injury compensation, travel, and commissary.

Recruitment

Recruiting plans, hiring instructions and operating procedures should be developed by agencies in advance of incidents and include: sources of personnel, age requirements, physical fitness, proper clothing, conditions of hire, wages, and any special procedures pertaining to recruitment and use of personnel. All personnel will be covered 1) under the Administrative Determined Pay Plan for Emergency Workers as casual; or 2) under a cooperative agreement; or 3) by a contract; or 4) as a regular government employee.

Responsibilities

Recruiting agency is responsible for:

- Ensuring the development of recruiting plans;
- Providing training and certification; AND
- Completing the hiring paperwork.

Hiring unit or government official for casual hires is responsible for:

- Completing the hiring paperwork;
- Applying the provisions of the AD Pay Plan for Emergency Workers; and
- Ensuring that incident qualifications are current.

Organized Crews

Organized crews under agreements are managed in accordance with the terms of those agreements.

The agency that establishes the crew agreement is responsible to:

- Identify incident behavior expectations;
- Document consequences for inappropriate behavior in the crew agreement;
- Ensure incident behavior expectations are provided to crew personnel; and
- Establish procedures to document acknowledgement of receipt of this information by crew personnel.

Agencies may choose to utilize the IIBMH Incident Behavior Form.

Agreements for organized crews, who are hired as casuals, will comply with the AD Pay Plan for Emergency Workers.

The hiring unit is responsible to screen organized crews before they are transported to an incident and ensure all crew personnel have proper clothing and meet position and physical fitness qualifications.

Crew representatives or crew bosses are responsible to provide a copy of the agreement, upon request, to the incident management team or incident agency to ensure the terms of the agreement are met.

Crews provided under contract (known as Contract Crews) are governed by the terms of the contract and the provisions in this chapter do not apply.

Casuals

Single resource casuals may be hired locally or through state employment offices. Hiring of casuals through a state employment office shall be in accordance with an agreement and understanding reached prior to the incident on hiring methods and procedures for casuals. Hiring units must adhere to the provisions in the AD Pay Plan for Emergency Workers when hiring casuals. Units are responsible for designating the appropriate agency hiring official, either by name or position.

Nonresident aliens may be hired and paid as casuals for the duration of an incident (Comp. Gen. B-146142, 6/22/61). The IRS requires each non-resident alien to have a valid SSN at the time of hire. IRS can be reached at **http://www.ssa.gov/**.

Hiring officials will complete the Single Resource Casual Hire Information Form (PMS 934) at the time of hire and obtain the casual's signature. Retain a copy for the hiring unit and provide a copy to the casual. Follow agency policy for disposition of the original. This form is not required when hiring crews.

If the requesting incident agency has identified on the resource order that electronic devices such as cell phones, etc. are required to accompany the ordered individual, the hiring official will assist the individual with obtaining government issued or acquired property prior to mobilization. If the hiring unit is unable to provide government owned/acquired equipment, advise the individual to contact the incident assignment supervisor upon arrival.

Agencies, incident management teams or incident support units should not establish EERA'S or other federal contracts for personal computers, laptops, cellular phones, PDA's, cameras, or GPS as the incident unit should provide these items, if required by the position.

Federal and state income taxes will be withheld from the casual's earnings. Casuals must be provided the opportunity to complete appropriate federal and state income tax withholding forms at the time of hire to ensure the correct amount of tax is withheld.

Casual earnings may be subject to Social Security earnings limitations. Casuals should contact the Social Security Office to determine applicability.

Casuals are required to adhere to established incident behavior responsibilities and may be released if inappropriate behavior occurs.

Hiring units are responsible to provide the Incident Behavior Form to single resource casuals, ensure the casual signs the form, retain the original form and provide the casual with a copy. An Incident Behavior Form (PMS 935) is required at the time of hire for each incident. (See IIBMH Section 13.6 Exhibit 21.)

The Area Commander, Type 1 and Type 2 Incident Commander, Type 1 or Type 2 Deputy Incident Commander, Security Specialist Level 1 or Level 2, Fire Investigator, and Buying Team Leader are key positions and may only be filled by current agency employees.

For state or local government partners who cannot work on federal incidents under their employment status or cooperative agreement due to policy or statute, the following positions will be allowed to be filled under the included conditions:

- Area Commander: State or local government employees who meet qualifications as certified by their Geographic Area Coordinating Group;
- Type 1 and Type 2 Incident Commanders: State or local government employees who meet qualifications as certified by their Geographic Area Coordinating Group; and
- Fire Investigators: State or local government employees.

It is recommended the following positions be filled by current agency employees; Incident Business Advisor, Finance/Administration Section Chief, Procurement Unit Leader, Compensation/Claims Unit Leader, and Injury Compensation Specialist. If these or any other positions are filled through the use of the AD Pay Plan, the hiring official is responsible to ensure the individual has maintained current qualifications and experience.

Casuals hired under the AD Pay Plan for Emergency Workers cannot supervise, hire, order or recommend payments that in any way affect a company or contractor the casual has ownership or employment with or perform any other financial responsibilities to, or for, the company or contractor on an incident. If such working conditions exist on an incident or other work place, the casual is to immediately disclose their relationship with the company, or contractor, to their immediate supervisor, the Agency Administrator, Incident Business Advisor or Finance/Administration Section Chief for immediate action.

Persons hired as casual firefighters must meet the following requirements:

- Be at least 18 years old;
- Minimum physical fitness standards as established by agency policy;
- Minimum training requirements for the position before assignment;
- Agency security requirements;
- Have proper clothing and footgear; and
- All small unit leadership, e.g., Crew Bosses and assistants, Squad Bosses and/or Crew Representative Leader, engine supervisors (captains) and assistants (engineers), must be proficient in the English language and the language used by members of their crew/ units.

Job Corps and Youth Conservation Corps (YCC) Enrollees

Refer to IIBMH.

Hiring of 16 and 17 Year Olds

In accordance with applicable State and Federal laws, 16 and 17 year old persons may be hired. Obtain incident agency policies (State or Federal) for hiring regulations.

Hiring of Federal Retirees

Federal retirees may be hired as casuals under the AD Pay Plan for Emergency Workers. They must meet the same hiring requirements as any other casual. Federal retirees who received separation incentive payments, e.g., buyout, may be subjected to repayment of incentive payment if hired as a casual. Retirees should check with the OPM for specific restrictions.

Volunteers Under a Formal Agreement

Volunteers may be hired as casuals for an incident. While in casual pay status, the provisions of the volunteer agreement do not apply.

Using Regular Government Employees from Other Federal Agencies

It may be permissible to hire and utilize regular government employees from any federal agency as a casual while they are in a non-pay status, e.g., leave without pay, furlough, intermittent and regularly scheduled days off. See agency specific directives or policy for guidance.

Cooperators

Refer to IIBMH.

Casuals Hired as Drivers When Employed by BIA

In accordance with the BIA Motor Vehicle Policy, casuals hired as drivers are required to possess a valid driver's license in order to operate a motor vehicle and have safe driving record.

Agencies should recruit a pool of drivers prior to fire season. They must submit GSA Form 3807, Government Motor Vehicle License and Driving Record, in advance to verify they have a favorable driving record **http://www.bia.gov/nifc/library/Memos/index.htm**. Form 3807 will be processed through Regional channels to retrieve the driving record of the application with the State, or National Driver Registry and applicable Tribe. Regional Directors can contact the Division of Safety and Risk Management for information on completing and submitting Form 3807.

Meeting the qualification requirements for a motor vehicle license is a condition of employment within BIA for those individuals whose duties require the operation of a motor vehicle for official wildland fire operations business. Failure to adhere to the policy will result in automatic termination of the casual.

BIA employees who are required to operate a privately owned or leased or Government owned motor vehicle either as a condition of employment or incidentally in support of their primary job functions must follow the BIA Motor Vehicle Policy **http://www.bia.gov/nifc/library/Memos/index.htm**. This definition includes BIA employees who occupy positions not officially classified as a Motor Vehicle Operator.

EFF Program Management and Funding

It is recommended that crew management boards be established regionally. The intent of the EFF crew management boards or designee is to provide a consolidated and consistent approach to managing EFF administration, training and operations by:

- Facilitating and providing accountability for training and crew qualifications;
- Reviewing, prioritizing and consolidating program funding requests;
- Identifying and verifying the number of BIA EFF crews available annually to the Assistant Center Manager at the NICC;
- Establishing procedures to respond to employee conduct issues that are beyond the scope of the home unit; and
- Crew Management Plans are to be sent to the National Office upon revision or implementation, (geographic and/or agency specific).

Request For Funding Authorization

The authorization and procedure for use of the operations “suppression” (AF2001010) program account, for emergency firefighter training is as follows.

- A regional funding request plan must be completed that identifies the program need for EFF funding;
- The request must be submitted through the EFF crew management boards or equivalent to the respective Regional FMO by January 1st of each year;
- Requests will be reviewed and authorized in writing to the respective agency; and

- BIA-NIFC will do random audits of this process to ensure program compliance.

Training Program Funding Process

The BIA national fire program has authorized the use of the operations "suppression" program account to provide training of EFF personnel. The use of this account for the purposes described below requires Regional Office authorization.

A fireCode will be used by all BIA units to charge obligations related to EFF required training for either trainees or instructors annually by separate memo from the BIA Fire Director.

The following describes what may be charged to this activity:

- Payments for facility rental, fire camps, and related support costs to present EFF required fire training courses and field exercises;
- Payments for catering when training is located in remote locations that are not conducive to people traveling home and returning the next day;
- Payments for transportation of EFF personnel to training;
- Payments for fire training instructors i.e., salary, per diem, and related travel;
- Payments for maintaining or providing fuel and service equipment used to support the EFF training program; and
- Procurement of training course materials and supplies.

Authorization and procedures for use of the DOI AD Pay Plan for fire training are as follows:

The plan may be used to pay individuals, other than regular federal employees to attend fire suppression training with the following parameters:

Not to exceed a total of 80 hours per year for an individual in preparation for emergency fire situations;

Not to exceed a total of 120 hours per year for a qualified individual to prepare, instruct, and issue certificates for required courses for emergency incident situations;

Allows the hiring of personnel to attend prescribed fire training and/or to instruct fire suppression or prescribed fire training when weather conditions, training coordination, and a timely response are critical to the success of the training. Activities that can be planned well in advance must use traditional methods of payment; and

Training should take place during regular work hours.

Supplies and Materials Funding

Preparedness funding must be used for such things as one-time startup costs for EFF crews. One-time startup costs including the cost of equipment, supplies and materials.

The authorization and procedures for use of the preparedness account are as follows:

A documented and approved EFF training program should be established by the home unit in conjunction with the Crew Management Board or equivalent to train EFF personnel for wildland fire or camp crew tasks;

The EFF crew management board or equivalent should develop a consolidated funding request; and

The request should be consolidated into a subsidiary request. Requests for the fiscal year will be submitted through the crew management boards or equivalent and respective Regional FMO's to BIA-NIFC Operations by January 1st of each year. Funding requests will be reviewed and authorized in writing to the respective Regional FMO.

Pay Provisions

The sections follows guidelines as reflected in the IIBMH concerning tours of duty, hours of work, and pay for Government employees and casuals. Refer to the IIBMH, Chapter 10 for more detail. The following are detailed administrative procedures for BIA specific pay provisions.

Overtime Pay

Public Law 106-558 required that employees of the Department of the Interior whose overtime pay is calculated under rules established in Title 5, United States Code, Section 5542(a), to be paid at a rate equal to one and one-half times their hourly rate of basic pay when they are engaged in emergency wildland fire suppression activities (reference IIBMH, Chapter 10, Section 12.11.).

Use hours code 113 to record overtime hours earned by exempt employees working in exempt positions. In order to qualify for hours code 113, an exempt employee's overtime work must be charged to wildland fire, severity, or wildland fire suppression funds tied to the support of suppression operations and recorded on a time sheet approved by an appropriate supervisor.

This also applies to employees involved in the preparation and approval of emergency stabilization plans. The overtime provisions apply only during the initial emergency assessment period, until the emergency stabilization plan is submitted for approval or 21 days after fire containment (whichever is less).

Use regular overtime hours code (110) to record wildland fire suppression activity overtime for all non-exempt employees and for exempt employees working in a non-exempt position. Reference the IIBMH, Chapter 10, for a listing of exempt and non-exempt incident positions.

Pay code, 113, Firefighter Overtime/Regular Unscheduled - authorizes employees to be paid under annual rather than bi-weekly maximum earnings limitations.

Do not use hours code 113 for any other overtime earned including prescribed fire, other fuels management activities, implementation of fire rehabilitation plans, or for overtime incurred in conjunction with any non-fire incident, e.g., hurricanes, floods, non-fire presidential declarations.

This overtime pay provision does not apply to:

- Personnel involved in prescribed fire, other fuels management activities, implementation of fire rehabilitation plans, or to overtime incurred in conjunction with any other activity not specified above.

- Conducting fire training for regular General Schedule (GS) or Wage Grade (WG) employees.

Removal of Pay Cap – Bi-Weekly Salary Limitation

- Public Law 100-202 removed the pay cap limitations for those employees engaged in duties that are performed “in support of wildfire emergencies during the period January 1, 1987 through September 30 1987.” Public Law 100-523, known as the Forest Wildfire Emergency Pay Equity Act of 1988, amended Title 5, U.S. Code allows forest firefighting employees to be paid overtime without limitation while serving on forest fire emergencies.

- The FPPS established the Message Code “FF” to comply with the law cited in “1” above. It is used to document times when an employee who is fighting forest fires and is not subject to the bi-weekly maximum earnings. The message code “FF” does not remove the annual maximum pay limitation, which restricts earning to no more than the maximum rate received by a GS-15 step 10.

Exempt And Non-exempt Firefighting Positions

See IIBMH, Chapter 10, section 12.11 for Positions on Type I and Type II incidents identified as exempt and non-exempt.

Non-fire Support Staff

Suppression overtime is not limited to Forestry/Fire Management personnel. Support staff from other programs at the agency, who are supporting the incident as requested by the fire management office, are entitled to wildfire suppression overtime.

Hazard Pay

Hazard Pay for GS Employees

- When the employee is involved in a hazardous condition as described in Chapter 10 Section 12.9 of the IIBMH, reference 5 U.S. Code 5545 (d) and 5 CFR 550.903, timekeepers must code hazard pay using pay code 090 V separate from Regular hours, 010, and Overtime Pay Code 113.

- In determining hazardous duty and environmental differentials for other types of exposure, verify with CFR references listed above. Once the percentage rate has been identified, refer to the FPPS Pay Codes Manual to find the appropriate Environmental/Hazard (EH) code to be entered on the Time and Attendance (T&A) Record.

Coding of Time for Fire Management Personnel Time

The purpose of the following instruction is to ensure proper use and coding of the cost structure field on the T&A Reports.

When entering hours and cost accounts on the T&A, it is important the respective functional area and the WBS structure be positioned correctly in the cost structure field. Invalid functional area and WBS structures improperly positioned or erroneously coded will result in a default in the FBMS and a charge will be posted to the agency's or Region's default account.

Personnel funded from the WFM appropriation will charge their regular base 8 hours to the preparedness account with appropriate WBS fireCode related to the incident.

Personnel funded from the WFM appropriation will charge their overtime, hazard (if applicable) to the appropriate incident: wildfire, wildland fire use, support action, severity, hazard fuels or rehabilitation project.

Coding of Time for Non-Fire Management Personnel

When coding a T&A in FPPS for non-fire employees the base 8, overtime and hazard (if applicable) is coded and charged to the appropriate WBS incident, support action or hazard fuels treatment project.

Personnel Timekeeping/Recording

Timekeeping/Recording Objective

The primary objective is to keep time records for individuals under a system of control, see IIBMH, Chapter 10, section 13. Emergency Firefighter Time Reports (OF-288) that have been certified as accurate by an authorized signature are considered to be accurate for pay purposes and authorization for overtime. Agency timekeepers will not make changes to the official document, except to correct mathematical error and/or to complete return travel entries. If there are errors on the OF-288, timekeepers should contact the incident agency for clarification or verify the hours as indicated on CTR's (SF-261).

Fire hours must be reported on an OF-288 or a SF-261 for a GS or WG employee when engaged in emergency wildfire suppression and wildland fire use activities. The OF-288 and SF-261 verify and authorize official hours worked.

The incident supervisor and/or FMO certify time worked by signing the CTR on an incident. The CTR is the document on which time for all crews and overhead is initially recorded. The IC's time report is signed by the AA or FSC. Individuals may not sign their own CTR.

Final Emergency Firefighter Time Report OF-288

The Time Unit Leader reviews the time reports, ensures all on-shift and commissary issues have been posted and signs Block 26. Casuals and regular government employees must sign Block 25 of the OF-288.

Initial attack crews that are moved from incident to incident and that are managed by the incident agency are required to start a new column for each new incident. It is not always necessary to start a new OF-288. The CTR is acceptable for verification of overtime for GS employees in lieu of the OF-288.

Commissary

Purpose

Commissaries are established to service the needs of incident personnel. There are two types of commissary, contracted and agency-provided. Casuals, regular employees, and all other assigned personnel should be equipped to be self-sufficient for several days on the incident to reduce the need for commissary. Refer to IIBMH Chapter 10, Section 14.

Posting Commissary Issues

The personnel time recorder will post commissary issues to the OF-287, or contractor provided form, to the OF-288 daily. Posting includes transferring date of issue, items issued and amount to Block 22 of the OF-288, and transferring the ID number from Block 1 of the OF-288 to Block 12 of the OF-287.

Upon receipt of the OF-288, the home unit/agency will ensure that appropriate commissary charges are deducted from the employee's pay.

Responsibility of Travel

An employee's home unit/agency is responsible for providing a TA in accordance with agency regulations and policy. Refer to IIBMH Chapter 10, Section 16.

Travel Authorization and Vouchers

A travel authorization is required for employees subject to fire assignments outside their assigned duty stations **before** travel begins. A travel voucher is required in GovTrip for each Incident assignment. An open travel authorization is no longer valid. Refer to GovTrip travel policy at **https://govtrip.com//govtrip/site/index.jsp**. An employee in travel status to and from a fire is entitled to per diem. Upon arrival at a fire camp where food and lodging are provided, in CONUS the traveler would be entitled to $5.00 per day for incidental expenses.

Government Integrated Charge Cards

Regular federal government employees who travel on official business are required to use a government integrated charge card for travel related expenses.

Acquisitions

Authority

This section sets forth procedures governing emergency incident acquisition program operations. Authority is derived from the Federal Property and Administrative Services Act of 1949, 41 U.S.C. 253, as amended.

Delegations of procurement authority for an incident shall be made in accordance with agency policy. DOA's issued by federal agencies may be honored as authority to procure in interagency incident situations. It is incumbent on ordering officials to request and permit only those with the properly delegated procurement authority to be assigned as Procurement Officers. Warranted Procurement Officers shall provide a copy of their warrant and delegated procurement authority to the incident agency and must adhere to our Agency regulations.

Per 90 IAM, the WFM program for the BIA, requires the use of the IIBMH in conducting wildland fire business.

Acquisition Methods

Government Integrated Charge Card Micro-purchase

The following outlined procedures must be followed by micro-purchase card holders:

- Purchases shall be made by the most efficient method and in accordance with incident Agency procedures. The resource order and request number must be included on all acquisition documents (including convenience checks and purchase card receipts).

- Purchases under the micro-purchase threshold of $3,000 for supplies and $2,500 for services may be made by micro purchasers using their integrated charge card or convenience checks.

The BIA Branch of Fire Management's waiver for fire/emergency personnel purchases are cited in Memoranda dated 6/12/03. **http://www.bia.gov/nifc/library/Memos/index.htm** The exceptions are identified below:

Meals, Beverages and Lodging

This exception will be used to lodge and feed EFF and seasonal employees serving on fire crews or in emergency situations

Rental of Vehicles

This exception will be used for short-term rental of vehicles for local transportation of fire crew/emergency personnel when expeditious transportation cannot be through other means.

Personal Gear

This exception will be used to purchase personal items, e.g., clothing, boots and/or toiletries, for fire crew/emergency personnel when items are destroyed, lost or stolen while serving on the fire crew/emergency team.

A claim shall be deemed to have been presented when an incident agency, home unit, or other designated office receives written notification, accompanied by a claim for money damages in sum certain n(for specific amount) from a claimant, or his/her duly authorized agent or legal representative. Claims may be presented on a Claim for Damage Injury, or Death (SF-95) for tort claims, agency=specific form for employee claims, or in other written form. (See Chapter 70 of the IIBMH.)

A payment of one-hundred dollars ($100.00) per calendar year "stipend" is authorized for all personnel holding a valid Incident Qualification and Certification System (IQCS) Incident Qualification Card (Red Card) with a fitness rating of arduous" or "moderate", and who, as a condition of employment, are required to purchase footwear that meet the standard as outlined in the Blue Book.

Contracting Officer/Purchasing Agent/Buying Team Member

Warranted Contracting Officers may use integrated charge cards to place orders and/or make payments over the micro-purchase threshold when the supplies or services are under contractual instruments. These instruments include contracts, basic order agreements, incident claims (non-Tort) and BPA's.

BPA

Agency Purchasing Agent or Contracting Officers should establish BPA's with local vendors who are used on a recurring basis. The process works best for purchases over the micro-purchase threshold and for the following:

- **Meals, beverages and lodging** - This exception will be used to lodge and feed EFF (casual) and seasonal employees serving on fire crews in emergency situations.

- **Rental of Vehicles** - Rental Cars – Use of rental cars while assigned to an incident must be authorized by the incident agency or incident, and documented on a resource order. The incident agency should provide rental cars to authorized incident personnel through an agency procurement method, d.g. BPA, purchase order, contract, or Emergency Equipment Rental Agreement (EERA).

- **Personal Gear** - This exception will be used to purchase personal items such as clothing, boots or toiletries for fire crew/emergency personnel when items are destroyed, lost or stolen when on a wildland fire assignment.

A claim shall be deemed to have been presented when an incident agency, home unit, or other designated office receives written notification, accompanied by a claim for money damages in sum certain n(for specific amount) from a claimant, or his/her duly authorized agent or legal representative. Claims may be presented on a Claim for Damage Injury, or Death (SF-95) for tort claims, agency=specific form for employee claims, or in other written form. (See Chapter 70 of the IIBMH.)

A payment of one-hundred dollars ($100.00) per calendar year "stipend" is authorized for all personnel holding a valid Incident Qualification and Certification System (IQCS) Incident Qualification Card (Red Card) with a fitness rating of arduous" or "moderate", and who, as a condition of employment, are required to purchase boots that meet the standard as outlined in the Blue Book.

- **Payment of medical treatment** for EFF firefighters when authorized by APMC.

The Regional/Agency Purchasing Agents or Contracting Officers shall ensure that those who are designated to place orders follow the procedures in FAR 13.303.5 and must review BPA's annually. BPA's with local vendors may provide goods or services and are established to shorten the procurement cycle.

Service and Supply Plan

Incident agencies shall establish procedures for administering the EERA and Incident Blank Purchase Agreement (I-BPA) including ordering, inspecting, record-keeping, releasing and paying. Changes or modifications to the EERA or I-BPA terms and conditions may only be made by the original signing procurement officer. If the original signing procurement officer is not available and adjustments are deemed appropriate, a new EERA will be established at the incident and only applies for the duration of the incident. Unless otherwise specified in the EERA or I-BPA, the jurisdictional or protection agency is responsible for payment.

The Regional/Agency Purchasing Agents or Contracting Officers shall ensure that those who are designated to place orders follow the procedures in FAR 13.303.5 and must review BPA's annually. BPA's with local vendors may provide goods or services and are established to shorten the procurement cycle.

Agencies shall maintain a Service and Supply Plan that identifies local resources. These plans should be established pre-season. The Service and Supply should include the following:

- EERA, OF-294 (Valid only for the duration of the incident);
- Land Use and Facility Rental Agreements;
- Blank Purchase Agreement(s);
- Other agency contracts;
- Available local open-market sources. List sources for heavy-demand items, such as clothing, food items, food service (including menus), hand tools, fuel, and vehicle and equipment rentals and repairs;
- Local interagency agreements and Annual Operating Plans;
- Geographic area supplement for standard emergency equipment rental rates covering different types of equipment and vehicles; and
- Geographic area supplemental food policy, which may restrict the national policy.

Incident Procedures for Purchasing

Agencies may develop Incident Business Operating Guidelines, to supplement guidance in this acquisition section, to provide consistent incident business management operations throughout the unit. These plans should be established by the agency/Tribe in the year and prior to need.

The Incident Business Operating Guidelines should include the following:

- An IBA DOA and responsibilities, if the incident agency/Tribe requests an IBA for Type I or Type II fires;
- Responsibilities;
- Organization and Communications;
- Procurement;
- Commissary;
- Compensation for Injury and AMPC;
- Information Systems Management;
- Incident Payments;

- AD Pay Plan Rates see **http://www.nifc.gov/programs/programs_PaymentCenter.html**;
- End of Pay Period & Attendance Reports;
- Law Enforcement;
- Cooperative Agreements; and
- Closeout.

Incident Procedures for Purchasing

Individuals assigned to incidents or Agency staff, who have micro-purchase authority, must coordinate all purchases with the IMT Finance Section Chief, Procurement Unit Leader or AA.

Purchases made on an incident must be documented with a resource order, a copy of all procurement documents must be turned into the IMT Finance Chief or AA prior to leaving the incident. The resource order may be used in lieu of agency requisition forms.

Integrated Charge Card Template - Fire

A fire template is an integrated charge card option to allow fire personnel (FMO's, Hot Shot Crew Superintendents, Buying Team members, Fire Dispatchers, Crew Representatives and Crew Bosses) to purchase meals, lodging, supplies and services for crews. All purchases are centrally billed and cost accounting code adjustments are indicated on the charge card monthly statement and submitted to the Regional representative who processes charge card adjustments.

The Regional/Agency FMO determines who needs to be assigned to a fire template, obtains endorsement from the individual's supervisor and submits the request to the Regional Agency Program Organization Coordinator (A/POC) for approval.

When the request is approved by the Regional APC, the Agency Point of Contact (A/POC) contacts the Acquisition-Charge Card Program Coordinator and request the individual be assigned to one of the fire templates. This should be requested as soon as needed (e.g. at the beginning of the fire season, upon assignment to an incident for single resources).

When the fire template is approved by Reston, Virginia, the A/POC will notify appropriate Agency personnel (e.g. administrative staff responsible for travel voucher processing, etc.).

Types of fire templates

With the exception of automated teller machine (ATM) cash advances, all items purchased under any of the three fire templates will be centrally billed.

- Option Set #03043: Non-warranted Personnel,
- Single Purchase Limit - $3,000.
- Option Set #03044: Personnel with $10,000 limited warrant, Single Purchase limit - $10,000.
- Option Set #03045: Warranted Personnel with over $10,000 Warrant, No Single Purchase limit.
- Note: Option Sets No. 2 and 3 can only be assigned to Warranted Contracting Officers.

Restrictions

- Individuals with fire templates must have purchasing authority to charge travel expenses for themselves and their entire crew as well as other emergency incident related purchases. A copy of the resource order must be on file to support costs for the crew. When lodging and meals are paid with the Integrated Charge Card, crew members will be only reimbursed for miscellaneous expenses.
- Individuals must ensure that only authorized expenses are charged on the Integrated Charge Card (meals, lodging, rental car, fuel, etc). Examples of unauthorized expenses include, but are not limited to, optional insurance for rental cars, hotel movie rentals, alcoholic beverages, phone calls, fines, penalties, etc.
- Phone calls, both business and authorized personal calls, should be made using the government calling card issued from the home unit.
- The APOC must notify appropriate agency personnel (e.g. administrative staff responsible for travel voucher processing) of individuals who are under a fire template and the effective dates(s).

Accountability

- Receipts for centrally billed items must be filed with the charge cardholder account statement. Individuals and Regional APOC's are responsible for ensuring that travel-related expenses comply with BIA travel regulations and are within per diem limits.

- Personnel under a fire template changing costs from centrally billed to individually billed must file a travel voucher for M&IE. Traveler must submit to the Regional APOC the following information when changing charges from centrally to individually billed items:

    - Account Number: Last 12 digits;
    - Transaction Posting Date;
    - Transaction Amount;
    - Merchant Name;
    - Reference Number (If available); and
    - A brief justification for the request to transfer the transaction.

- Individuals, reviewing officials, or others approving travel vouchers must ensure charges and reimbursements are appropriate. For information purposes, the travel voucher must show the daily lodging charges even if lodging charges are centrally billed and not claimed. Personnel are responsible to ensure that current per diem rates are recorded when requesting reimbursement.

Voucher for Travel

To receive reimbursement for travel, emergency fire personnel must ensure a travel authorization is approved by supervisor before travel begins. Fire personnel must adhere to Regional Office procedures for filing travel vouchers. The cardholder will file a travel voucher for reimbursement of items that are not provided by the Government (i.e. if lodging and meals were not provided while en route to a fire). A travel voucher is not required if travel expenses (meals, lodging, rental car, etc.) have been provided by the government (centrally billed items are considered provided by the Government). A travel voucher should be claimed for miscellaneous expenses.

Convenience Checks for Emergency Incident Support

Convenience checks may be issued to vendors only when the vendor does not accept the integrated charge card. The integrated charge card is the first choice for making purchases of commercially available goods and services within the cardholder's single purchase limit. If a vendor does not accept a credit card a convenience check may be written for emergencies by the Contract Specialist at NIFC. Convenience checks are limited to $2,500 per transaction. Integrated charge card transactions are considered an electronic payment and, therefore, must comply with the DCIA. Convenience check transactions, on the other hand, are not considered electronic.

Convenience checks for emergency incident support may not be written for travel cash advances, travel expenses, salary payments, cash awards, refunds, travel-related tickets, payments to oneself, Government Bills of Lading, commercial bills of lading exceeding $100 or personal clothing or footwear (unless it is a commissary order request).

Persons arriving at incidents who have micro-purchase authority must coordinate purchases with the Finance/Administration Section Chief, or Procurement Unit Leader. Purchases made on an incident must be documented with a resource order and a copy of all transactions must be turned over to the Finance Section Chief or home unit prior to leaving the incident.

Contracting Officers are responsible for adhering to BIA policy regarding check issuance, check completion, responsible check use, completion of 1099s for IRS reporting, and documentation of related commitment items in FBMS.

Emergency Equipment Rental Agreements (EERA)

Procedure

The Emergency Equipment Payment Operating Guidelines provides procedure, guidance and instructions to the BIA WFM Programs, Regional fire management offices and agency offices, Office of Financial Management, Office of Acquisition and Property for implementation of the EERA's payment process. Refer to the IIBMH, Chapter 20, for EERA Administration.

Procedures for Including the System for Award Management (SAM) Requirement in EERA's.

The BIA must follow these procedures to include the SAM requirement when establishing EERA's the Warranted Contracting Officer (CO) coordinates with vendor and provides guidance and assistance to complete this information:

If the performance of an existing EERA extends beyond December 31, of the year the EERA is written, it must be modified to incorporate Federal Acquisition Regulation (FAR) clause 52.204-7, CCR.

For existing EERA's whose vendors are registered in SAM, no further action is required unless a change in your business circumstances required updates. SAM consolidated the CCR registry, regional and agency offices should send annual reminders to vendors to update SAM registrations.

The exemption found at FAR 4.1102(3) (ii), contracts awarded by Contracting Officers, in the conduct of emergency operations, will apply only to procurements initiated during an incident and not to procurements initiated pre-incident or during pre-season preparation.

The exemption found at FAR 4.1102(4), contracts to support unusual or compelling needs (see 6.302-2), will also apply only to procurements initiated during an incident and not to procurements initiated pre-incident or during pre-season preparation.

Include the most current version of FAR clause 52.213-4 – Terms and Conditions – Simplified Acquisitions (Other Than Commercial Items) when establishing EERA's. Also include by reference these additional FAR clauses that apply to EERA's:

52.204-7 – System Award Management (Feb 2010)
52.208-4 – Vehicle Lease Payments (April 1984)
52.208-5 – Condition of Leased Vehicles (April 1984)
52.208-6 – Markings of Leased Vehicles (April 1984)
52.236-7 – Permits and Responsibilities (November 1991)
52.243-1 – Changes – Fixed Price (Aug 1987), Alternate I (April 1984)

Prior to establishing an EERA during the pre-season, the contractor must be registered and have an active record on the System Award Management (SAM) site on the Central Contractor Registry (CCR) at **http://www.sam.gov.** Additional information can be found at **http://www.acquisition.gov.**

During emergencies, a contractor who has not registered on SAM must provide an ACH enrollment form. The contractor must complete and mail or fax this form to BIA Finance or include the completed form in the EERA payment package.

- The BIA, Division of Accounting Management (DAM) at Reston, Virginia requires a copy of the EERA to process payments for emergency incidents and small business vendors

- Contracting Officers should review pre-season EERA's to determine if there is a likelihood the equipment will be dispatched and payments will be made; if so, these EERA's should be added to the vendor table. During the active fire season, Contracting Officers should work closely with their local dispatch offices to ensure that vendor, ACH and SAM information is included in the vendor table, prior to receiving any invoices for equipment that has been or will be called up, within or outside the local area.
- If a number of EERA payments are needed for a large incident or if the workload in an office is such that payments cannot be processed in a timely manner, an APT should be requested through normal dispatch channels. The NPS has established APT's and are under a national rotation schedule. They can process vendor payments for equipment, supplies and services. See the *National Interagency Mobilization Guide* **http://www.nifc.gov/nicc/mobguide/index.htm**l (NFES 2092) for information on dispatch procedures for the NPS APT's.

- Whenever emergency equipment invoices are processed, checks and balances must be in place to ensure proper payment. This is especially critical if integrated charge card/convenience check payments are made by procurement personnel who may not have the level of experience and training in processing payments as voucher examiners and Certifying Officers. For guidelines used to process Emergency Equipment Use Invoices, refer to IIBMH, Chapter 20.

- The following cannot be paid with an integrated charge card or convenience check:

    - National contracts except when approved by the issuing Contracting Officer. Approval should be documented and filed with the payment.

    - Personnel hired under the AD Pay Plan are not included with an equipment payment.

Centralized Emergency Firefighter Payment Center

Authority

- Department of the Interior and Related Agencies appropriation Act of FY 2001 & Subsequent Years, P.O. 106-291.
- Federal Land Policy and Management Act of 1976 (43 U.S.C. & 1702).
- National Wildlife Refuge Administration Act of June 27, 1998 (16 U.S.C. & 668dd).
- National Indian Forest Resources Management Act of 1990 (25 U.S.C. & 3101).
- *Interagency Incident Business Management Handbook*.

Policy

- Emergency firefighters area paid pursuant to the AD Pay Plan for Emergency Workers (casuals) Time and attendance for casuals is processed by the CPC using the FPPS and will be referred to as the Casual Pay System. **http://www.nifc.gov/programs/programs_PaymentCenter.html**. The CPC processes all DOI casual payroll for emergency incidents.

- Emergency incidents include fire, or extreme fire potential, flood, storm or any other all-hazard emergency that threatens damage to federally protected property, has the potential to cause loss of life, serious injury, public health risk, or damage to natural or cultural resources unless brought under immediate control.

- Tribal employees can serve as a Time Officer (Item No. 26 on OF-288) when specific contract or compact language authorizes this function and must be in the approved Cooperative Agreement or Annual Funding Agreement (AFA).

Agency Administrator (AA) and Fire Management Officer (FMO)

The AA's and FMO's are responsible for implementing the AD Pay Plan as authorized under the authority and provisions in the AD Pay Plan. This is pursuant to 5 U.S.C. 5102(c) (19), 7 U.S.C. 2225 and 2226, and 43 U.S.C. 1469. The AD Pay Plan is implemented and revised annually to ensure compliance with new laws, regulations and legal opinions are met. EFF's shall be paid under the provisions of the AD Pay Plan - **http://www.nifc.gov/programs/programs_PaymentCenter.html**.

The AA may delegate the hiring authority to the FMO.

Regional Points of Contact

Regional Points of Contact (POC) shall have the following responsibilities:

- Provide program leadership and oversight for incident business.
- Disseminate program information for incident business.

Regional and Agency Responsibilities

The following documents will be submitted to the CPC. Forms can be found at the CPC website at **http://www.nifc.gov/programs/programs_PaymentCenter.html**.

- Original OF-288 Timesheet;
- The W-4, W-5, W-7, and State income tax form (if applicable) will be used if submitted. This is the responsibility of the employee. If not submitted the higher tax rate will apply;
- Single resource Casual Hire Information, Form PMS 934; and
- Casual Hire Payment Information, Direct Deposit, SF-1199a.

The EFF OF-288 timesheets will be reviewed for the following information before the Agency submits to the Regional Office:

- Regular government and Tribal employees OF-288 timesheets do not get processed by the CPC. They should be sorted and provided to the appropriate agency and Tribal payroll clerks;
- The OF-288's will be arranged in alphabetical order;
- Ensure BIA is indicated on the OF-288;
- Ensure the OF-288 is legible;
- Two or more OF-288s for the same individual will indicate in the right corner of each OF-288, "Page 1 of 2; Page 2 of 2";
- Each OF-288 will be checked for completion of all items. Item No. 2 through 26 (check for accuracy);

- Ensure correct accounting information is on the OF-288;
- Ensure the AD rate is consistent with title as outlined in AD Pay Plan and geographical area supplements;
- Time officer signature signed and legible;
- Employee signature signed;
- Ensure the correct hiring unit is on the OF-288;
- Documentation for work performed beyond 16 hours per day;
- Copy of any other documentation which relates to casual employee's pay or on-the-job injuries;
- Upon completion of audit, the auditor will initial the OF-288 in Item No .23, remark section; and
- Transmittal sheet will be submitted with the batches of OF-288's, to Regional POC or directly to the CPC.

All Hazard Incidents

Authority

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), P.L. 93-288, as amended.

Presidential Executive Order 12148.

The National Response Framework uses the foundation provided by the Homeland Security Act, P.L. 107-296 HSPD-5 and the Stafford Act to provide a comprehensive, all-hazards approach to domestic incident management.

The National Response Framework can be found at **www.fema.gov.**

The Post-Katrina Emergency Management Reform Act (PKEMRA).

The Economy Act. 31 USC 1535-1536 (2005).

Service First Legislation. Public Laws 106-291 and 109-54.

The National Emergencies Act. 50 USC 1601-1651 (2005).

The Office of Federal Procurement Policy Act. 41 USC 428a (2004).

The Emergency Federal Law Enforcement Assistance Act (EFLEA) 42 USC 10501 (2006).

Policy

- Presidential Declared Disasters

Process

The NRF identifies the coordinating agency and primary agency(s) responsible for each of the 15 Emergency Support Functions (ESF) outlined in the Framework.

- Non-Stafford Act Disasters

Consult agency specific guidelines for all hazard responses not specifically covered by a Presidential emergency declaration. These guidelines should outline the level of response allowed and include any additional requirements.

Pay Provisions

Federal employees responding to all hazard assignments will follow procedures outlined in the IIBMH and applicable agency regulations.

Cooperative Relations

Federal employees responding to all hazard assignments will follow procedures outlined in Chapter 50 of the IIBMH and applicable agency regulations.

Chapter – 10
Incident Organization, Management and Operations

Introduction

National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the National Response Framework can be found at: **www.fema.gov/national-response-framework.**

The BIA and NWCG follows the NIMS, which is a component of the National Response Framework. NIMS provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. NIMS will be used to complete tasks assigned to the interagency wildland fire community under the National Response Framework.

The NIIMS will be phased out of all NWCG documentation "since the Presidential Directive 5 has mandated NIMS as the system for all incidents in the US", per the NWCG #115th Meeting Summary of Decisions, October 16, 2012. NIIMS is being replaced by NIMS.

The ICS is the on-site management system used in NIMS. The ICS is a standardized emergency management system specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations and all hazard incidents.

Agency Administrators are responsible for all land management activities within their respective jurisdictions and therefore provide direction and delegation for the management of an incident. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

Incident Organization

All teams are ordered through the established ordering channels from local dispatch offices, GACC's and the NICC.

Incident Command

All wildfires, regardless of complexity, will have an IC. The IC is a single individual responsible to the Agency Administrator(s) for all incident activities. IC's are qualified according to the NWCG Wildland Fire Qualifications Systems Guide PMS 310-1 (NFES # 310-1) and any additional agency requirements. The IC may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. ICS functional area duties should be assigned to the most qualified or competent individuals available. IC's are responsible for:

- Obtaining a Delegation of Authority and/or expectations to manage the incident from the Agency Administrator. For Type 3, 4, or 5 incidents, delegations/expectations may be written or oral;
- Ensuring that safety receives priority consideration in all incident activities, and that the safety and welfare of all incident personnel and the public is maintained;
- Assessing the incident situation, both immediate and potential;
- Maintaining command and control of the incident management organization;
- Ensuring transfer of command is communicated to host unit dispatch and to all incident personnel;
- Developing incident objectives, strategies, and tactics;
- Developing the organizational structure necessary to manage the incident;
- Approving and implementing the Incident Action Plan, as needed;
- Ordering, deploying, and releasing resources;
- Ensuring incident financial accountability and expenditures meet agency policy and standards; and
- Ensuring incident documentation is complete.

For purposes of initial attack, the first IC on scene qualified at any level will assume the duties of initial attack IC. The initial attack IC will assume the duties and have responsibility for all suppression efforts on the incident up to his/her level of qualification until relieved by an IC qualified at a level commensurate with incident complexity.

As an incident escalates, a continuing reassessment of the complexity level should be completed to validate the current command organization or identify the need for a higher level of incident management.

An IC is expected to establish the appropriate organizational structure for each incident and manage the incident based on his/her qualifications, incident complexity, and span of control. If the incident complexity exceeds the qualifications of the current IC, the IC must continue to manage the incident within his/her capability and span of control until replaced.

Incident Types

Type 5 Incident

- Ad hoc organization managed by a Type 5 Incident Commander;
- Primarily local resources used;
- ICS command and general staff positions are not activated;
- Resources vary from two to six firefighters;
- Incident is generally contained within the first burning period and often within a few hours after resources arrive on scene; and
- Additional firefighting resources or logistical support are not usually required.

Type 4 Incidents

- Ad hoc organization managed by a Type 4 Incident Commander;
- Primarily local resources used;
- ICS command and general staff positions are not activated;
- Resources vary from a single resource to multiple resource task forces or strike teams;
- Incident is usually limited to one operational period. However, incidents may extend into multiple operational periods;
- Written IAP is not required. A documented operational briefing will be completed for all incoming resources. Refer to the *Incident Response Pocket Guide* for a briefing checklist.; and
- Role of Agency Administrator is to provide/approve objectives and priorities for the management of the Incident.

Type 3 Incidents

- Ad hoc or pre-established Type 3 organization managed by a Type 3 Incident Commander;
- The IC develops the organizational structure necessary to manage the incident. Some or all of ICS functional areas are activated, usually at the Division/Group Supervisor and/or unit leader level;
- The Incident Complexity Analysis process is formalized and certified daily with the jurisdictional agency. It is the IC's responsibility to continually reassess the complexity level of the incident. When the complexity analysis indicates a higher complexity level the IC must ensure that suppression operations remain within the scope and capability of the existing organization and that span of control is consistent with established ICS standards;
- Local and non-local resources used;
- Resources vary from several resources to several task forces/strike teams;
- May be divided into divisions;
- May require staging areas and incident base;
- May involve low complexity aviation operations;
- May involve multiple operational periods prior to control, which may require a written IAP;
- Documented operational briefings will occur for all incoming resources and before each operational period. Refer to the *Incident Response Pocket Guide* for a briefing checklist;
- ICT3's will not serve concurrently as a single resource boss or have any non-incident related responsibilities;
- May require a Published Decision in WFDSS; and
- May require a written DOA.
- Role of Agency Administrator is to:
  - Provide/approve objectives and priorities for the management of the Incident. See **Appendix 10-3**;
  - Insure the completion of Organizational Needs Assessment Develop and approve the WFDSS document and re-validate as needed;
  - If non-agency personnel are assigned management of the incident a DOA must be assigned;
  - Assign a representative to the team that is knowledgeable in fire and can participate in all team meetings;
  - Consider assigning a Tribal liaison to the incident;
  - Identify and request opportunities for training assignments of local personnel; and
  - Oversight of incident business management at the local level for acquisition, personnel, work and rest guidelines, claims, agreements (local/Tribal).

When ICT3's are required to manage an incident, they must not have concurrent responsibilities that are not associated with the incident and they must not concurrently perform single resource boss duties.

The NWCG has not established Command and General Staff positions at the Type 3 complexity level, with the exception of Incident Commander Type 3 (ICT3). However, a Type 3 incident may require additional functional positions to assist the Incident Commander. The following table lists minimum qualification requirements for these functional responsibilities.

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at type 3 level
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer
Operations	Task Force Leader
Division	Single Resource Boss Operational qualification must be commensurate with resources assigned (i.e. more than one resource assigned requires a higher level of qualification).
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.
Finance	Local entities can establish level of skill to perform function.

Type 2 Incidents

- Pre-established incident management team managed by ICT2.
- ICS command and general staff positions activated.
- Many ICS functional units required and staffed.
- Geographic and/or functional area divisions established.
- Complex aviation operations.
- Incident command post, base camps, staging areas established.
- Incident extends into multiple operational periods.
- Written IAP required for each operational period.
- Operations personnel often exceed 200 per operational period and total personnel may exceed 500.
- Requires a Published Decision in WFDSS or other decision support document.

- Requires a written DOA to the Incident Commander. See **Appendix 10-2.**
- Role of Agency Administrator:
  - Provide/approve objectives and priorities for the management of the Incident. See **Appendix 10-3**;
  - Insure the completion of the Organizational Needs Assessment;
  - Develop and approve the WFDSS and re-validate as needed;
  - If non-agency personnel are assigned management of the incident a written DOA must be signed;
  - Assign a local agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings;
  - Consider assigning a Tribal representative to the incident.
  - Provide an Agency Administrator briefing to the team, see example in **Appendix 10-1**;
  - Identify and request opportunities for training assignments of local personnel;
  - Oversight of incident business management to order additional incident support, e.g., buying team, expanded dispatch, APT, IBA;
  - Identify the need for additional incident management and resources, such as a Type I IMT, AC and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or national guard or BAER team; and
  - Before release of the IMT, provide an Incident Team Evaluation to the IC. See **Appendix 10-4**.

These Type 2 IC's command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions. Personnel performing specific Type 2 command and general staff duties must be qualified at the Type 1 or Type 2 level according to the *310-1* standards and any additional agency requirements.

Type 1 Incidents

- Pre-established incident management team managed by Type 1 Incident Commander;
- ICS command and general staff positions activated;
- Most ICS functional units required and staffed;
- Geographic and functional area divisions established;
- May require branching to maintain adequate span of control;

- Complex aviation operations;
- Incident command post, incident camps, staging areas established;
- Incident extends into multiple operational periods;
- Written IAP required for each operational period;
- Operations personnel often exceed 500 per operational period and total personnel may exceed 1000;
- Requires a Published Decision in WFDSS or other decision support document. See **Appendix 10-2**;
- Requires a written DOA to the IC.
- Role of Agency Administrator:
    - Provide/approve objectives and priorities for the management of the incident. See **Appendix 10-3**;
    - Insure the completion of an Organizational Need Assessment;
    - Develop and approve the WFDSS document and re-validate as needed;
    - If non-agency personnel are assigned management of the incident a written DOA must be signed;
    - Assign a local Agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings;
    - Consider assigning a Tribal representative to the incident;
    - Provide an Agency Administrator briefing to the team, see example in **Appendix 10-1**;
    - Identify and request opportunities for training assignments of local personnel;
    - At this stage, interface with the team often takes more of the Agency Administrator's time;
    - Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, APT and an IBA.; and
    - Identify the need for additional incident management and resources, such as a Type I IMTs, AC, and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or National Guard, or BAER team.

These ICs command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions. Personnel performing specific Type 1 command and general staff duties must be qualified at the Type 1 level according to the *310-1* standards and any additional agency requirements.

UC is an application of the ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under UC, agencies work together through their designated incident commanders at a single incident command post to establish common objectives and issue a single IAP. UC may be established at any level of incident management or area command.

Under UC all agencies with jurisdictional responsibility at the incident contribute to the process of:

- Determining overall strategies;
- Selecting alternatives;
- Ensuring that joint planning for tactical activities is accomplished; and
- Maximizing use of all assigned resources.

Situations when UC is used:

- Incidents involve more than one jurisdictional boundary; and
- Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.

The goals of UC are to:

- Improve the information flow and interface between agencies;
- Develop a single collective approach to the incident, regardless of its functional complexities;
- Optimize the efforts of all agencies to perform their respective missions;
- Reduce or eliminate duplicate efforts or missions;
- Improve each agency's awareness of the plans and actions of all others;
- Ensure that all agencies with responsibility for the incident have an understanding of their organization's goals, objectives, and restrictions;
- Ensure that no Agency's authority will be compromised;
- Develop objectives for the entire incident.

Advantages of UC are:

- A single set of objectives is developed for the entire incident;
- A collective approach is used to develop strategies to achieve incident objectives;
- Information flow and coordination is improved between all jurisdictions and agencies involved in the incident;
- All involved agencies have an understanding of joint priorities and restrictions; and
- No agency's legal authorities will be compromised or neglected.

Area Command

AC is an ICS organization established to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command may become Unified Area Command when incidents are multi-jurisdictional. The determining factor for establishing area command is the span of control of the agency administrator.

National Area Command teams are managed by the NMAC and are comprised of the following:

- Area Commander (ACDR);
- Assistant Area Commander, Planning (AAPC);
- Assistant Area Commander, Logistics (AALC); and
- Area Command Aviation Coordinator (ACAC).

Depending on the complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned.

Area Command Functions include:

- Establish overall strategy, objectives, and priorities for the incident(s) under its command;
- Allocate critical resources according to priorities;
- Ensure that incidents are properly managed;
- Coordinate demobilization;
- Supervise, manage, and evaluate Incident Management Teams under its command; and
- Minimize duplication of effort and optimize effectiveness by combining multiple agency efforts under a single Area Action Plan.

Managing the Incident

Agency Administrator Responsibilities

The AA manages the land and resources on their organizational unit according to the established land management plan. Fire management is part of that responsibility. This position is generally filled by local unit personnel.

Situations that may require additional safety oversight:

- A fire escapes initial attack or when extended attack is probable;
- There is complex or critical fire behavior;
- There is a complex air operation;
- The fire is in an urban intermix/interface; and
- Other extraordinary circumstances.

The AA establishes specific performance objectives for the IC and delegates the authority to the IC to take specific actions to meet those objectives. AA responsibilities to an IMT include:

- Conduct an initial briefing to the Incident Management Team. See **Appendix 10-1**;
- Provide an approved WFDSS;
- Complete an Incident Complexity Analysis to accompany the WFDSS Published Decision;
- Coordinate with neighboring agencies on multi-jurisdiction fires to issue a joint DOA and develop a single Published Decision in WFDSS for the management of unplanned ignitions;
- Issue a written DOA (**Appendix 10-2**) to the IC and to other appropriate officials, AA Representative, Resource Advisor, and IBA. The delegation should:
  - State specific and measurable objectives, priorities, expectations, AA's intent, constraints, and other required direction;
  - Establish the specific time for transfer of command;
  - Assign clear responsibilities for initial attack;
  - Define your role in the management of the incident;
  - Conduct during action reviews with the IC;
  - Assign a resource advisor(s) to the IMT;
  - Define public information responsibilities;
  - If necessary, assign a local government liaison to the IMT; and
  - Consider assigning a Tribal Liaison to the IMT.
- Assign an IBA to:
  - Work under the direct supervision of the AA and in coordination with the IMT;
  - Provide incident business management oversight commensurate with complexity;
  - Direct IMT to address rehabilitation of areas affected by suppression activities;
- Coordinate mobilization with the IC:
  - Negotiate filling of mobilization order with the IC;
  - Establish time and location of AA briefing;

    - Consider approving support staff additional to the IMT as requested by the IC; and
    - Consider authorizing transportation needs as requested by the IC.
- Provide pertinent support materials and documents (L/RMP, FMP, GIS data, local unit SOP's, maps, Service and Supply Plan, etc.) to the IMT.

In situations where one agency provides fire suppression service under agreement to the jurisdictional agency, both jurisdictional and protecting agencies will be involved in the development of and signatories to the DOA's and the Published Decision in WFDSS to the incident management teams.

The **Agency Administrator Representative** (the on-scene AA is responsible for representing the political, social, and economic issues of the AA to the IC This is accomplished by participating in the AA briefing, in the IMT planning and strategy meetings and in the operational briefings. The AA Representative and the Resource Advisor positions may be combined and performed by one individual. Duties are stated in the *Resource Advisor's Guide for Wildland Fire* (NWCG PMS 313, NFES 1831, Jan 2004).

Responsibilities include representing the Agency Administrator to the IMT regarding:

- Compliance with the Delegation of Authority and the Published Decision in WFDSS;
- Public Concerns (air quality, road or trail closures, smoke management, threats);
- Public safety (evacuations, access/use restrictions, temporary closures);
- Public information (fire size, resources assigned, threats, concerns, appeals for assistance);
- Socioeconomic, political, or Tribal concerns;
- Land and property ownership concerns;
- Interagency and inter-governmental issues;
- Wildland urban interface impacts; and
- Media contacts.

Resource Advisor Responsibilities

The Resource Advisor is responsible for anticipating the impacts of fire operations on natural and cultural resources and for communicating protection requirements for those resources to the Incident Commander.

The Resource Advisor should ensure IMT compliance with the Land/ Resource Management Plan and Fire Management Plan.
The Resource Advisor and the AA Representative are generally filled by local unit personnel. These positions may be combined and performed by one individual. Duties are stated in the *Resource Advisor's Guide for Wildland Fire* (NWCG PMS 313, NFES 1831, Jan 2004). The Resource Advisor should provide the IC with information, analysis, and advice on these areas:

- Rehabilitation requirements and standards;
- Land ownership;
- Hazardous materials;
- Fuel breaks (locations and specifications);
- Water sources and ownership;
- Critical watersheds;
- Critical wildlife habitat;
- Noxious weeds/aquatic invasive species;
- Special status species (threatened, endangered, proposed, sensitive);
- Fisheries;
- Poisonous plants, insects and snakes;
- Mineral resources (oil, gas, mining activities);
- Archeological site, historic trails, paleontological sites;
- Riparian areas;
- Military issues;
- Utility rights-of-way (power, communication sites);
- Native allotments;
- Grazing allotments;
- Recreational areas; and
- Special management areas (wilderness areas, wilderness study areas, recommended wilderness, national monuments, national conservation areas, national historic landmarks, areas of critical environmental concern, research natural areas, wild and scenic rivers).

Trainees are encouraged. On wildland fire incidents, trainees may supervise trainees. However, when assigning trainees to positions where critical life-safety decisions are affected, trainees must be directly supervised by a fully qualified individual. (NWCG Memorandum #018-2010 Assignment of Trainees to Incident Positions, April 8, 2010). For example:

- A DIVS trainee may not work directly for an Operations Section Chief without additional field supervision. The potential for high hazard work with high risk outcomes calls for a fully qualified DIVS to be assigned supervision of the DIVS trainee.

- A SPUL trainee may supervise a RCDM trainee. In this case, supervision may be successfully provided in a lower hazard environment with appropriate risk mitigation.

Incoming Team Transition/Transfer of Command

The following guidelines will assist in the transfer of incident command responsibilities from the local unit to incoming IMT and back to the local unit:

- The local team or organization already in place remains in charge until the local representative briefs their counterparts on the incoming team, a DOA has been signed, and a mutually agreed time for transfer of command has been established;
- The ordering unit will specify times of arrival and transfer of command, and discuss these timeframes with both the incoming and outgoing command structures;
- Clear lines of authority must be maintained in order to minimize confusion and maintain operational control;
- Transfers of command should occur at the beginning of an operational period, whenever possible;
- All operational personnel will be notified on incident command frequencies when transfer of command occurs;
- AA Briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident; and
- Agency staff should expect the incoming IC to contact the fire's unit dispatch in advance for:
  - Expected support staff needs.
  - Team transportation needs.

Release of Incident Management Teams

The release of an IMT should follow an approved transfer of command process. The AA must approve the date and time of the transfer of command. The transition plan should include the following elements:

- Remaining organizational needs and structure;
- Tasks or work to be accomplished;
- Communication systems and radio frequencies;
- Local safety hazards and considerations;
- Incident Action Plan, including remaining resources and weather forecast;
- Facilities, equipment, and supply status;
- Arrangement for feeding remaining personnel;
- Financial and payment processes needing follow-up; and
- Complexity Analysis/Organizational Needs Assessment.

Team Evaluation

At completion of assignment, IC's will receive a written performance evaluation from the AA(s) prior to the teams' release from the incident. Certain elements of this evaluation may not be able to be completed at the closeout review. These include accountability and property control, completeness of claims investigation/documentation, and completeness of financial and payment documentation.

The final evaluation incorporating all of the above elements should be sent to the Incident Commander and the respective GACC within 60 days. See **Appendix 10-1** for the IMT evaluation form.

The DOA, the Published Decision in WFDSS, and other documented AA's direction will serve as the primary standards against which the IMT is evaluated.

The AA will provide a copy of the evaluation to the IC and the State/regional/Tribal FMO, and retain a copy for the final fire package.

The State/regional/Tribal FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting performance to the Geographic Area Coordinating Group or agency managing the IMT.

Incident Management Considerations

The rapidly increasing cost of wildfire suppression is of major concern to Agency Administrators. Development of strategy and tactical implementation should evaluate costs commensurate with the values at risk for improvements and private property, as well as for natural resources being protected.

Fire management requires the fire manager and firefighter to select suppression and mop-up tactics commensurate with the wildfire's potential or existing behavior, yet leave minimal environmental impact.

Incident Business Management

Specific incident business management guidance is contained in the *Interagency Incident Business Management Handbook* (PMS 902). This handbook assists participating agencies of the NWCG to constructively work together to provide effective execution of each agency's incident management program by establishing procedures for:

- Uniform application of regulations on the use of human resources, including classification, payroll, commissary, injury compensation, and travel;
- Acquisition of necessary equipment and supplies from appropriate sources in accordance with applicable procurement regulations;
- Managing and tracking government property;
- Financial coordination with the protection agency and maintenance of finance, property, procurement, and personnel records and forms;
- Use and coordination of incident business management functions as they relate to sharing of resources among federal, State, and local agencies, including the military;
- Investigation and reporting of accidents;
- Investigating, documenting, and reporting claims;
- Documenting costs and implementing cost-effective criteria for managing incident resources; and
- Non-fire incidents administrative processes.

Cost Containment

The primary criteria for choosing suppression strategies are to minimize costs without compromising safety. Planned and actual suppression costs must be commensurate with the values to be protected. They must be included and displayed in the WFDSS documentation. Indirect containment strategies are appropriate only if they are the safest or least costly option. Selection of these strategies must be carefully scrutinized when fire danger trends are rising. Long duration wildfires need to be closely evaluated by cost containment teams to ensure that operations are not occurring beyond the point of diminishing returns.

An Incident Business Advisor (IBA1) must be assigned to any fire with suppression costs of more than $5 million The complexity of the incident and the potential costs should be considered when assigning either an IBA1 or IBA2. If a qualified IBA is not available, the approving official will appoint a financial advisor to monitor expenditures.

Incident suppression cost objectives will be included as a performance measure in IMT evaluations.

Large Fire Cost Reviews

An Interagency Large Fire Cost Review will be conducted when an incident (single fire or complex) meets or exceeds Federal combined expenditures of $10 million.

A review may also be conducted when an incident (single fire or fire complex) meets or is expected to meet one or more of the following criteria:

- The predicted time to achieve the fire management objective exceeds 21 days;
- There are significant political, social, natural resource, or policy concerns;
- There are significant and complicated cost-share or multi-jurisdictional issues; or
- The affected agency requests a review.

It is the responsibility of the AA to monitor large fire costs and advise the appropriate individual(s) within their agency of the need for a Large Fire Cost Review. When a multi-jurisdictional fire requires review, the local AA will determine which agency will be designated as the lead in the review process.

The Agency Director will provide a DOA to the Cost Review Team authorizing the implementation of a review.

The *Large Fire Cost Review Guidebook* and draft DOA for use by all federal wildland fire management agencies can be found at **http://www.nwcg.gov/general/memos/nwcg-003-2009.html.**

An IAP should include:

- Objectives;
- Organization;
- Weather forecast;
- Fire behavior forecast;
- Division assignments;
- Air operations summary;
- Safety message;
- Medical plan;
- Communications plan; and
- Incident map.

The **Incident Status Summary (ICS-209)** is submitted to the GACC, and is used to report large wildland fires and any other significant events on lands under federal protection or federal ownership. Lands administered by States and other Federal cooperators may also report in this manner.

Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or larger in grass fuel types, or when a Type 1 or 2 IMT is assigned. A report should be submitted daily until the incident is contained. The AA may require additional reporting times. Refer to local, zone and/or GACC guidance for additional reporting requirements.

FLAME Fund Act

Fires which are 300 acres or larger, and require a Type 1 or 2 IMT to manage the fire, are required under the FLAME Act to have a WFDSS Decision Document to support cost being transferred from FLAME funds to the Suppression Operations account. The application has been changed. Once someone completes the ONA, the program sends a message to the system for a FLAME ACT report. The application also locks out Incident Objectives and Requirements from being edited for the current Decision Document. It is currently recommended that you do the ONA last, just before you are ready to send the Decision document to the Line Officer.

To comply with protocols for the FLAME Act, local units should forward a copy of the completed complexity analysis through the State/Regional Office to the National Office. FLAME Act information should be forwarded for any fires occurring on their agency's lands (or on lands protected by that agency under formal agreement) that are managed by a Type 1 or Type 2 IMT, and are 300 acres or larger.

Support documentation will be supplied to OWFC from the Bureaus for any fire that meets or exceeds the thresholds. OWFC will collect documentation for the fire season on or near August 1 and September 1.

The type of information to be collected and the source of information for each is:

Type	Data	Steward Source
Jurisdictional Agency Name	Intel	Sit 209
Fire Name and	Intel	Sit 209
FireCode	Intel	Sit 209
Incident State Location	Intel	Sit 209
Estimated Incident Cost	Intel	Sit 209
WFDSS Date	Bureau	NIFC
WFDSS Course of Action	Bureau	NIFC
Complexity Analysis	Local Unit	Districts, Parks, Refuges, Agencies

Documentation will be collected by each Agency/Tribe, Region and BIA-NIFC for any fire that meets FLAME Act criteria on Trust Lands.

The Regional/Agency/Tribal FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting performance to the geographic area board or agency managing the IMT.

Coordination and Support Organizations

An **Initial Action Dispatch** organization is the primary unit responsible for implementing the initial response to incidents upon report. It is integrated within the fire organization and the decision for deployment of response resources is made by an authorized individual.

IA dispatch is also responsible for coordination of communications and logistical support for incidents and field operations.

Expanded Dispatch is the organization needed to support an incident which expands along with the ICS. Expanded dispatch is established when a high volume of activity indicates that increased dispatch and coordination capability is required. This allows initial action dispatchers to concentrate on new starts.

The expanded dispatch coordinator facilitates accomplishment of goals and direction of the agency administrator and, when activated, the MAC Group. The position may be filled by the person normally managing the day-to-day operations of the center or an individual from a higher level of management.

The expanded dispatch center coordinator is responsible for:

- Filling and supervising necessary positions in accordance with coordination complexity; and
- Implementing decisions made by the MAC group.

Expanded dispatch facilities and equipment should be pre-identified, procured and available for immediate setup. The following key items should be provided for:

- Work space separate from, but accessible to, the initial attack organization;
- Adequate office space (lighting, heating, cooling, security);
- Communications equipment (telephone, fax, computer hardware with adequate data storage space, priority use and support personnel);
- Area suitable for briefings (agency administrators, media);
- Timetable/schedule should be implemented and adhered to (operational period changes, briefings, strategy meetings);
- A completed and authorized Continuation of Operations Plan (COOP); and
- Qualified personnel on site to staff required operations.

Buying/Payment Teams support incidents by procuring services, supplies, renting land and equipment. These teams may be ordered when incident support requirements exceed local unit capacity. These teams report to the AA or the local unit administrative officer. See the *Interagency Incident Business Management Handbook* for more information.

Administrative Payment Teams (APT) makes payments for large incidents or if the workload on an incident is such that payments cannot be processed in a timely manner. APT's should be requested through normal dispatch channels. The APT reports to the AA or other designated personnel (e.g., local unit administrator officer). The *National Mobilization Guide* provides dispatch procedures for the National Park Service APT's. The AA provides a DOA to the APT.

Multi-Agency Coordination (MAC) Groups are part of the NIIMS and are an expansion of the off-site coordination and support system. MAC groups are activated by the AA(s) when the character and intensity of the emergency situation significantly impacts or involves other agencies. A MAC group may be activated to provide support when only one agency has incident(s). The MAC group is made up of agency representatives who are delegated authority by their respective AA to make agency decisions and to commit agency resources and funds. The MAC group relieves the incident support organization (dispatch, expanded dispatch) of the responsibility for making key decisions regarding prioritization of objectives and allocation of critical resources. The MAC group makes coordinated AA level decisions on issues that affect multiple agencies. The MAC group is supported by situation, resource status and intelligence units who collect and assemble data through normal coordination channels.

MAC group direction is carried out through dispatch and coordination center organizations. When expanded dispatch is activated, the MAC group direction is carried out through the expanded dispatch organization. The MAC group organization does not operate directly with IMT or with AC teams, which are responsible for on-site management of the incident.

MAC groups may be activated at the local, geographic, or national level. National level and Geographic Area level MAC groups should be activated in accordance with the preparedness levels criteria established in the National and Geographic Area Mobilization Guides.

The MAC Group Coordinator facilitates organizing and accomplishing the mission, goals and direction of the MAC group.

The MAC group coordinator:

- Provides expertise on the functions of the MAC group and on the proper relationships with dispatch centers and incident managers;
- Fills and supervises necessary unit and support positions as needed, in accordance with coordination complexity;
- Arranges for and manages facilities and equipment necessary to carry out the MAC group functions;
- Facilitates the MAC group decision process; and
- Implements decisions made by the MAC group.

Activation of a MAC group improves interagency coordination and provides for allocation and timely commitment of multi-agency emergency resources. Participation by multiple agencies in the MAC effort will improve:

- Overall situation status information;
- Incident priority determination;
- Resource acquisition and allocation;
- State and Federal disaster coordination;
- Political interfaces;
- Consistency and quality of information provided to the media and involved agencies; and
- Anticipation of future conditions and **APPENDIX 10-1** - Agency Administrator's Briefing to Incident Management Team

APPENDIX 10-1
Agency Administrator's Briefing to Incident Management Team

General Information	
Name of Incident:	Type of Incident:
Incident Start Date: Time: Cause:	Approximate Size of Incident: Location:
General Weather Conditions:	
Local Weather or Behavioral Conditions:	
Land Status:	
Local Incident Policy:	
Resource Values Threatened:	
Private Property or Structures Threatened:	
Capability of Unit to Support Team (Suppression and Support Resources):	

Command Information

Written Delegation of Authority	
Agency:	Resource Advisor:
Agency Administrator's Representative:	
Transition	
Name of Current Incident Commander: Time frame for Team to Assume Command: Date: Time: Recommended Local Participation in IMT Organization: Current IC and Staff Roles Desired after Transition:	
Other Incidents in Area:	
Other Command Organizations (Unified/Area/MAC):	
Local Emergency Operations Center (EOC) Established:	
Trainees Authorized:	
Legal Considerations (Investigations In Progress):	

Command Information Continued

Known Political Considerations:
Sensitive Residential and Commercial Developments, Resource Values, Archaeology Sites, Road less, Wilderness, and Unique Suppression Requirements:
Local Social/Economic Considerations:
Private Representatives such as Timber, Utility, Railroads, and Environmental Groups:
Incident Review Team Assigned (FAST, Audit, Other):

Incident Information

Information Organization Reports to	
Incident Commander: Local Public Affairs:	Agency Administrator: Other:
Provide Incident Information Updates to	
Unit FMO: Local Public Affairs:	Expanded Dispatch: Other:

Safety Information

Accidents and Injuries to Date:
Condition of Local Personnel:
Known Hazards:
Injury and Accident Reporting Procedures:

Planning Section

General Information
Access to Fax and Copy Machines: Access to Computers and Printers:
Existing Pre-Attack Plans:
Other Nearby Incidents Influencing Strategy/Tactics/Resources:
Training Specialist Assigned or Ordered: Training Considerations:

Planning Section Continued

Situation Unit	
General Weather Conditions/Forecasts:	
Fire Behavior:	
Local Unusual Fire Behavior and Fire History in Area of Fire:	
Fuel Types(s) at Fire:	
Fuel Types(s) Ahead of Fire:	
Resources Unit	**Refer to Attached Resource Orders**
Personnel on Incident (General):	
Equipment on Incident (General):	
Resources on Order (General):	
Incident Demobilization Procedures:	

Operations Section

Priorities for Control, WFDSS document Approved:	
Current Tactics:	
Incident Accessibility by Engines and Ground Support:	
Air Operations	
Air Tactical Group Supervisor: Air tankers Assigned: Effectiveness of Air tankers: Air Base(s): Telephone:	

Operations Section - Continued

Air Operations	
Helicopters Assigned:	
Helibase Location:	
Crash/Rescue at Helibase:	
FAR 91.137 assigned (Describe):	
Flight Hazard Map Available/Know Hazards in Areas:	
Smoke/Visibility Conditions:	
Aviation Safety Team Assignment or Ordered:	

Logistics Section

Facilities Unit	
ICP/Base Pre-Plans: Yes No ICP/Base Location: Catering Service/Meals Provided: Shower Facilities: Security Considerations: Incident Recycling:	
Supply Unit	
Duty Officer or Coordinator Phone Number: Expanded Dispatch Organization: Supply System to be Used (Local Supply Cache): Single Point Ordering:	

Logistics Section - Continued

Communications Unit	
Communications System(s) NFRC System on Order: Yes No Type: Local Network Available: Yes No Temporary Cell Phone Cache Available: Yes No Landline Access to ICP: Yes No Local Telecom Technical Support:	
Ground Support Unit	
Route to ICP/Base: Route From ICP/Base to Fire:	
Medical Unit	
Nearest Hospital or Desired Hospital: Nearest Burn Center, Trauma Center: Nearest Air Ambulance:	

Finance Section

Name of Incident Agency Administrative Representative: Name of Incident Business Advisor (If Assigned): Agreements and Annual Operating Plans in Place: Jurisdictional Agencies Involved: Need for Cost Share Agreement:
Cost Unit Fiscal Considerations: Cost Collection or Trespass: Management Codes in Use:

Finance Section - Continued

Procurement Unit	
Buying Team in Place or Ordered: Contracting Officer Assigned: Copy of Local Service and Supply Plan Provided: Is all Equipment Inspected and Under Agreement: Emergency Equipment Rental Agreements:	
Compensation/ Claims Unit	
Potential Claims: Status of Claims/Accident Reports:	
Time Unit	
Payroll Procedure Established for T&A Transmittal:	

APPENDIX 10-2
Wildfire
Delegation of Authority (Example)

Agency: _____

As of 1800, May 20, 2013, I have delegated authority to manage the Crystal River Fire, Number E353, Santa Cruz Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire which originated as four separate lightning strikes occurring on May 17, 2013, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for fire fighter and public safety.

2. Manage the fire with as little environmental damage as possible. The guide to minimum impact suppression tactics (MIST) is attached.

3. Key cultural features requiring priority protection are: Scout Cabin, and overlook board walks along the south rim.

4. Key resources considerations are: protecting endangered species by avoiding retardant and foams from entering the stream; if the ponderosa pine timber sale is threatened, conduct a low intensity under burn and clear fuels along road 112.

5. Restrictions for suppression actions include: no tracked vehicles on slopes greater than 20 percent or meadow soils, except where roads exist and are identified for use. No retardant will be used within 100 feet of water.

6. Minimum tools for use are Type 2/3 helicopters, chainsaws, hand tools, and portable pumps.

7. My agency advisor will be Ted Johnson (wildlife biologist).

8. The NE flank of the fire borders private property and must be protected if threatened. John Smith of the South Central Fire Department will be the local representative.

9. Manage the fire cost-effectively for the values at risk.

10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities.

11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.

(Signature and Title of Agency Administrator) (Date)

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APPENDIX 10-3
Incident Commander Briefing

The Incident Briefing, ICS-201 Form Provides the Basis for the Local Incident Commander to Brief the Incoming Team.

Briefing Information

Forms Available or Attached: G ICS 201 G ICS 215 G ICS 207 G ICS 220 G ICS 209	Other Attachments: G Map of Fire G Aerial Photos G Weather Forecast
Fire Start Date: Time: Fire Cause:	
Fuels at Fire:	Fuels Ahead of Fire:
Fire Spread:	Fire Behavior:
Anchor Points:	Natural Barriers:
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:	

Briefing Information - Continued

Life, Improvements, Resources and Environmental Issues:			
Weather Forecast:			
Established	Possible Copy Machine Available		
ICP:		Yes	No
Base:		Yes	No
Camp(s):			
Staging Areas(s):			
Safety Issues:	EMS in Place: Yes No		
Air Operations Effectiveness to Date:			
Air Related Issues and Restrictions:			

Briefing Information - Continued

Hazards (Aircraft and People):	
Access from Base to Line:	
Personnel and Equipment on Incident (Status and Condition):	
Personnel and Equipment Ordered:	
Cooperating and Assisting Agencies on Scene:	
Helibase/Helispot Locations:	
Facility Fire Protection	
Crash Fire Protection at Helibase: Medivac Arrangement:	

Briefing Information - Continued

Communication System in Use: Radio_____ Telephone_____ Mobile Phone_____
Water Availability:
Review of Existing Plans for Control in Effect; Copy of Approved WFSA:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

APPENDIX 10-4
Incident Team Evaluation

Team IC: Type:
Incident: Fire Number:

1.	Did the Team accomplish the objectives described in the Wildland Fire Situation Analysis the Delegation of Authority, and the Agency Administrator Briefing (if available)?	Yes	No
2.	Was the Team cost effective in their management of the Incident?	Yes	No
3.	Was the Team sensitive to resource limits and environmental concerns?	Yes	No
4.	Was the Team sensitive to political and social concerns?	Yes	No
5.	Was the Team professional in the manner which they assumed management of the incident, managed the total incident, and returned it to the hosting agency?	Yes	No
6.	Did the Team anticipate and respond to changing conditions in a timely and effective manner?	Yes	No
7.	Did the Team place the proper emphasis on safety?	Yes	No
8.	Did the Team activate and manage the demobilization in a timely, cost-effective manner?	Yes	No
9.	Did the Team attempt to use local resources and trainees, and closest available forces to the extent practical?	Yes	No
10.	Was the Incident Commander (IC) an effective manager of the Team and its activities?	Yes	No
11.	Was the IC obviously in charge of the Team and incident (Was the IC performing a leadership role)?	Yes	No
12.	Was the IC aggressive in assuming responsibility for the incident and initiating action?	Yes	No
13.	Did the IC express a sincere concern and empathy for the hosting unit and local conditions?	Yes	No
14.	Other comments:		

Agency Administrator or Agency Representative: Date:

Incident Commander: Date:

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APPENDIX 10-5
Administrative Payment Team
Delegation of Authority (Example)

Date:
To: (Administrative Payment Team Leader)
From: (Superintendent of Agency)
Subject: Delegation of Authority

You are hereby authorized to process vendor payments for supplies, emergency equipment rental agreement payments, services and Casual Emergency Firefighter payments, and issue U.S. Government Treasury Checks on behalf of (Agency) for expenses incurred on the (location of fire). The incident began on (date of incident). The Administrative Payment Team is requested to process payments as efficiently as authorized above during (from date) to (end date). (Approximately), the ending time will be dependent on status on incident, you will be notified.

I understand the original payment documents will be released to the Bureau of Indian Affairs, Accounting Operations Division in (location) for record retention and data entry. You are authorized to charge all expenses to the fire suppression account P11 (Cost Center) (FY) AF2001010.999900 (WBS), Incident Project Order Number (fire location – WA-YAA-001). I expect to receive copies of all documents that are required for processing payments. This will enable my staff to review all payments made.

(Agency administrator's name), Administrative Officer will be your Liaison Officer for any questions regarding payments and is authorized to sign any documents as required. (Agency Procurement Officer's name), Warranted Officer, will be assisting and coordinating with you to assure correct documentation to pay bills is provided. The Warrant Officer's authority is (amount of Warrant authority).

I understand the team cannot process payments for Tort Claims, National Contracts, Fedstrip, Office of Workman's Compensation invoices, aircraft obligations, travel advances, travel vouchers, and non-emergency items. You are also required to provide copies of Blanket Purchase Agreements, all preseason Emergency Equipment Rental Agreements and Resource Orders for supplies, equipment (which is dozers, engines).

Upon completion of your assignment, we will meet with the team and my staff members to discuss what was accomplished and you will be providing me with a final debriefing which consists of a cost summary of disbursements.

I am also required to provide an Administrative Payment Team Performance and Team Member Rating upon completion of payments.

Agency Administrator or Agency Representative: Date:

Administrative Payment Team Leader Date:

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Chapter – 11
Developing a Response to Wildfires

Introduction

This chapter describes the program components required to develop and implement a response to wildfires.

Purpose

The Fire Management Plan (FMP) process and requirements may differ among agencies. However, for all agencies (BIA, USFS, BLM, FWS and NPS), a common purpose of a FMP is to provide decision support to aid managers in making informed decisions as ground conditions change and/or L/RMP need updating, in response to unplanned ignitions. The FMP includes a concise summary of information organized by FMU or units.

Strategic and Operational Elements for the DOI agencies are contained in FMP's. The strategic and operational elements describe how to manage applicable fire program components such as:

- Response to unplanned ignitions;
- Hazardous fuels and vegetation management;
- Burned area emergency stabilization and rehabilitation;
- Prevention;
- Community interactions and collaborative partnerships roles; and
- Monitoring and evaluation programs.

Each FMP should be updated as new information becomes available, as conditions on the ground and changes are made to the Land or Resource Management Plan (L/RMP). (Interagency Fire Management Planning Template, 2007).

Policy Planning

Every area with burnable vegetation must have an approved FMP. FMP's are strategic plans that define a program to manage planned and unplanned ignitions based on the areas approved L/RMP's. FMP's must provide for firefighter and public safety; include fire management strategies, tactics, and alternatives; address values to be protected and public health issues; and be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

For complete historical interagency policy and implementation guidance, see **http://www.nwcg.gov/branches/ppm/fpc/archives/fire_policy/index.htm** and **http://www.nifc.gov/policies/policies_main.html**.

Concepts and Definitions

L/RMP's are documents prepared with public participation and approved by the agency administrator. It provides general guidance and direction for land and resource management activities for an administrative area. The L/RMP identifies the need for fire's role in a particular area and for a specific benefit. The objective in the L/RMP provides the basis for the development of fire management objectives and the fire management program in the designated area. (Guidance for Implementation of Federal Wildland Fire Management Policy, February 2009).

A Fire Management Unit (FMP) identifies and integrates all wildland fire management (both planned and unplanned ignitions) and associated activities within the context of the approved L/RMP. The FMP is supplemented by operations plans, including but not limited to preparedness plans, preplanned dispatch plans, fuels treatment plans, and prevention plans. FMP's assure that wildland fire management goals and objectives are coordinated.

FMU's are primarily developed in fire management planning to assist in organizing information in complex landscapes. The process of creating FMU's divides the landscape into smaller geographic areas to more easily describe physical/biological/social characteristics and frame associated planning guidance based on these characteristics. FMU's should be achieved through interagency efforts and interactions to facilitate common fire management across boundaries.

An FMU can be any land management area definable by objectives that set it apart from the management characteristics of an adjacent FMU (e.g., management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups). The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives. (See Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009).

Wildland Fire is a general term describing any non-structure fire that occurs in vegetation and/or natural fuels including both prescribed fire and wildfire. Wildland fires are categorized into two distinct types:

- **Wildfires** – Unplanned ignitions or prescribed fires that are declared wildfires.
- **Prescribed Fires** - Planned ignitions.

Annual Operating Plan (AOP) and General Elements

Agencies and Tribes, in conjunction with their cooperators, will develop a wildland fire AOP. This plan is documented in the FMP (see Chapter 3).

The AOP will be reviewed, updated, and approved prior to the western fire season. The plan may be amended after a major incident as part of a joint debriefing and review.

The plan shall contain detail specific procedures which will provide for safe, efficient and effective operations such as:

- **Mutual Aid** - There may be times when cooperators are involved in emergency operations and unable to provide mutual aid. In this case, cooperators may be contacted for assistance.

- **Command Structure** - Unified command should be used, as appropriate, whenever multiple jurisdictions are involved, unless one or more parties request a single agency IC. If there is a question about jurisdiction, fire managers should mutually decide and agree on the command structure as soon as they arrive on the fire; agency administrators should confirm this decision as soon as possible. Once this decision has been made, the incident organization should be relayed to all units on the incident as well as dispatch centers. In all cases, the identity of the IC must be made known to all fireline and support personnel.

- **Communications** - In mutual aid situations, a common designated radio frequency, identified in the AOP, should be used for incident communications. All incident resources should utilize and monitor this frequency for incident information, tactical use, and changes in weather conditions or other emergency situations. In some cases, because of equipment availability/capabilities, departments/agencies may have to use their own frequencies for tactical operations, allowing the “common” frequency to be the link between departments.

- It is important that all department /agencies change to a single frequency or establish a common communications link as soon as practical.
    - Clear text should be used;
    - Avoid personal identifiers, such as names; and
    - This paragraph in the AOP shall meet FCC requirements for documenting shared use of radio frequencies.
- **Distance/Boundaries** - Responding and requesting parties should identify any mileage limitations from mutual boundaries where “mutual aid” is either pay or non-pay status. For some fire departments, the mileage issue may not be one of initial attack “mutual aid,” but of mutual assistance. In this situation, you may have the option to make it part of this agreement or identify it as a situation where the request would be made to the agency having jurisdiction, which would then dispatch the fire department.
- **Time/Duration** - Responding and requesting parties should identify time limitations (usually 24 hours) for resources in a non-reimbursable status, and “reimbursable rates” when the resources are in a reimbursable status.
- **Qualifications/Minimum Requirements** and standards should be addressed in the AOP and is applicable to all the involved parties.

As per the NWCG memorandum Qualification Standards During Initial Action, March 22, 2004 and the PMS 310-1 *Wildland Fire Qualification System Guide*:

- The 310-1 qualification/certification standards are mandatory only for national mobilization of wildland firefighting resources;
- During initial action, all agencies (Federal, State, local and Tribal) accept each other’s standards. Once jurisdiction is clearly established, then the standards of the agency(s) with jurisdiction prevail;
- Prior to the fire season, federal agencies should meet with their State, local and Tribal agency partners and jointly determine the qualification/ certification standards that will apply to the use of local, non-federal firefighters during initial action on fires on lands under the jurisdiction of a federal agency;

- The Geographic Area Coordinating Group should determine the application of 310-1 qualification/certification standards for mobilization within the geographic area; and

- On fire where a non-federal agency is also an agency with legal jurisdiction, the standards of that agency apply.

- **Reimbursement compensation** shall be as close to actual expenditures as possible. This should be clearly identified in the AOP. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

- The annual operating plan will be used to identify how the cooperators will share expertise, training, and information on items such as prevention, investigation, safety, and training.

- **Agency Review and Investigations** should describe processes for conducting agency specific reviews and investigations.

- **Dispatch Centers** will ensure all resources know the name of the assigned IC and announce all changes in incident command. *Geographic Area Mobilization Guides, Zone Mobilization Guides* and *Local Mobilization Guides* should include this procedure as they are revised for each fire season.

- **Fiscal Responsibility Elements that should be addressed in an AOP**

  - The level of communication required with neighboring jurisdictions regarding the management of all wildland fires, especially those with objectives that include **benefit;**

  - The level of communication required with neighboring jurisdictions regarding suppression resource availability and allocation, especially for wildland fires with objectives that include benefit;

  - Identify how to involve all parties in developing the strategy and tactics to be used in preventing wildland fire from crossing the jurisdictional boundary, and how all parties will be involved in developing mitigations which would be used if a wildland fire does cross jurisdictional boundaries;

- Jurisdictions, which may include State and private lands, should identify the conditions under which wildland fire may be managed to achieve benefit, and the information or criteria that will be used to make that determination (e.g., critical habitat, hazardous fuels and land management planning documents);

- Jurisdictions will identify conditions under which cost efficiency may dictate where suppression strategies and tactical actions are taken (i.e. it may be more cost effective to put the containment line along an open grassland than along a mid-slope in timber). Points to consider include loss and benefit to land, resource, social and political values, and existing legal statutes;

- Cost-sharing methodologies to be utilized when wildfire spreads to a neighboring jurisdiction;

- The cost-share methodologies that will be used should a jurisdiction accept or receive a wildland fire and manage it to create benefit;

- Any distinctions in what cost-share methodology will be used if the reason the fire spreads to another jurisdiction is attributed to a strategic decision, versus environmental conditions (weather, fuels, and fire behavior) or tactical considerations (firefighter safety, resource availability) that preclude stopping the fire at jurisdictional boundaries. Examples of cost-sharing methodologies may include, but are not limited to, the following:

    - When a wildland fire, being managed for benefit, spreads to a neighboring jurisdiction because of strategic decisions, and where fire is not wanted, the managing jurisdiction shall be responsible for wildfire suppression costs; and

      When wildland fire precludes stopping at jurisdiction boundaries, cost-share methodologies may include 1) each jurisdiction paying for its own resources (fire suppression efforts are primarily on jurisdictional responsibility lands), 2) each jurisdiction pays for its own resources (services rendered approximate the percentage of jurisdictional responsibility, but not necessarily performed on those lands), 3) cost share by percentage of ownership, 4) cost is apportioned by geographic division, 4) reconciliation of daily estimates for large, multi-day incidents relies upon daily agreed to cost estimates, using Incident Action Plans or other means to determine

multi-Agency contributions. Reimbursements can be made upon estimates instead of actual bill receipts, or; 5) other cost sharing methodologies that are agreed upon by each jurisdiction can be used.

Note: For further information, refer to NWCG Memorandum #009-2009 Revisions to the Annual Operating Plans for Master Cooperative Fire and Stafford Act Agreements due to Implementation of Revised Guidance for the Implementation of Federal Wildland Fire Management Policy, April 13, 2009

- **Preplanned response to an incident**
  - Identification of geographic Preparedness Level;
  - Fire weather;
  - Identification of wildfire danger;
  - Process for assessing the appropriate response;
  - Identification of resources to respond to a given FMZ based on fire danger and weather;
  - Cooperator support and planned response; and
  - Communications procedures.

- **Emergency Operations (Fire/Non-fire)**
  - Agency and Regional notification;
  - Call-back procedures;
  - Evacuation of fire area;
  - Closing public/private roads;
  - Ordering additional personnel, equipment, aircraft;
  - Fire weather watch and red flag warning notification;
  - Temporary flight restrictions (TFR);
  - Aircraft pre-accident plan;
  - Utility company notification (power and gas);
  - Law enforcement dispatching procedures/requirements;
  - Hazmat/spill response notification procedures; and
  - Search and rescue.

- **Local Agreements should be maintained on file and reviewed annually with the respective cooperators.**

- **Communications**
  - Procedures for assigning/managing local radio frequencies;
  - A map of repeater sites/frequencies; and
  - Instructions for using local dispatch radio consoles, phones, computers, fax machines, paging systems, etc.

- **Weather**
  - Procedures for processing of weather observations via WIMS;
  - Daily posting and briefing procedures; broadcasts of fire weather forecasts to local fire suppression personnel;
  - Procedures for processing spot weather forecast requests and disseminating spot forecasts to the field; and
  - Procedures for immediate notification to fire suppression personnel of Fire Weather Watches and Red Flag Warnings.

- **Fire Danger** documents establishment and management of local unit fire weather system and incorporates fire danger modeling into local unit fire management decisions. The AOP should identify:
  - Responsible parties (e.g. station maintenance, data entry/ recording significant fire danger indices daily, updating and posting monthly seasonal trends of those values vs. average);
  - Fire danger rating areas (e.g. location, development criteria);
  - NFDRS thresholds and breakpoints (e.g. staffing levels, adjective ratings, preparedness levels, and indexes used for each);
  - Operational procedures; and
  - Fire Danger Pocket Cards.

- **Briefing** times, locations and frequencies are identified, for daily briefings. These time frames must be clearly specified in the local dispatch SOP. A method should also be identified for documenting briefings (time given, content of briefing, and person(s) conducting and receiving briefing).

- **Preparedness Levels** Identify general information relating to the local preparedness plan; procedures for identifying level; notification to management; dispatching roles and responsibilities at each preparedness level, etc.

Trigger points that will create a change in the Preparedness Level should be identified. Examples of common trigger points:

- Could be related to number/size of wildfires;
- Amount and type of resources available/committed, regional/ national fire situation;
- Condition of local fuels;
- Observed wildfire behavior; and
- Human-caused risk or predicted lightning activity level.

Specific actions should also be tied to each preparedness level, such as:

- Prepositioning of suppression resources (crews, engines, helitack, etc.);
- The activation of local MAC Groups;
- Making contacts with other agencies; and
- Hiring Call-When-Needed (CWN) aircraft, emergency rental equipment or EFF crews.

- **Aviation**
  - Ordering/scheduling requirements and procedures;
  - Special use airspace ;
  - Special use mission requirements;
  - Incident/accident reporting and documentation procedures; and
  - Flight management/tracking procedures.

- **Dispatch Center Staffing Plan**
  - Call-out procedures for additional personnel in emergency situations;
  - Designation of duty officer for dispatch center ;
  - Shift limitations and day off/Rest and Relaxation (R&R) policy; and
  - EFF hiring, etc.

- **Expanded Dispatch Plan**
  - Indicators for considering establishment of expanded dispatch;
  - Recommended organization and points of contact;
  - Overhead positions to order;
  - Location/facilities;
  - Equipment/supplies;
  - Support needs;
  - Procurement or buying unit team considerations; and
  - Service and supply plan, etc.

- **Administrative**
  - Funding;
  - Travel;
  - Time sheets; and
  - Fire reports, etc.

- **Accident/Incident**
  - Criteria/definitions;
  - Agency/Tribal notification and documentation requirements; and
  - Procedures for mobilization of critical incident stress debriefing teams, etc.

- **Medical Plan**
  - Activation/evacuation information;
  - Medical facility locations and phone numbers ;
  - Air and ground transport (Medevac) capability; and
  - Burn center information, etc.

- **Media Plan**
  - General procedures;
  - Notification requirements to Agency/Tribal external affairs personnel; and
  - Routing for media calls.

Responding to Wildfires

The information in this section is documented in several guides such as the *NWCG Incident Response Pocket Guide* (NFES #1077), *NWCG Fireline Handbook* (NFES #0065) and *NWCG Guidance for Implementation of Federal Wildland Fire Policy*, February 13, 2009, which can be found at **http://www.nifc.gov/policies/policies_documents/GIFWFMP.pdf.**

Wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape. Objectives are affected by changes in fuels, weather, topography; varying social understanding and tolerance; and involvement of other governmental jurisdictions having different missions and objectives

Fires may be managed using different strategies, which should be outlined in L/RMPs. The strategies Full Suppression, Point Protection and Monitoring (Contain/Confine) can be used on any portion or all of a fire at any given time and different sections of the same fire may employ during the life cycle of a fire.

Definitions

Delegation of Authority is a statement provided to the incident commander by the agency executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed. Many agencies require written delegation of authority to be given to IC's prior to their assuming command on larger incidents. For Type 5, 4 or 3 fires a Superintendent should issue to their local IC's at the start of fire season. For Type 2 or 1 fires, it should be issued to the IC after the WFDSS Decision Document has been approved and published.

Initial Response is the immediate decision and actions taken to react to an ignition. These decisions and actions may include a management or initial decision to postpone taking action on the ground based on conditions, safety, and/or competing priorities.

Initial Action is the action taken by the first resources to arrive at a wildfire or wildland fire use incident. Initial actions may be size up, patrolling, monitoring, holding action or aggressive initial attack.

Initial Attack (IA) is a type of initial response that is an aggressive action to put the fire out consistent with firefighter and public safety and values to be protected.

IA typically occurs within one burning period. On human-caused wildfires Initial action will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.

Response personnel on WUI fires will take aggressive initial attack

- Initial Attack Operations are when resources take IA action on a wildfire and have a qualified IA Incident Commander as identified in NWCG Wildland Fire Qualifications Guide (PMS 310-1). The response may consist of one or more resources.

Upon arriving at the incident, the IC is responsible for documenting fire size-up information (IRPG, Fireline Handbook), including:

- Fire Name;
- Location;
- Terrain (slope, aspect, elevation;
- Position of fire on the slope;
- Size of fire;
- Fuel type;
- Anticipated control problems;
- Hazards/concerns;
- Fire behavior/spread potential;
- Values threatened;
- Weather conditions;
- Wind speed and direction;
- Resources on the fire;
- Resources needed, if any; and
- Cause (known, suspected, under investigation).

Incident Supervision and Management includes:

- Safety of firefighters and the public are the highest priority;
- Ensuring that all firefighting actions are in full compliance with the Ten Standard Fire Orders and mitigation of the applicable Watch Out Situations has been accomplished;
- Ensuring that arriving ground forces on Type: 3-5 wildfire incidents have positive and documented contact with appropriate incident management personnel and receive a briefing;
- Manage fatigue of personnel and ensure compliance with work/rest and length of assignment guidelines;
- Assign personnel to fireline positions for which they are qualified, as certified by their employing agency; and
- Monitor effectiveness of planned strategy and tactics. Immediately delay, modify, or abandon firefighting action of any part of a wildfire where strategies and tactics cannot be safely implemented.

Fire cause determination information includes:

- Note who reported the wildfire;
- Note people and vehicles in the vicinity of the wildfire;
- Weather conditions;
- Locate the wildfire origin and protect it from disturbance;
- Search wildfire origin for wildfire cause;
- Protect evidence;
- Photograph origin; and
- Provide notes, information and physical evidence to the responsible law enforcement representative, or make the notes part of the official fire record.

Operational Briefings provide information for Wildland fire personnel who may not always be familiar with local fuel and weather conditions, terrain, potential hazards, etc. Fire personnel not provided with information regarding the incident may be less effective, and safety may be compromised. Therefore, it is policy to brief all fire personnel who arrive at an incident, at the earliest possible time.

An Operational Briefing Checklist is shown in **Appendix 11-1**. This checklist contains the elements of a fireline briefing, as identified in the IRPG, to brief all incoming crews and personnel.

Spot Weather Forecasts shall be requested for wildfires that have potential for extreme wildfire behavior or exceeding IA, or are located in areas where Red Flag Warnings have been issued. The "Spot Weather Form" in **Appendix 11-2** represents a standard format for developing this information. For specific geographical information review the National Weather Service AOP's for that geographic area. Spot weather forecasts can also be requested electronically via the Internet at such websites as the National Fire Weather Page, **www.wrh.noaa.gov/firewx/**.

The basic elements of a spot weather forecast are:

- Name fire or other project;
- Control agency;
- Request time and date;
- Location by Latitude and Longitude;
- Drainage name;
- Aspect;
- Fire Size;
- Elevation;
- Fuel type;
- Fire character (ground, crown);
- Current weather conditions includes:
    - Location;
    - Elevation;
    - Observation time;
    - Wind direction;
    - Wind velocity (eye level or 20 feet);
    - Dry bulb;
    - Wet bulb; and
    - Remarks.

Strategy and Tactics determine the IA actions and must be based on the main incident and management objective – providing for firefighter and public safety. There are other factors, including wildfire behavior (rate of spread, fuel type(s), flame length, etc.), which along with values at risk and wildland fire suppression resources available, often dictate which strategies and tactics should be used.

Extended Attack (EA) Operations

EA is suppression activity for a wildfire that has not been contained or controlled by IA or contingency resources, and for which more firefighting resources are arriving, en route, or being ordered by the IA IC in order to meet the FMP or L/RMP's strategies and objectives for wildland fires in a given area. The typical duration for EA is 1 to 5 days.

Organization for extended attack operations is necessary when complexity levels exceed initial attack capabilities. The appropriate ICS positions should be added to the command staff, commensurate with the complexity of the incident. If specific ICS organizational issues are not addressed at an early stage of EA, actions can overwhelm an IA IC.

The Organizational Needs Analysis will replace the WCA. The Organizational Needs Analysis is part of the WFDSS Decision Document and will need to be developed to assist the manager in determining the appropriate management structure to provide for safe and efficient fire suppression operations. The Decision Document includes a Risk Analysis that must be completed before the Decision Document can be available for a 'Reviewer" or 'Approver'

Consider using a unified command structure in all multi-jurisdiction incidents.

Note: WCA is no longer in use. NWCG approved the "Organizational Needs Analysis" as a replacement for a WCA.

An Organizational Needs Analysis has been prepared to replace the Incident complexity analysis. NWCG determined has adopted this new process as a replacement for the Type 1-3 Incident Complexity Analyses. The Organizational Needs Assessment assists personnel with evaluating the situation, objectives, risks, and management considerations for a complex incident and helps determine the appropriate organization necessary to manage the incident. The Organizational Needs Assessment will be incorporated into the Wildland Fire Decision Support System and is accessible at **http://www.wfmrda.nwcg.gov/reference_&_guidance.php**.

The Organizational Needs Analysis is made of four parts: Relative Risk Assessment, Implementation difficulty, Decision concerns and Guidance. Each part is composed of input variables. The input variables are combined and plotted in a chart. The value for each part is combined in the fourth part to give a ranking of the relative risk. The four charts for Relative Risk can be found at **http://www.wfmrda.nwcg.gov/docs/NWCG042-2010_Attachment%20A_Organizational%20Needs%20Assessment%20-%20Process%20and%20Directions%20for%20Use_2010_12_06.pdf**.

Relative Risk Assessment is made of the following four parts:

Value Assessment composed of ecologic (vegetation, wildlife species and their habitat, air and water quality, soil productivity and other ecologic functions), social (life, cultural and historical resources), and economic (property and infrastructure, natural and cultural resources, recreation and tourism opportunities) effects that could be lost or damaged because of a fire Inputs for Value Assessments are:

- Natural/Cultural Resource/Infrastructure includes habitat or populations of threatened, endangered, or sensitive species, water quality, erosion concerns and invasive species. Infrastructure includes potential impacts to property, business, and costs to repair or replace sediment catchments, wildlife guzzlers, corrals, roads, culverts, power lines, domestic water supply intakes, and similar items;

- Social/Political Concerns – The risk of the fire, or effects of the fire, impacting the social or economic concerns of an individual, business, community or other stakeholder involved with or affected by the fire. Social concerns may include degree of support for the wildland fire program or resulting fire effects, potential consequences to other fire management jurisdictions, impacts to tribal subsistence or gathering of natural resources, air quality regulatory requirements and public tolerance of smoke; and

- Location of Fires to value - Distant, moderate or adjacent to values at risk.

Hazard Assessment is the hazard in wildland fire, made up of conditions under which it occurs and exists, its ability to spread and circulate, the intensity and severity it may present and its spatial extent. Hazard Assessment is made up of:

- Current fire behavior – The current fire behavior or that most recently observed;
- Departure from historic conditions – a measure of ecological functions at risk based on changes in vegetation; and
- Potential fire size – The potential fire size by the end of the season in comparison to historical fire occurrence.

Probability Assessment refers to the likelihood of a fire becoming an active event having potential to adversely affect values.

- Current Time of Season – The current time in relation to the historical fire season;

- Seasonal Severity – a measure of the potential burning conditions as expressed by factors such as energy release component (ERC), drought status, live fuel moistures, dead fuels moistures, soil moisture, steam discharge and similar types of measures; and

- Barriers to Fire Spread – A measure of the natural defensibility of the fire location and an indication of degree of potential mitigation actions needed.

Relative Risk – Plot relative risk by connecting the left and right variables with a line. At the top of the chart, select the appropriate value; follow the line beneath this value down to its intersection with the line connecting the left and right variables. Read the implementation difficulty from the background area. Take the implementation difficulty rating as inputs to Part 4.

Implementation Difficulty is derived from the following inputs:

- Potential Fire duration – The estimated length of time that the fire may continue to burn in comparison to historical fire durations and amount of fire season available for a given area. This will vary by geographic area and time of season;

- Functional Concerns – Indicates any special incident management functional concerns associated with the specific situation surrounding the fire; and

- Course of Action – The selected course of action as reflected by its level of on the ground management activity, principal type of response, potential firefighter exposure, and periodic assessment frequency. Management responses may range from monitoring to direct perimeter control or combinations.

Decision Concerns are derived from the following inputs:

- Objective concerns – relates to how difficult the objectives are in terms of clarity, ability to accomplish, agreement among cooperators, what management requirements are involved, and if the objectives involve a single focus or present a multiple focus that may be subject to shifting emphasis over time. Concerns over objectives may affect the Agency Administrator's ability to formulate a management decision and may affect how difficult that decision will be to implement;

- Ownership concerns – involves how much difficulty is added to the decision process due to ownership, management direction, cooperative efforts and decision making, and if disagreements over policy, responsibility, and management response increase the difficulty; and

- External Influences – this concern area provides for other Agency Administrator concerns that must be factored into the decision making process from external influences, including; cooperators, publics, media, political sources, air quality, and the level of attention that the specific fire situation may rise to (i.e., local, regional, national). External influences must be considered as they may represent highly dominant concerns and drive decisions regardless of other decision support information.

Organizational Needs Assessment

- Input the respective values from previous charts to this chart;

- Connect the implementation difficulty value and the decision concerns values with a line; and

- At the top of the chart, select the appropriate value for the relative risk rating, than follow the line beneath this value down to its intersection with the line connecting the left and right variables. Read the organizational needs assessment recommendation from the background area where the intersection occurs.

Wildland Fire Situation Analysis (WFSA)

WFSA was replaced as of October 1, 2009, and WFDSS will be used by all BIA Fire Programs.

Wildland Fire Decision Support System (WFDSS)

WFDSS is a decision making process which an AA or representative describes the situation, evaluates the expected effects, establishes objectives and constraints for the management of the incident, selects an appropriate alternative, and documents that decision.

WFDSS is structured to provide access to a suite of decision support analysis tools, document fire management decisions, and provide a long term operational plan as needed. WFDSS is endorsed by the Wildland Fire Leadership Council and NWCG. WFDSS is designed to:

- Support the Federal Wildland Fire Policy implementation guidance update (2009); and
- Replace the Wildland Fire Situation Analysis, the Wildland Fire Implementation Plan, and the Long-Term Implementation Plan (used on a limited basis in Indian Country).

WFDSS is constructed as a web-based system but can also generate a variety of standard or custom reports. The Decision Analysis Report (DAR), commonly known as Decision Document (DD) represents the compilation of all WFDSS subsection information into a single report that becomes the formal decision documentation for the incident.

Effective April 1, 2009, agency administrators have authorization to use the WFDSS decision analysis process and the DD, for extended attack and large fire unplanned wildland fires. Agency/Tribes may choose to enter all small fires into WFDSS or not. See below for DD development requirements.

All users, Tribal and Agency, need to complete annual security training and establish a profile through their BIA GA Regional Editor. The annual training is accessed through DOI LEARN."

Line Officers must have a profile of 'Viewer', as a minimum, to be assigned as "Approver' for individual incidents, and to electronically 'sign' the Decision Document".
"Decision Document (DD) development including Incident Requirements and

Objectives, Relative Risk Assessment, identified values at risk, Operational Needs Analysis, and Line Officer rational will be entered when fire moves into extended attack, large fire, and/or when the wildfire requires a change in how the fire is to be managed. (IE. Type 3, 2, or 1 Incident Management fires).

- **Example 1**: Preplanned response is to catch the fire during the first burn period of Initial Attack (IA). The IA resources are successful to halt the fires growth, but have 3 to 5 days of mop-up until the fire is declared out. No data entry in WFDSS is required.

- **Example 2**: Same preplanned response as Ex 1. A similar fire keeps spotting and escaping from a portion of the line into the second day (Extended Attack). The fire becomes a type 3 incident, and the fire needs to be entered into WFDSS and a Decision Document developed.

- **Example 3**: Same preplanned response as Ex 1. A similar fire grows rapidly and Type 2 or 1 IMT is ordered (Extended Attack to Large Fire). Enter fire into WFDSS and develop a Decision Document for distribution at the Team in-briefing. A separate Delegation of Authority from the Line Officer to the Incident Commander should reference the WFDSS DD, not duplicate information from the DD.

- Incident Requirements and Objectives would be entered when fire moves into extended attack, large fire, and/or when the wildfire requires a change in how the fire is to be managed.

The following is clarification of what is expected under WFDSS, which is a similar logic process used in WFSA. All fires exceeding initial response will have an approved decision documented within the WFDSS system.

- Type 3, 2 and 1 wildfire will be entered into the WFDSS.

- "Those fires burning on to Trust lands from another federal fire management agency (USFS, BLM, NPS or USFWS) should be entered **initially** by the originating agency, not BIA Agency/Tribal. " **Once a fire(s) poses a 'Threat to Trust', or suppression actions are done from Trust Land, the threatened Agency personnel must be given "Ownership" privileges in the WFDSS incident to be allowed to input their own incident objectives and requirements for the development of the next Decision Document to be published**.

- Wildfires burning on to Trust lands from State and local lands will be

entered into WFDSS by the receiving BIA Agency/Tribal unit, if they have not been entered by another Federal agency or State, with the true Point of Origin and Discovery Date being entered. When these incidents are created in WFDSS, the Responsible Unit Name at Point of Origin will not be the BIA Agency/Tribe. However, the BIA Agency/Tribe will be selected as at least one of the Responsible Agency(s) in addition to other.

- For fires being consolidated into a complex and covered under one Decision Document, a new FireCode with all the individual fires in the complex must be created for the complex fire name. In addition, each individual wildfire should be entered individually into the WFDSS and tracked with appropriate Latitude/Longitude, contain, confine, control date and time information to document origins of all the fires in a complex."

- Applicable fire-related resource management objectives and management requirements from the BIA Agency/Tribal Management Policies, as well as from a General Management Plan, Land or Resource Management/Stewardship Plan and FMP, will be migrated into the WFDSS via the DATA Management Tab. This information will reflect the management objectives for wildland fire as stated in FMP and supporting NEPA documents.

- Every wildland fire decision will consider the development of protection objectives which also provide for safety of firefighters and the public and minimize the loss of, and damage to, property, cultural and natural resources.

- WFSA's, WFIP's, and LTIP's are no longer acceptable fire documentation options.

- WFDSS does not replace ICS-209 and Situation Reporting Systems. Agency/Tribes will continue to follow National, GACC, and/or guidance for WFMI fire reporting within these systems.

Decisions in WFDSS are approved and published by the appropriate line officer as defined in the table below. Incident privileges must be assigned within WFDSS by incident author(s) to designate the approver. During the approval process, prior to publishing a decision, the timeframe for periodic assessment can be set (1-14 days).

Only BIA line officers, or their BIA employee acting with wildland fire knowledge, can be an "Approver" for WFDSS Decision Document developed for Trust Lands. Another federal agency line officer cannot be delegated authority to be an "Approver" in WFDSS for decision concerning Trust Land. This means incident privilege must identify multiple 'Approvers'.

Fires that are expected to exceed 5 million dollars will require the Regional Director, or acting, to be the 'Approver' in the WFDSS Decision Document. Fires expected to exceed 10 million dollars will require the National Director, or acting, to be the 'Approver' These estimated dollar thresholds apply to all fires that start on Trust lands, or the portion of a fire that burns on Trust lands under a cost share agreement. "

DOI WFDSS Approval Requirements

Cost Estimate[1]	WFDSS Approval
Less Than $5 Million	Agency Superintendent, Park Superintendent, Field/District/Refuge Manager
$5 Million - $10 Million	State/Regional Director[2]
Greater Than $10 Million	National Director[2]

USFS WFDSS Approval Requirements

Incident Type	USFS Approval
Type III, IV, V	District Ranger level with oversight by the Forest Supervisor
Type II	Forest Supervisor level with oversight by the Regional Forester
Type I	Regional Forester level with National oversight[3]

[1]***DOI-*** *Cost estimate should be based on proportionate agency share of the total estimated cost of the incident. For example, on a Type 1 $20 million fire that is 98% FS, 1% BLM, and 1% NPS, the USFS National Director and the BLM and NPS local agency administrators would be the certifying officials in a jointly published WFDSS decision.*
[2]***DOI-*** *State/Regional Directors and National Director may delegate WFDSS approval authority as per agency policy.*
[3]***FS-*** *This authority may be delegated to the next level provided that agency administrator at the lower level meets the certification.*

Once the financial scale of the fire has been determined, the Superintendent, or the Regional Director, should become a “Reviewer” of a Decision Document being approved at the next higher level.

Only an electronic signature from an “Approver” is a valid action for the Decision Document. Therefore, there is no longer a need for the certification process which was used in WFSA.

It is imperative that a decision be reviewed carefully! Once approved and published, a decision becomes a system of record and all WFDSS users can view the information. Additionally, the action CANNOT be undone. If there is an error in the information, or new information is added for documentation or update (i.e. fire behavior, Management Action Points) a new decision must be made to permanently update the record.

Periodic Assessment

The Periodic Assessment must be completed by the designated approver at the time frame set during the publication process. Where multiple "Approvers" have been identified, communication between all "Approvers" should occur to agree on the number of days for the next assessment, and that the majority stakeholder in the incident should be the one to electronically sign if the current published decision is still valid or not.

The WFDSS application only needs any one of the multiple "Approvers" to validate the periodic assessment. Currently, the automatic email for the periodic assessment is sent to the last time stamped "Approver" that approves the Decision. If a Line Officer is also identified as an "Owner" for an incident as well as an "Approver," they will get an email notice that a PA is due. However, the email to "Owners" does not have the direct link that takes the final "Approver" directly to the decision area of the WFDSS application.

Timeframes can be set 1-14 days depending upon the complexity and status of the incident and the Line Officer can request a reminder email for the morning when the next assessment is due.

It is beneficial to document clear, concise information about the incident when completing the periodic assessment as this information will be part of the decision record.

- It is a way for someone to gather situational awareness of the incident and should be useful information not only during the incident but for years to come when looking back at the incident.

- It is especially pertinent because it will outline your thought process and reasons for either continuing a current decision or requiring a new decision.

For additional information refer to **http://wfdss.usgs.gov**, or call the WFDSS HELPDESK (866) 224-7677, (press 0 for WFDSS) or 360-326-6002 for general questions, Decision Document assistance, and password issues.

After hours support can be reached by pressing #2 in the automated menu to reach a duty officer, who will contact a WFDSS technician for more detailed issues.

The National Fire Decision Support Center (NFDSC) is for FSPRO Long Term Fire Probability and RAVAR support.

Large Fire Operations Definitions

A Large Fire, with regard to "developing a response to wildfires," are fires which are greater than the local unit's capabilities to manage under a Type 3 IMT. For statistical purposes, a large fire is 300 acres or more.

Long Term/Duration Fires which will be managed under a Type 3 IMT, can be expected to last more than 3 to 7 days before declared out. An average, typical time duration for Long Term Fires is up to three (3) months.

FLAME ACT (See Chap. 10)

Large Fire Cost Reviews (See Chap. 10)

Wildland Urban Interface (WUI) Firefighting

WUI fires occur where community defined values, structures, watersheds, roads and highways, power and gas lines, or other community resources intermingle with wildland fuels, and may be threatened by wildfires.

Wildfires in these areas are often multi-jurisdictional and multi-agency. This complexity combined with the wildfire, public safety, increased media attention, political pressures, and other factors, may combine to overwhelm a normal size-up and decision-making process. The potential exists in areas of WUI for extremely dangerous and complex fire burning conditions.

By Policy, the operational role of the BIA in the WUI is wildland firefighting, hazardous fuels reduction, cooperative prevention and education, and technical assistance.

- Structural fire suppression is the responsibility of Tribal, State, or local governments. BIA managers and supervisors will not knowingly place BIA wildland firefighters in positions where exposure to noxious gases or chemicals would require the use of self-contained breathing apparatus. Cooperative agreements will not commit Agency personnel to suppression or other all-risk response activities outside of the guidance provided below. Preparedness and Suppression funding is not to be used in structural fire suppression activities.

  Structure, vehicle, and dump fire suppression is not a functional responsibility of BIA wildland fire resources. These fires have the potential to emit high levels of toxic gases, for which BIA wildland firefighters are neither trained nor equipped. BIA firefighters will not take direct suppression action on structure, vehicle, or dump fires.

BIA firefighters will not be dispatched to structure, vehicle, or dump fires unless there is an immediate and significant threat to lands and resources that are under BIA protection. This policy will be reflected in suppression response plans.

Should BIA firefighters encounter structure, vehicle, or dump fires, firefighting efforts will be limited to areas where the fire has spread onto BIA protected lands, and only when such actions can be accomplished safely and with no exposure to smoke emitted from the fire. Structure protection will be limited to exterior efforts, and only when such actions can be accomplished safely and in accordance with established wildland fire operations standards.

BIA fire managers should avoid giving the appearance that their wildland fire firefighter's resources are trained and equipped to perform structure and vehicle fire suppression.

- Emergency Medical Response is not a functional responsibility of BIA wildfire suppression resources. BIA wildland fire firefighters are not trained and equipped to perform emergency medical response duties, beyond providing stabilization and transport for injured crew members, and should not be part of a preplanned response that requires these duties. Local fire and emergency medical services have the functional responsibility for these types of responses.

BIA fire managers should avoid giving the appearance that their wildland fire firefighters are trained and equipped to perform emergency medical response.

- Hazardous Materials exposure is always a potential for wildland firefighters, while performing their jobs. Hazardous materials or waste may be found on public lands in a variety of forms, e.g., clandestine drug lab waste, mining waste, illegal dumping, and transportation accidents.

BIA employees that discover any unauthorized waste dump or spill site that contains indicators of potential hazardous substances should take the following precautions:

- Treat each site as if it contains harmful materials;
- Do not handle, move, or open any container, breathe vapors, or make contact with the material;
- Move a safe distance upwind from the site; and
- Contact appropriate personnel. Generally, this is the Hazardous Materials Coordinator for the BIA area.

Fuels Management and Hazardous Fuels Program Planning and Implementation

The exclusion of Chapter 16, Hazardous Fuels Management, and Chapter 17, Hazardous Fuels Program Planning and Implementation Guide, is indefinite. The national and interagency policy guides for the hazardous fuels programs are contained in the following guides and handbooks:

- *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide 2006;*
- *BIA Fuels Management Program Supplement to the Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide 2008; and*
- *BIA Fuels Program Business Management Handbook, February 2006.*

Exclusive use of these handbooks and guides enhances intra and inter-agency program continuity, avoids duplication, reduces the chances to misinterpret policy and provides one stop shopping for the fuels programs policy in a fire management and political environment where changes occur frequently. Please call the Assistant Director, Fire Use and Fuels, and Fuels, Deputy Fire Use and Fuels for more information.

Use of Wildland Fire Approvals at Planning Levels 4 and 5

Each Agency/Tribe must complete the Department of the Interior, BIA Preparedness Level 5 Prescribed Fire Form to request permission to implement a prescribed fire during National Preparedness Level 4 and 5.

This information is referenced in the *2012 National Mobilization Guide*, Chapter 20, pages 50-53. (**http://www.nifc.gov/nicc/mobguide/index.html**).

Preparedness Level 4

Prescribed fire (Rx) applications can be initiated or continued if the proposed action is approved by an agency at the Regional or State Office level. The approval must be based on an assessment of risk, impacts of the proposed actions on Area resources and activities, and include feedback from the GMAC. The GMAC provides information or perspectives to agencies wishing to proceed with or implement a prescribed fire application. The final decision to implement resides with the implementing agency.

Preparedness Level 5

Rx applications can be initiated or continued if the proposed action is approved by an agency at the Regional or State Office level and local resources are available to carry out the application without additional outside resource needs. This approval must be based on an assessment of risk, impacts of the proposed actions on Area resources and activities, and include feedback from the GMAC. The GMAC provides information or perspectives to agencies wishing to proceed with or implement a Rx application. For Rx applications to be initiated or continued, that requires additional support of resources from outside the local unit or require resource ordering of an IMT or WFMT, a National MAC representative must assess risk and impacts of the proposed action and present to NMAC for review prior to proceeding. The final decision to implement resides with the implementing agency.

For Rx applications to be initiated or continued that require additional support of resources from outside the local unit or require resource ordering of an IMT, a National MAC representative must assess risk and impacts of the proposed action and present to NMAC for review prior to proceeding. The final decision to implement resides with the implementing agency.

Approval by NMAC requires requests to be submitted no later than 0700 hours MST, on the day of the proposed ignition (preferably sooner). Ideally, a project request would be placed at 0700 Monday for projects that can be ignited and placed in patrol status by the following Monday, at which time new requests are submitted. The Regional Fuels Specialist should precede the written request with a courtesy call, providing as much lead time as possible.

Keep project requests brief. The concurrence form contains the essential information necessary for the NMAC to approve your request. They do not have time to review several pages of attached information.

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APPENDIX 11-1
Operational Briefing Checklist

1. Incident Status	Location			
Size	Jurisdiction			
Hazards				
2. Incident Site	Forest/Grassland/etc.			
General Health				
Terrain				
3. Fuel Conditions	Live Fuels			
1-hour	10-hour		1000-hour	
Important Indices				
4. Weather Conditions:	Current: air temp wind speed direction RH		Forecasted: air temp wind speed direction RH	
5. Command/Control	Incident Commander			
Resources on Incident				
Resources Ordered				
Communications				
Reporting Procedures				
Key Radio Frequencies COMMAND:	TACTICAL:		AIR TO GROUND:	
6. Fire Behavior	Current		Forecasted	
7. Aviation	Aircraft			
Hazards				
Restrictions				
8. Other				

Operational Briefing Checklist Guidelines

1. Incident Status - Provide the location (Township, Range, Section, lat./long.), estimated size, jurisdiction, and known hazards such as power lines, hazmat sites, poor driving conditions, etc.

2. Incident Site - Provide basic information about the site, including biome (forest, woodland, shrub steppe, etc.) Include general state of health, such as over mature, 70 percent insect infested, large areas of blow-down, flashy fuels, etc. Also, provide general sense of terrain, such as large relief with 60 percent slopes.

3. Fuel Conditions - Provide best estimates of live, 1-, 10- and 1,000-hour time-lag fuel moisture contents, and important NFDRS indices as they relate to fire behavior and appropriate suppression actions.

4. Weather conditions - Provide current observations (including wind speed and direction, air temperature, and relative humidity) and predicted or Spot Weather Forecasts. Emphasize Fire Weather Watches and Red Flag Warnings. (The IC should work in conjunction with dispatch to obtain and relay site weather conditions.)

5. Command and Control - Provide the name and radio frequency of the incident commander (or appropriate general staff) for contact on arrival. Also describe the appropriate method of reporting (checking in), the general communications procedure, and key radio frequencies.

6. Fire behavior - Provide best estimates of rate of forward spread, direction of spread, and approximate flame lengths. Include important facts on recent fire behavior.

7. Aviation - Provide important information relating to number and types of aircraft operating in the area, including agreements, restrictions, or airspace closures.

8. Other - Add additional information that would improve efficiency without compromising safety.

Note: Some items on the briefing checklist may not be applicable. For example, a discussion on 1,000-hour time-lag fuels may not be necessary if such fuels do not exist on or adjacent to the incident site.

APPENDIX 11-2
Spot Weather Forecast Request

Prior notification and burn plan information (prescription and map) provided to fire weather forecaster.
Yes (fill in 1-4 and skip to 12)
No (complete entire form and contact fire weather forecaster)

1. Time of Request	2. Date	3. Name of Fire or Project	4. Control Agency

5. Type of Project	6. Location (Sec - Twp - Range or LAT/LON	8. Exposure (NE, W, SW, etc.)	9. Size (acres)

	7. Drainage Name	10. Elevation	
		Top	Bottom

11. Fuel Type: Grass Brush Timber Slash Other

Cover Type: Grass Brush Timber

< Weather observations from project and/or remote automated weather station(s): (enter name/ID)

Place	Elevation	Ob Time	20 ft Wind		Eye Level		TEMP		‡ Moisture		Remarks (Indicate rain, thunderstorm, etc.)
			Dir	Speed	Dir	Speed	Dry	Wet	RH	Dp	

13. Send Forecast to: Attn Via Forecast needed by day/hour	
14. Planned Ignition Time (day/hour)	
Requested Forecast Period 0-12 hours 0-24 hours 0-48 hours 3-5 day outlook 6-10 day outlook Other Period (define start and end period, date/time)	Forecast Elements (general outlook only provided after 48 hours): Weather Discussion Sky/Weather Temperature Relative Humidity 20 foot Wind (include wind shifts) Ridge Wind Eye level Wind (include wind shifts) General Transport Wind General Mixing Depth (MSL or AGL) Haines Index or other stability Inversion (depth and duration) parameter Chance of Wetting Rain/Precipitation Transport Winds Duration Dewpoint Other (specify)
Anticipate additional forecasts for this burn Yes No Please provide feedback information about the quality of the forecast.	

Spot Weather Forecast Request Form Instructions
1. Time forecast requested 2. Date forecast requested 3. Name of fire or prescribed burn 4. Control (Responsible) Agency 5. Type of project Wildfire, Prescribed Burn, HAZMAT, Spraying, Search and Rescue, etc 6. Location, use section/township/range or latitude and longitude 7. Drainage, nearest stream, or river 8. Exposure, direction unit or project faces 9. Size, in acres 10. Elevation, provide elevations of top and bottom of unit in feet 11. Provide fuel and cover type 12. Site observations are necessary. If a RAWS is being used provide the name or number and where it is located in relation to the burn. If observations are being taken on site enter them in the boxes provided. 13. Who the forecast is to be sent to and how is it to be sent. Be sure to provide phone numbers. When is the forecast needed by. 14. Time of ignition 15. Check the boxes of the periods the forecast is to cover. Exp., if a forecast for the next 48 hours is needed check the 3rd box. If an outlook for 3-5 and 6-10 days is also needed the next 2 boxes should be checked. If only a 12 hour forecast is needed the 0-12 hour's box would be checked. If special time periods are needed, such as specific hourly forecasts, check other period and explain. 16. These are the elements that can be included in the forecast. Check those that are needed.

APPENDIX 11-3
Delegation of Authority: Type 3, 4 & 5 Incidents

Name:_____

For calendar year 2013, I have delegated the following authority and responsibility for the management of Initial and Extended Attack fires to which you may be assigned as Incident Commander. You may receive a supplement to this document for extended attack, Type 3 Incidents.

As Incident Commander, you are accountable to me for the overall management of any incident to which you are assigned. I expect you to adhere to relevant and applicable laws, policies, and professional standards. While suppression of fire is your primary task, providing for firefighter and public safety is your first and highest priority.

As an initial or extended attack Incident Commander, I expect you to:

- Follow the "10 Standard Firefighting Orders" as your rules of engagement and that you disengage from suppression actions should you find one or more of the rules violated. Re-engage only when you have ensured you are in compliance with the orders.

- Ensure mitigation of any of the "18 Situations That Shout Watch Out" where they occur.

- Continually evaluate the effectiveness of the strategy and tactics on your incident. If they are ineffective or unsafe, I expect you to disengage, evaluate, adjust your plan, and reengage to the extent appropriate to your qualifications and experience. Use the Risk Management Process in the Incident Pocket Response Guide to aid you in this process.

- Maintain command and control of all resources assigned to your incident. Periodically review your span of control to insure complexity is within your comfort level and qualifications.

- Maintain communications with Fire Com or PICC and relay all pertinent fire information and updates through them as outlined in the Annual Operating Plan.

- Use the tools given to you by the Agency to guide your efforts in Fire Management (Incident Pocket Response Guide, Size up and IC To-Do list, Pocket card, Fireline Handbook, & Minimum Impact Suppression Tactics guidelines).

- Ensure all personnel on your incident are qualified for the positions they are performing. I encourage you to use trainees but only when a qualified individual supervises them.

- Manage fatigue and ensure firefighters comply with BIA work/rest guidelines. Insure all personnel are provided a 2 for 1 work rest ratio. That you ensure drivers whose assignments require a CDL are limited to 10 hours of driving time in a 15 hour duty day with 8 hours off between shifts. Document the actions you take to monitor work rest and insure you are in compliance with guidelines (use the field fire report form). If you feel it is necessary to exceed 16-hour shifts on extended attack fires, coordinate with your zone FMO for justification, mitigation, and line officer approval.

- Personally inspect and document your fire for safety and health hazards and notify Fire Com or PICC when inspections have been completed.

- Make positive contact with and provide a briefing to all arriving resources on your incident. Use the briefing format provided in the Incident Pocket Response Guide for this purpose.

- Be considerate of cooperating agency's policies when assisting in fire suppression on other protected lands.

- Communicate with your FMO and Fire Com or PICC on any fire issues related to potential hazards and/or threats to the recreating public.

- Be cost efficient while attempting to minimize resource loss, including damage from fire suppression.

- Never compromise firefighter safety or public protection in your efforts to follow guidelines for the protection of Threatened and Endangered Species (TES), or protection of archeological resources. Select strategies and tactics that provide for firefighter and public safety first. Protection of TES is a secondary goal.

- Plan for and make a smooth transition between Incident Commanders and/or Initial and Extended attack organizations should it be necessary.

This includes communication to all fireline personnel and Fire Com or PICC of any changes in IC's name and timelines for transition.

- Hold yourself and those you supervise accountable for the work they do. I expect you to complete performance evaluations for all off forest resources you supervise.

- Submit to your FMO (within 7 days of the fire being declared out) your fire report with the following forms: Complexity Analysis/Risk Assessment, Briefing Checklist, Unit Log documenting compliance for Safety and Health Hazards, Justification and Approval for any shifts exceeding 16 hrs., Individual Performance Evaluations and Crew Evaluations for any out of area resources, and the fire site inspection record (if applicable, Appendix D Blue Book) from the Agency Administrator.

The Superintendent's representative for Fire Management is the FMO. FMO, or acting, is responsible for coordinating with the Superintendent to set priorities and coordinate suppression actions.

_____

Superintendent Date
BIA – XXXXXXX Agency

_____

Incident Commander Date

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Chapter 12
Firefighter Training and Qualifications

Introduction

NWCG) sanctioned firefighters are trained and qualified according to the NWCG and other standards, as outlined below.

Policy

Firefighters must meet standards identified in the NWCG publication *PMS 310-1, National Interagency Incident Management System Wildland Fire Qualifications System Guide.* The PMS 310-1 may be found at **http://www.nwcg.gov/pms/docs/docs.htm**.

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide* which may be found at **http://www.ifpm.nifc.gov**.

Agency standards for training and qualifications may exceed the minimum standards established by NWCG. Such additional standards will be approved by the Fire Directors and implemented through the Incident IQCS. Standards which may exceed the minimum standards established by NWCG are identified in Section I, BIA-Specific Position Standards.

Responsibilities

The following are responsibilities of key fire management leadership pursuant to Indian Affairs Manual, Part 90, Chapter 1:

Director, Branch of Fire Management

The Director is responsible for developing policies and standards for firefighter training and establishes WFM position competencies, standards and minimum qualifications for FMO's, wildland fire specialists and leaders based on federal interagency standards recommended by the NFAEB.

The Bureau will adhere to the minimum qualification standards required for the key fire management positions as defined in PMS 310-1.

Regional Directors

Regional Directors are responsible for ensuring that qualified personnel take immediate charge of wildfire suppression activities.

Agency Superintendents and Line Officers of Tribal Fire Programs

Agency Superintendents and Line Officers of Tribal fire programs are considered Certifying Officials pursuant to the definition in the NWCG PMS 310-1. As such, they are responsible for ensuring that agency fire management personnel develop and maintain fire management job qualifications and meet physical fitness standards in accordance with policy and assign personnel to fire suppression, prescribed fire, wildland fire use activities according to qualifications and demonstrated ability.

They are responsible for entering and maintaining employee fire qualifications in the IQCS.

Agency Superintendents and Line Officers of Tribal Fire Programs who choose to DOA of the Certifying Official role must do so in writing, utilizing the DOA form which can be found on the IQCS website at: **http://iqcs.nwcg.gov/**.

Qualification and Certification Process

Each unit with fire management responsibilities will establish an Incident Qualification Card qualification and certification process which may include a qualification and certification committee. It should be noted that these committees are not a requirement. Individual units still have the authority to certify the task books of their own employees pursuant to 90 IAM and PMS 310-1.

In areas cooperating with other Federal, State, or local agencies, an interagency qualification and certification committee is recommended and should include representatives from each unit. These qualification and certification committees provide management oversight and review of the wildland and prescribed fire positions under their jurisdiction. The committee:

- Ensures that qualifications generated by IQCS or other agency systems for employees are valid by reviewing the training and experience of each employee;

- Determines whether each employee possesses the personal characteristics necessary to perform the wildland and prescribed fire positions in a safe and efficient manner;
- Makes recommendations to the appropriate Agency Administrator or designee who is responsible for final certification signature;
- Should include representatives from aviation, prescribed fire, and fireline safety as practical;
- Develops interagency training needs and sponsors courses that can be offered locally; and
- Ensures training nominees meet minimum requirements for attending courses.

Non-NWCG Agency Personnel Qualifications

Personnel from non-NWCG agencies meeting NWCG *310-1* prerequisites can participate in and receive certificates for successful completion of NWCG courses. Agency employees can complete the Task Blocks, Evaluation Record and Verification/Certification sections of a cooperating organization's employee Position Task Book. Agency employees will not initiate or complete the Agency Certification sections of Position Task Book for non-agency employees.

Personnel from agencies that do not subscribe to the NWCG qualification standards may be used on agency managed fires. Agency fire managers must ensure these individuals are only assigned to duties commensurate with their competencies, agency qualifications, and equipment capabilities.

Non-NWCG Agency Personnel Use on Prescribed Fire

The NWCG PMS 310-1 establishes the minimum qualifications for personnel involved in prescribed fires on which resources of more than one agency are utilized - unless local agreements specify otherwise. This guide may be found at: **http://www.nwcg.gov/pms/docs/docs.htm**.

Incident Qualifications and Certification System (IQCS)

IQCS is the fire qualifications and certification record keeping system. The *Responder Master Record* report provided by the IQCS meets the agency requirement for maintaining fire qualification records. The system is designed to provide managers at the local, state/regional, and national levels with detailed qualification, experience, and training information needed to certify employees in wildland fire positions. The IQCS is a tool to assist managers in certification decisions. However, it does not replace the manager's responsibility to validate that employees meet all requirements for position performance based on their agency standards.

Record Keeping

Employees must be reminded that it is their responsibility to maintain original training certificates, completed PTB's, experience records, and any other qualifications records that may prove important at some time in the future. It is recommended that the hosting unit maintain copies of these records for reference. The contents of this file may include: copy of incident qualification card (red card), training certificates, WCT record, verification of medical examination completion, evaluations from assignments, PTB verification, IQCS Responder Update Forms, and a copy of the *Responder Master Record* IQCS.

All records will be stored and/or destroyed in accordance with agency policies.

Certification of Non-Agency Personnel
Non-agency firefighters will be certified by state or local fire departments, or private training providers approved by a MOU through their local GACC. Agencies will not assist in the administration, or sponsor the WCT, as the certifying agency.

Incident Qualification Card
The AA (or delegate) is responsible for annual certification of all agency and AD personnel serving on wildfire, prescribed fire, and all hazard incidents. This responsibility includes monitoring medical status, fitness, training, performance, and ensuring the responder meets all position performance requirements.

Training, medical screening, and successful completion of the appropriate WCT must be properly accomplished. All Red Cards issued to agency employees will be printed using the IQCS.

The BIA will designate employees at the national, regional, and local levels as Fire Qualifications Administrators, who ensure all incident experience, incident training, and PTB's for employees within the agency are accurately recorded in the IQCS. All records must be updated annually or modified as changes occur.

Incident Qualification Card (Red Card) Expiration Dates
Red Cards for responders that possess qualifications requiring WCT and the Annual Fireline Safety Refresher Training course (RT-130) are valid through the earliest expiration date (either fitness or refresher) listed on the card. Red Cards for responders that possess qualifications that do not require WCT or RT-130 for issuance are valid for 12 months from the date the card is signed by a certifying official.

Universal Training Requirements

All personnel filling NWCG recognized positions on the fireline must have completed:

- S-130 Firefighter Training (including the required field exercises)
- S-190 Introduction to Wildland Fire Behavior
- L-180 Human Factors on the Fireline
- I-100 Introduction to ICS

All Responders filling ICS positions must have completed:
IS-700A *NIMS: An Introduction*[1]
I-100 Introduction to ICS

- Single Resource Personnel:
  ICS-200 or equivalent
- Strike Team/Taskforce Leaders, Supervisors, and Branch Directors
  IS-800B *National Response Framework, An Introduction*[2]
  ICS-300 or equivalent
- Command and General Staff, Area Command and Emergency Managers:
  IS-800B *National Response Framework, An Introduction*[2]
  ICS-400 or equivalent

[1]IS-700A replaces IS-700. Either course meets the requirement.
[2]IS-800B replaces IS-800A. Either course meets the requirement.

- ***FS -*** *Forest Service direction is found in Forest Service Handbook (FSH) 5109.17.*

Annual Fireline Safety Refresher Training

Annual Fireline Safety Refresher Training (RT-130) is required for those positions identified in the *Wildland Fire Qualifications System Guide* (NWCG 310-1). RT-130 must include the following core topics:

- **Entrapment Avoidance -** Use training and reference materials to study the risk management process as identified in the IRPG as appropriate to the participants, e.g., LCES, Standard Firefighting Orders, Eighteen Watch Out Situations, WFDSS direction, Fire Management Plan priorities, etc.
- **Current Issues -** Review and discuss identified "hot topics" as found on the current WFSTAR website. Review forecasts and assessments for the upcoming fire season and discuss implications for firefighter safety.
- **Fire Shelter -** Review and discuss last resort survival including escape and shelter deployment site selection. Conduct "hands-on" fire shelter inspections. Practice shelter deployments in applicable crew/module configurations.
- **Other Hazards and Safety Issues -** Choose additional hazard and safety subjects, which may include SAFENET, current safety alerts, site/unit specific safety issues and hazards.

These core topics must be sufficiently covered to ensure that personnel are aware of safety concerns and procedures and can demonstrate proficiency in fire shelter deployment. The minimum refresher training hour requirements for each agency is identified below. Training time may be extended in order to effectively complete this curriculum or to meet local training requirements.

BIA minimum refresher is 4 hours but will not exceed – 8 Hours for AD's

RT-130 is not a self-study course. Minimum requirements have been established for instructors for RT-130. These requirements will ensure that an appropriate level of expertise and knowledge is available to facilitate refresher training exercises and discussions.

- Lead instructors must be a qualified single resource boss;
- Unit instructors must be qualified firefighter type one (FFT1); and
- Adjunct instructors may be utilized to provide limited instruction in specialized knowledge and skills at the discretion of the lead instructor. They must be experienced, proficient and knowledgeable of current issues in their field of expertise.

For additional information please refer to the current *NWCG Field Manager's Course Guide* (PMS 901-1) at: **http://www.nwcg.gov/pms/training/fmcg.pdf**.

RT-130 will have a 12-month currency. Firefighters who receive initial fire training are not required to take Annual Fireline Safety Refresher Training in the same calendar year. A website, **http://www.nifc.gov/wfstar/index.htm**, titled *WFSTAR* is available to assist in this training.

Entrapment avoidance and deployment protocols are identified in the *IRPG (PMS No. 461/NFES No.1077)*. The guide contains a specific "Risk Management Process" and "Last Resort Survival Checklist".

Position Certification and Currency

Loss of Currency

If an employee (including agency-sponsored AD's) loses currency in an incident command system position, IQCS will convert that person back to trainee status. In order to regain full qualification, the employee will need to demonstrate an ability to perform the job by completing a performance assignment.

This ability can be demonstrated in a number of ways. In other words, the Certifying Official has some latitude in the process for re-certifying employees whose currency has expired.

One effective way to do this is to have the employee perform as a trainee on an assignment. The position task book may be used as a guide. This does not mean the entire task book needs to be completed. The most critical tasks contained in the PTB should be reviewed by the evaluator.

Recertification Considerations

The following items should be considered when re-certifying non-current employees:

- The complexity of the position in question;
- The employee's previous experience in performing the position and other fireline positions; and
- Changes in position duties and prerequisites since the duties were last performed.

Physical Fitness

Physical Fitness and Conditioning

Agency Administrators are responsible for ensuring the overall physical fitness of firefighters. Employees serving in wildland fire positions that require a fitness rating of arduous as a condition of employment are authorized one hour of duty time each work day for physical fitness conditioning. Employees serving in positions that require a fitness rating of moderate or light may be authorized up to three (3) hours per week. Fitness conditioning periods may be identified and structured to include aerobic and muscular exercises.

Fitness and Work Capacity 2009 ed. (PMS 304-2, NFES 1596) and the FireFit Program (**http://www.nifc.gov/FireFit/index.htm**) provide excellent guidance concerning training specifically for the pack test, aerobic fitness programs, and muscular fitness training.

Medical Examinations

Agency Administrators and supervisors are responsible for the occupational health and safety of their employees performing wildland fire activities, and may require employees to take a medical examination at any time.

Established medical qualification programs, as stated in 5 CFR 339, provide consistent medical standards in order to safeguard the health of employees whose work may subject them or others to significant health and safety risks due to occupational or environmental exposure or demand.

Information on any medical records is considered confidential (HIPAA) and must be kept in the employee's medical file.

Department of Interior Wildland Firefighter Medical Standards Program (DOI/MSP) - Arduous Fitness Level

All permanent, career-seasonal, temporary, Student Career Experience Program (SCEP) employees, and AD/EFF who participate in wildland fire activities requiring a fitness level of *arduous* must participate in the DOI-MSP at the appropriate level (see Examination Matrix on the MSP website) and must be cleared prior to attempting the WCT. Additional information regarding the DOI-MSP can be obtained at **http://www.nifc.gov/medical_standards/**.

If the HSQ or Annual Exam results in a status of “cleared”, but the Servicing Human Resource Officer (SHRO) or FMO has a direct concern about an employee’s/applicant’s capacity to meet the physical or medical requirements of a position, the agency may require the employee/applicant to report for a specific medical evaluation. For more information, contact your SHRO or agency Wildland Fire Safety Program Manager.

If any “yes” answer is indicated on the HSQ, an annual exam is required prior to the employee taking the Arduous WCT. Memo dated January 17, 2013, 2013 BIA/Tribal Medical Standards Program and Drug Testing Policy.

If an examining clinician believes diagnostic testing beyond what is required by the Wildland Firefighter MSP is needed to determine medical clearance, then agency approval is required before the tests are conducted. If the agency approves the clinician request, or requests further testing themselves, then the agency is responsible for payment. Additional testing or treatment requested by the employee/applicant shall be at their own expense.

Employees or applicants who fail to meet the Federal Interagency Wildland Firefighter Medical Qualification Standards as a permanent, seasonal/temporary, or term employee may not perform as an AD/EFF for arduous duty positions.

If a DOI arduous duty WLFF develops a change in medical status (injury or illness) between yearly medical exams or HSQ’s that prevents them from performing arduous duty lasting longer than three consecutive weeks, the WLFF is required to report this change to his/her supervisor who can request additional medical information and reevaluate the WLFF clearance status.

The Interagency Medical Standards Program was intended by Congress for application to federal employees engaged in hazardous occupations. As such, full participation is not required by Tribal programs. At the discretion of the FMO, Tribal employees may elect to participate in the MSP at a lesser level than Permanent or Permanent Furlough BIA employees. The level of participation by Tribal employees may never be less than that required for AD/EFF employees; that is a pre-WCT HSQ every year while under the age of 45, and an Annual Exam when 45 or older.

For more information regarding exam requirements and frequency please refer to the exam matrix at: **http://www.nifc.gov/medical_standards/documents/NewExamProcess/Exam_Matrix_FY2013_20121106.pdf Medical Exam Process for Light and Moderate Fitness Levels**.

This section applies to employees who are only required to complete the WCT at the light or moderate fitness level.

If any "Yes" answer is indicated on the HSQ, a medical examination is required prior to the employee taking the WCT.

Medical examinations will be performed utilizing the *Certificate of Medical Exam, U.S. Office of Personnel Management* OF-178. Stress EKG's are not required as part of the medical examination and will only be approved if recommended and administered by the medical examining physician. Cost for exams will be borne by the home unit. If medical findings during exam require further evaluation, then the cost of any further evaluation or treatment is borne by the employee/applicant. Costs for additional tests specifically requested by the agency will be borne by the home unit.

If the SHRO or FMO has a direct concern about an employee's/applicant's capacity to meet the physical or medical requirements of a position, the agency may require the employee/applicant to report for a specific medical evaluation. For more information, contact your SHRO or agency Wildland Fire Safety Program Manager.

Standards for medical examinations using the OF-178 for light and moderate positions are available at **http://www.fs.fed.us/fire/safety/wct/wct_index.html.** The examining physician will submit the completed OF-178 (and applicable supplements) to the employee's servicing human resources office, where it will be reviewed and retained in the employee's medical file.

Health Screen Questionnaire (HSQ)

Title 5 CFR Part 339 - Medical Qualification Determinations, which provides a determination of an individual's fitness-for-duty, authorizes solicitation of this information.

The approved OMB HSQ may be found at: **http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-31.pdf**.

The information on the HSQ is considered confidential and once reviewed by the test administrator to determine if the WCT can be administered, it must be kept in the employee's medical file (EMF). This file may only be viewed by Human Resource Management (HRM) or Safety personnel.

Work Capacity Test (WCT) Categories

The *NWCG Wildland Fire Qualification System Guide, PMS 310-1* identifies fitness levels for specific positions. There are three fitness levels - Arduous, Moderate, and Light - which require an individual to demonstrate their ability to perform the fitness requirements of the position. Positions in the "no fitness level required" category are normally performed in a controlled environment, such as an incident base.

Law Enforcement physical fitness standard is accepted as equivalent to a "light" WCT work category.

Work Capacity Test Categories

WCT Category	Distance	Weight	Time
Arduous Pack Test	3 miles	45 lb	45 min.
Moderate Field Test	2 miles	25 lb	30 min
Light Walk Test	1 mile	None	16 min

Arduous - Duties involve field work requiring physical performance with above average endurance and superior conditioning. These duties may include an occasional demand for extraordinarily strenuous activities in emergencies under adverse environmental conditions and over extended periods of time. Requirements include running, walking, climbing, jumping, twisting, bending, and lifting more than 50 pounds; the pace of the work typically is set by the emergency conditions.

Moderate - Duties involve field work requiring complete control of all physical faculties and may include considerable walking over irregular ground, standing for long periods of time, lifting 25 to 50 pounds, climbing, bending, stooping, twisting, and reaching. Occasional demands may be required for moderately strenuous activities in emergencies over long periods of time. Individuals usually set their own work pace.

Light - Duties mainly involve office type work with occasional field activity characterized by light physical exertion requiring basic good health. Activities may include climbing stairs, standing, operating a vehicle, and long hours of work, as well as some bending, stooping, or light lifting. Individuals can usually govern the extent and pace of their physical activity.

Work Capacity Test (WCT) Administration

The WCT is the official method of assessing wildland firefighter fitness levels. General guidelines can be found in the "*Work Capacity Tests for Wildland Firefighters, Test Administrator's Guide" PMS 307, NFES 1109*.

WCT Administrators must ensure that WCT participants have been medically cleared, either through Wildland Firefighter Medical Qualification Standards or agency specific medical examination.

WCT's are administered annually to all employees, including AD/EFF who will be serving in wildland fire positions that require a fitness level. The currency for the WCT is 12 months.

The WCT results shall be documented on the WCT Record available at **http://www.nifc.gov/policies/policies_main.html**. The WCT Record captures information that is covered under the Privacy Act and should be maintained in accordance with agency Freedom of Information Act (FOIA) guidelines.

Administration of the WCT of non-federal firefighters is prohibited for liability reasons. Potential emergency firefighters who would be hired under Emergency Hire authority by the agency must be in AD pay status or sign an agency specific volunteer services agreement prior to taking the WCT.

A RA,shall be developed and approved for each field unit prior to administrating the WCT. Administer the test using the RA as a briefing guide. A sample RA can be found at: **http://bia.gov/nifc/safety/WildlandFireRiskAssessment/index.htm**.

The local unit shall prepare a medical response plan (such as an ICS-206 form), evaluate options for immediate medical care and patient transport, and identify closest emergency medical services. A minimum of a qualified Medical First Responder/Emergency Medical Responder (EMR) must be on site during WCT administration. Based upon a thorough evaluation of potential medical treatment and evacuation scenarios, a higher level of on-site emergency medical qualifications and equipment may be warranted (e.g. Emergency Medical Technician (EMT) or paramedic). It is recommended that an Automatic External Defibrillator (AED) is on-site during all WCT's.

Personnel taking the WCT will only complete the level of testing (Pack, Field, Walk) required by the highest fitness level identified for a position on their Red Card. Employees shall not take the WCT unless they have a Red Card qualification that requires it, and only at the fitness level required by that position as identified in the NWCG PMS 310-1 or agency specific guidance or policy.

Treadmills are not approved for WCT.

WCT results must be entered into the IQCS annually to update the fitness level and date that will appear on the Incident Qualification Card. WCT dates entered in IQCS will reflect the date the employee passed the fitness test. The results of the most recent WCT will always supersede the results of any previous WCT, even if previous WCT's were within the currency period.

WCT Retesting

Those who do not pass the WCT will be provided another opportunity to retest. Employees will have to wait at least 48 hours before retaking the WCT. If an employee sustains an injury (verified by a licensed medical provider) during a test, the test will not count as an attempt. Once an injured employee has been released for full duty, the employee will be given time to prepare for the test (not to exceed 4 weeks). The numbers of retesting opportunities that will be allowed include:

- An individual will not be allowed to take the WCT more than twice in a twelve month period. If an individual fails the first test, and a second test is requested, no more than two weeks shall lapse between the first and second tests; and/or

- If extenuating circumstances exist, the FMO may determine if an additional attempt is warranted. In such cases, the extenuating circumstances must be documented and approval received through the Regional FMO before the test is administered.

Training Management

Bureau and Tribal fire management training programs will be based upon criteria specified within the interagency wildland fire training curriculum approved by the NWCG. This curriculum supports positions described within the NWCG PMS 310-1. The PMS 310-1 represents the Bureau's minimum training requirements.

Training Needs Analysis

Training need analyses are developed each year at unit, zone, regional and national levels. The assessment process provides information needed to determine which courses will be required, which employees will attend them, and how many slots will be available. Course offerings should be based upon identified unit needs, and reflect goals established in individual employee development plans.

The unit or zone is responsible for sponsoring 100 and 200 level courses. It is recommended that all training, regardless of level, be presented by qualified interagency instructors to interagency audiences.

Intermediate level (300 and 400) training needs are determined by Regional fire management staff or Training Specialists in conjunction with zone requirements. Each Region should be represented on an interagency training committee. These committees identify priority intermediate level training needs and designate host agencies and course coordinators. The Regional training committee is responsible for prioritizing Bureau and Tribal employees for mid-level and advanced training.

National level (500 and 600) training needs are determined by the Branch of Fire Management, NIFC. All national level training will be based upon a position needs analysis.

Individual Development Plans (IDP)

In order to effectively quantify the amount of training needed at any level in our organization, it is essential that supervisors understand their workforce. IDP's are a tool supervisors can use to identify the employee's career development path and any training that may be needed along the way. These IDP's should be designed to not only accommodate employee goals but more importantly, serve to support the mission of the unit. There are many examples of IDP's in use today and all are acceptable.

The IQCS has an IDP function that specifically addresses incident positions and the associated training plans for individuals. Utilization of the career planning tool in IQCS to capture an individual's training plan will assist training managers at the local, regional and national level with the information needed to increase efficiency in planning course sessions to meet the future training needs.

Position Task Books (PTB)

Position performance requirements are outlined in individual PTB's for each position. The Bureau does not require a minimum number of position performance assignments before a PTB can be certified. However, the Certifying Official should be cautioned against certifying PTB's without being confident in the employee's ability to perform at the fully qualified level.

Training Plans

The Agency or Tribal WFM program manager is responsible for training their employees to the extent that employee skills, knowledge and abilities facilitate the mission of the unit and the personal development of the employee. This training should be planned to accommodate the development of employees so they can perform jobs associated with "normal" program operations as well as "incident" operations.

Examples of "normal" operations include responsibilities such as:

Development of fuels management projects and plans.
Implementation of prescribed fires and mechanical fuels reduction projects.
Leadership and Supervision of project work.
Project monitoring and reporting.
Maintenance of project equipment and inventory.
Development of mobilization and operating plans.

Examples of "incident" operations include:

Suppression of wildfires.
Supervision of suppression resources.
Coordination with incident response cooperators.

Depending on the position description, incident operations may comprise a smaller percentage of the employee's work load. It is the responsibility of the unit manager to balance training plans accordingly, understanding the mission of the unit and goals of the Tribe for which they have Trust responsibility.

Training Nomination Process

The Interagency Training Nomination Form, available electronically on the internet, will be utilized to nominate employees for training. The training nomination process varies by unit, zone, and region. Most Geographic Training Centers utilize the IQCS online training nomination process which requires actions within the IQCS application.

Employees identified for geographic or national level training will refer to their respective Geographic Area Nomination Process. Please refer to the National Wildland Fire Training website for more information: **http://www.nationalfiretraining.net/**.

Instructor Qualifications

The Field Managers Course Guide contains valuable course-specific information for the entire NWCG sponsored curriculum and is the authoritative reference for instructor qualifications. It may be found at **http://www.nwcg.gov/pms/training/training.htm**.

Course Coordination

The Course Coordinators Guide will serve as the Bureaus policy related to NWCG course coordination. This document can be found on at the following website at: **http://www.nwcg.gov/pms/training/training.htm**.

Course Equivalencies

There are some instances where course equivalencies do exist, such as the various ways to gain the skills necessary to become an effective instructor. These will be identified periodically through this guide or instructional memorandum.

Leadership Training

All employees who complete the course known as Fireline Leadership (L-380), Incident Leadership (L-381), or Advanced Incident Leadership (L-480) may also receive credit for agency-required supervision training.

Prevention Training

Employees who have completed the 24-hour Risk Assessment Mitigation Strategies (RAMS) training can receive credit for P-301, Wildland Fire Prevention Planning.

BIA Certified Positions

There are certain BIA positions that have position standards which exceed the standards or are not identified in the NWCG PMS 310-1. Standards for the BIA, which may exceed the minimum standards established by NWCG, are developed by the National Training Manager, and approved by the Director, Branch of Fire Management, and implemented through IQCS.

Prescribed Fire Burn Boss 3 (RXB3)

The BIA uses the *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (2008) to guide prescribed fire activities. This guide provides standardized procedures, specifically associated with the planning and implementation of prescribed fire. This policy as well as the RXB3 task book may be found at: **http://www.nifc.gov/fuels/direction/direction.html**.

Training:	Required:	S-290 Intermediate Wildland Fire Behavior
	Suggested:	S-234 Ignition Operations
Prerequisite Experience:	Incident Commander, Type 5 OR Advanced Firefighter/Squad Boss AND Satisfactory position performance as a Prescribed Fire Burn Boss Type 3	
Physical Fitness:	Moderate	
Other Position Assignments that will Maintain Currency:	Prescribed Fire Burn Boss Type 2 Prescribed Fire Burn Boss Type 1 Fire Use Manager Type 1 Fire Use Manager Type 2 Prescribed Fire Manager Type 1 Prescribed Fire Manager Type 2	

Interagency Hotshot Superintendent

The Superintendent is a permanent employee with administrative and supervisory skill sufficient to manage a highly qualified interagency hand crew. Must be able to provide fully capable leadership to the crew and have sufficient fire experience to train the crew in every aspect of fire suppression operations. The Superintendent must have sufficient management skills to manage budgets, work schedules, incident operations, and personnel.

Qualification requirements for this position are listed in the National Interagency Hotshot Crew Operations Guide at: **http://www.nifc.gov/policies/pol_ref_hotshotOps.html**

The BIA position code for this is IHCS.

Assistant Interagency Hotshot Superintendent

The Assistant Superintendent is a permanent employee who assists the Superintendent in all aspects of crew management and must be qualified to supervise and manage the crew in the absence of the crew superintendent. Consequently, must have sufficient management skills to manage budgets, work schedules, incident operations, and personnel.

Qualification requirements for this position are listed in the National Interagency Hotshot Crew Operations Guide at: **http://www.nifc.gov/policies/pol_ref_hotshotOps.html**

The BIA position code for this is IHCA.

Sawyer/Faller Qualifications

Bureau and Tribal employees, both in fire positions and non-fire positions, perform a variety of job duties requiring the use of a chainsaw. The Branch of Fire Management has a training and certification process for these employees which can be obtained upon request.

Supervisor Responsibilities

It is the supervisor's responsibility to understand OSHA regulations and provide their employees with personal protective equipment, training and certification in chainsaw operation.

Qualifications

There are four chain saw operator qualification levels recognized by the Bureau:

- "A" Apprentice Sawyer (IQCS Position Code: FALA)
- "B" Intermediate Faller (IQCS Position Code: FALB)
- "C" Advanced Faller (IQCS Position Code: FALC)
- "C" Faller Certifier (IQCS Position Code: CCRT)

Currency and Required Training

The following table identifies currency training, fitness, CPR, and first aid requirements for chainsaw operators. IQCS will be the system of record for chainsaw operator qualifications and reflect these requirements.

FALA and FALB operators only need to complete chainsaw operator training once and maintain currency thereafter by simply performing that position at least once every five years.

FALC and CCRT operators are required to attend recertification training every three years. This training should be recorded as BICFLR (C Faller Course) in the IQCS. Initial certification of BIA and tribal FALC's and CCRT's can only be obtained by attending a BIA sanctioned C Faller Course. Subsequent re-certifications may be administered by other regional C-certifiers, provided the CCRT administering the evaluation is recognized by the Bureau.

Fitness for all positions is considered arduous except for CCRT which will be light.

CPR and first aid training will be completed as specified below. CPR and first aid training will not be included as disqualification criteria in IQCS. It is not an absolute necessity that every individual assigned to projects using chainsaws possess currency in CPR and first aid training. However, there should be an adequate number of certified individuals to provide first aid services *commensurate with the need based on an assessment by the supervisor.*

Position	**Perfor-mance Currency**	**Training/ Currency**	**Fitness Level**	**CPR**	**First Aid**
FALA	5 Years	S-212	Arduous	2 Years	3 Years
FALB	5 Years	S-212	Arduous	2 Years	3 Years
FALC	5 Years	BICFLR 3 Years	Arduous	2 Years	3 Years
CCRT	5 Years	BICFLR 3 Years	Light	None	None

Required chainsaw operator training can be in the form of S-212, a comparable industry course, or a course developed at the local Agency and is required for initial qualification as a FALA or FALB. In order to obtain the qualification of FALC or CCRT employees will be required to attend a BIA sanctioned C-Faller training course. For information related to the delivery of this course please contact the National Chainsaw Program Manager or CCRT within your region.

Emergency Firefighter (AD) Chainsaw Operators

Chainsaw training is authorized for AD employees who are required to operate chainsaws for fire suppression or hazardous fuels reduction project work. Supervisors of Type 2 and Type 2 IA crews who have employees who operate chainsaws must have emergency medical response capabilities. The possession of emergency response capabilities can be fulfilled through one of the following two options: 1. Crews will minimally possess one or more individuals who are currently certified to administer CPR and provide first aid. 2. If the crew does not possess this capability other provisions must be made by the supervisor to provide these services while engaged in chainsaw operations.

BIA Required Training

Fire Management Leadership (FML), (geographic or national) is required for all Bureau Agency Administrators/Line Officers including Agency Superintendents; Agency Foresters or Natural Resource Mangers; and Regional Foresters. Regional Directors, Deputy Directors in natural resource program areas, and Tribal Natural Resource Program Administrators are also encouraged to attend this course. The national level course offered by NAFRI is the preferred alternative to the geographic course.

Funding for Training

General Schedule and Tribal Contract/Compact Fire Employees

Training budgets for fire-funded employees and other non-fire funded employees who maintain red card positions are included within preparedness funding. Budget submissions for training should be supported by training needs analyses. Besides individual travel and tuition costs, these budgets may also consider costs associated with contracting trainers, paying the travel costs of non-agency trainers, or the need to conduct recurring annual workshops or meetings.

Emergency Operations funding will not be used to cover training costs for employees in this category.

Training scheduled on weekends so as to incur overtime will be avoided.

AD/EFF Hires

The AD Pay Plan (**http://www.nwcg.gov/teams/ibpwt/documents/index.htm)** provides for the hiring of emergency workers and trainers for attending and conducting training. FMO's will practice prudent and wise use of Emergency Operations funding used for training purposes. The BIA-NIFC office will establish a universal FireCode to be used to fund the AD training program.

Although the AD Pay Plan provides for a maximum of 80 hours of training for emergency firefighters, this should not be considered an annual "entitlement". Training is authorized for classes that maintain or improve qualifications, within the context of the employees' qualifications development pathway and the mission of the local unit.

AD-EFF employees can only be paid while attending "REQUIRED" courses as identified in the PMS 310-1 or this "Blue Book". AD-EFF employees who attend courses categorized as "OTHER TRAINING WHICH SUPPORTS DEVELOPMENT OF KNOWLEDGE AND SKILLS" are not authorized to be reimbursed through the pay plan for attendance. However, this does not prevent the individual from attending this.

Minimum Age Requirements for Hazardous Duty Assignments on Federal Incidents

Persons under 18 years old will not perform hazardous duties during wildland fire management operations on federal jurisdictions.

Interagency Hotshot Crews (IHC)

Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew for all phases of wildfire suppression. IHC's are comprised of 18-25 firefighters and are used primarily for wildfire suppression, fuels reduction, and other fire management duties. IHC's are capable of performing self-contained initial attack suppression operations, and commonly provide incident management capability at the Type 3 or 4 levels.

IHC Policy

IHC standards provide consistent planning, funding, organization, and management of the agency IHC's. The sponsoring unit will ensure compliance with the established standards. The arduous duties, specialized assignments, and operations in a variety of geographic areas required of IHC's dictate that training, equipment, communications, transportation, organization, and operating procedures are consistent for all agency IHC's.

As per agency policy, all IHCs will be managed under the *Standards for Interagency Hotshot Crew Operations (SIHCO).*

- ***BIA-*** *BIA Preparedness Review Checklist #XXX - 18 (Hotshot Crew) supersedes the checklist found in the SIHCO.*

IHC Certification

The process for IHC certification is found in the SIHCO.

Annual Crew Pre-Mobilization Process

The superintendent of crews holding IHC status the previous season are required to complete the *Annual IHC Mobilization Checklist* (SIHCO, Appendix C) and send the completed document to the local GACC prior to making the crew available for assignment each season.

Annual IHC Readiness Review

On an annual basis the superintendent of crews holding IHC status the previous season are required to complete the Annual IHC Preparedness Review (SIHCO Appendix B). This process is designed to evaluate crew preparedness and compliance with SIHCO. The annual review will be conducted while the crew is fully staffed and operational. The review is not required prior to a crew being made available for incident assignment at the beginning of their availability period. When a review document is completed, the document is kept on file at the local (host) unit fire management office.

IHC Organization

Individual crew structure will be based on local needs using the following standard positions: Superintendent, Assistant Superintendent, Squad Leader, Skilled Firefighter, and Crew member.

- ***BIA-*** *IHC's have the option of traveling with 22 personnel when on incident assignments as authorized by the local unit. IHC superintendents will obtain prior approval from the dispatching GACC when the assignment requires fixed wing transport and the crew size is greater than 20.*

IHC Availability Periods

IHC's will have minimum availability periods as defined in the *SIHCO*.

Availability periods may exceed the required minimum availability period. The Crew Superintendent will inform the local supervisor and the GACC of any changes in the crew's availability.

IHC Communications

IHC's will provide a minimum of five programmable multi-channel radios per crew as stated in the *SIHCO.*

IHC Transportation

Crews will be provided adequate transportation. The number of vehicles used to transport a crew should not exceed three (3). All vehicles must adhere to the certified maximum Gross Vehicle Weight (GVW) limitations.

Type 2 Crews

For the BIA, Type 2 crews usually consist of agency personnel, contract crews, or EFF's. These crews will be formed into 20-person firefighting crews for fireline duties or 10 person crews for fire camp support. The BIA Type 2 firefighting crews and camp crews typically consist of local individuals that are hired under the DOI AD Pay Plan for Emergency Workers. They are hired for the duration of the emergency and then released from employment.

Policy

The EFF Crew program is a cooperative effort within the BIA and between the BIA and Tribes to set standardized operation procedures, guidelines and policy for management and administration of BIA sponsored EFF crews.

In addition, the following handbooks and guides provide information relevant to program operations:

- *National Interagency Mobilization Guide*
- *Geographical Area Mobilization Guides*
- *Interagency Incident Business Management Handbook*
- *Fireline Handbook*
- *Local and Regional Crew Guides and Annual Operating Plans*

Regional and/or geographical EFF Crew Management Boards or designated equivalent will be established to provide program accountability, operational oversight and compliance to NWCG and Interagency wildland fire qualifications standards.

The EFF crew program will use the annually revised AD Pay Plan to employ, pay, classify, and establish conditions of hire for all individuals. In addition, local conditions of hire may be implemented.

Mission

To provide organized, skilled crews for wildland fire operations by instilling standards, funding and operational consistency throughout the Bureau's wildland fire program.

To provide local, regional and national crew resources as the Bureau's contribution and fair share to the wildland fire management effort.

To work with Tribes to enhance employment opportunities, and support the long term tradition of Native American Indian Firefighters.

Crew Organization

Fire Fighting Crews

Crew composition shall consist of one Crew Boss, a minimum of three Squad Bosses, and 16 Crew Members. Crew size, including trainees shall not exceed 20 persons. In no instance will a crew be dispatched with less than 18 persons.

The minimum number of inexperienced personnel shall not exceed 12 on any one crew of 20 members.

A Crew Representative may accompany a crew when dispatched outside of the local unit's jurisdiction. The Crew Representative is responsible for all administrative duties such as time keeping, commissary, accident reports and follow-ups, etc.

An EFF crew member is responsible for abiding by the "Conditions of Hire" and "Rules of Conduct" and to conduct him or herself in a work safe manner at all times.

All EFF Crew members will meet the minimum qualifications, training and experience requirements per the NWCG, PMS 310-1.

All EFF firefighting crew members will be certified by using the Emergency Firefighter Certification process through the IQCS.

All crew member qualifications must be documented through the IQCS and each member must carry a Red Card printed from IQCS when functioning in an overhead or technical specialist position. IQCS provides the only valid qualification credentials for Bureau sponsored wildland firefighters.

Home Unit FMO's are responsible for ensuring EFF firefighting personnel are entered into the IQCS. FMOs will be held accountable for dispatching qualified personnel. Each crew boss will carry a list of respective crew members certified in the IQCS while on assignment.

Camp Crews

An EFF Camp Crew will be composed of approximately 10 members. A Camp Crew Leader will be identified for each crew. There are no designated squad boss positions on BIA camp crews.

The Camp Crew Leader is responsible for work effectiveness, safety, conduct, welfare, discipline, and leadership. The Camp Crew Leader will report directly to the Facilities Unit Leader, who will have the administrative duties otherwise fulfilled by a Crew Representative.

Camp Crew Leaders must successfully complete two assignments as a camp crew member and demonstrate leadership abilities. Camp Crew Leaders will be selected by the home unit or provided per agreement with cooperators.

Camp Crew Members are responsible for abiding by the "Conditions-of-Hire", and "Rules of Conduct", and to conduct him/herself in a work-safe manner at all times.

Camp Crew Members and leaders are authorized up to eight (8) hours annual training to prepare for upcoming fire season to include RT-130 including fire shelter practice, dispatching procedures and other topics as appropriate.

National Minimum Standards (Physical Fitness and Training) for Fire Fighters

Assigned crew overhead (crew boss/squad boss) must meet the minimum standards set forth in NWCG PMS 310-1.

Individuals must meet the arduous physical fitness level as defined in the Fitness and Work Capacity publication.

Individuals must be available for 14-day minimum assignment, excluding travel.

Crew members are required to have completed S-130 and S-190 and annual refresher training prior to crew assignment. Field exercises that compliment classroom training are recommended.

Hand Crew Standards for National Mobilization

Policy

All crews must meet minimum crew standards as defined below as well as any additional agency, State, or contractual requirements. Typing will be identified at the local level with notification made to the local GACC.

MINIMUM CREW STANDARDS FOR NATIONAL MOBILIZATION

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Fireline Capability	Initial attack/can be broken up into squads, fire line construction, complex firing operations(backfire)	Initial attack/can be broken up into squads, fireline construction, firing to include burnout	Initial attack, fireline construction, firing as directed
Crew Size	18-20		
Leadership Qualifications	Permanent Supervision Supt: TFLD, ICT4,FIRB Asst Supt: STCR, ICT4 3 Squad Bosses: ICT5 2 Senior Firefighters: FFT1	Crew Boss: CRWB 3 Squad Bosses: ICT5	Crew Boss: CRWB 3 Squad Bosses: FFT1
Language Requirement	All senior leadership including Squad Bosses and higher must be able to read and interpret the language of the crew as well as English.		
Experience	80% 1 season	60% 1 season	20% 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	No
Communications	5 programmable radios	4 programmable radios	
Sawyers	3 agency qualified	3 agency qualified	None
Training	As required by the SIHCO or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment
Logistics	Crew level agency purchasing authority	No purchasing authority	No purchasing authority
Maximum Weight	5300 lbs		
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	.8	.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools & Equipment	Fully equipped	Not equipped	Not equipped
Personal Gear	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag		
PPE	All standard designated fireline PPE		
Certification	Must be annually certified by the local host unit Agency Administrator or designee prior to being made available for assignment.	N/A	N/A

Crew Types

- **Agency Crews**
  Agency hand crews consist of qualified agency personnel and are organized on a local basis. These crews are designated as Type 2 or Type 2 IA.
- **State Crews**
  State crews are organized under the auspices of individual states. These crews may be designated as Type 1, Type 2, or Type 2 IA. These crews include organized state inmate crews.
- **Emergency Firefighter Crews (EFF)**
  These crews are usually Type 2 crews consisting of agency sponsored on call personnel who meet the requirements for Type 2 IA or Type 2 as defined in above.
- **Contract Crews**
  These organized crews consist of personnel trained, equipped, and certified by a private contractor and must meet the contractual specifications as stated in their state or national crew contracts.

APPENDIX 12-1
BIA HOTSHOT Crew Contact List

Insert updated BIA HOTSHOT Crew Contact list.

Chapter - 13
Budget Management

Introduction

This chapter governs use of the Bureau's Wildland Fire Management (WFM) appropriation account structure, procedures, cost accounting and one time funding procedures. Personnel at all levels within the Bureau need to be aware of the responsibilities and limitations on the use of these funds, which this chapter and other financial and budget handbooks address.

Program Budget

Annual Appropriations

Annual Appropriations are made available for the WFM, pursuant to the passage of the annual appropriation act for the DOI and related agencies. The WFM Appropriation is a No-Year Appropriation. At the end of each fiscal year any unexpended funds may be carried over into the next fiscal year. These funds are held at the national level for distribution based on Bureau priorities, as identified by the Branch of WFM's Director.

Appropriation provides funding for the WFM program, through the Office of the Secretary of Interior, Office of Wildland Fire (OWF). The BIA Office of Management & Budget (OMB) passes the DOI Wildland Fire Appropriation to the DOI Policy Office of Budget. The U.S. Department of Treasury issues a warrant to the OWF, the parent organization, which is responsible for the administration of the WFM appropriation.

Budget Officer

The BIA-NIFC Budget Officer is the budget advisor to the BIA Fire Director and the leadership team. The Budget Officer serves as primary BIA representative on the DOI Wildland Fire Budget formulation and execution process. This person represents the Bureau on the DOI Fire Budget team and in other interagency meetings in regard to budget related policies, requirements, procedures and reports.

The Budget Officer provides input for, or participates in the formulation and execution, interagency fire program coordination, financial management, administration and supervision, plus all budget activities between the OMB, OWF and the WFM program. The Officer provides national agency oversight for the WFM program budget formulation, justification and execution, responsible for the development and preparation of the Budget Justifications, Planning Target Allocation, Annual Work Plan, and Congressional responses, may assist in national reviews of regional budget programs, mid-year, third quarter and end-of-year balances and distributes available funding in accordance with Bureau policy.

Prior to the issuance of the warrant to each bureau, the OWF budget office will coordinate with the National Interagency Budget Leads, which are composed of Budget Officers from each of the four DOI fire agencies. Coordination with OWF and DOI agencies consists of:

- Work on future fiscal year budgets;
- Daily, weekly and monthly reports;
- Consequences proposed actions development and application of fire program strategies;
- Budget planning and execution, principles, practices, procedures and objectives; and
- Special projects to help coordinate allocation and distribution of funds

OWF issues a distribution plan to the BIA, BLM, FWS, USFS and NPS, to notify them of their allocations in each activity, and concurrently issues a Standard Form 1151, Non-Expenditure Transfer Authorization. The wildland fire allocations are forwarded to each Interior budget office according to the distribution plan.

Fiscal Year 2013 Accounting Structure

The WFM program employs the WBS and Fire Codes (Prescribed by the Department and Congressional mandate) to facilitate funding programs. This will be accomplished through the use of FBMS accounting codes, including the following elements: Fund Code/Functional Area (ABC included)/Cost Center/WBS/Budget Object Class-Commitment Item.

Below (Tracking FBMS Accounts) is a NIFC example of what a cost code would look like for the medical standards program exams. The WBS code will be on all obligation and expenditure documents. WBS codes must be established by the BIA-NIFC Budget Office or the Central Office. This will ensure all costs are tracked by the projects/missions. Fire Code numbers are generated in the Fire Code System and will be used for: Suppression, Stabilization, Severity and Burned Area Rehabilitation Operations.

Funded Program Procedures

WFM funds, excluding emergency suppression funding (unless under a Continuing Resolution), will be distributed to: BIA-NIFC Budget Office. The BIA-NIFC Budget Office will distribute regional funds to Regional WFM program except for OSG, which will be disbursed directly from BIA-NIFC to OSG. Instructions are provided with the FBMS Funding Entry Document (FED). The instructions detail how distributions are to be made from regions to agencies/tribes for preparedness programs. All funded codes (WBS) are authorized and implemented by BIA-NIFC Budget Office or the Central Office. BIA budget offices will use FBMS to track the WFM program funds

Regional Preparedness funds will be distributed from NIFC. Regional FMO's are responsible for the allocation of these preparedness funds to agencies and tribes. NIFC-Budget seldom uses WBS codes for Regional Preparedness distribution. Program funds accomplish projects or missions. It is important that obligations and expenditures associated with funds be coded to appropriate budget program or mission. This includes funds obligated to Indian Tribes through contracts, agreements or grants.

BIA-NIFC Budget will send under separate cover a FED to fund the Hazardous Fuels Reduction (HFR) and Prevention programs.

Emergency Suppression must be accounted for by incident and will utilize the Fire Code System to derive fire codes. These codes must be approved by the Assistant Director, Fire Operations.

Recurring funding requests for the HFR or Prevention program need to be sent to BIA-NIFC by October 1. Recurring projects, such as Supplemental or Community Assistance, are prioritized in order of importance. Refer to the *Fuels Business Handbook* for guidance and direction.

Supplemental funds must be evaluated and approved by the respective regional office and forwarded to the BIA-NIFC Office. Refer to the FY13 *Federal Financial Management Handbook* for the cost-string configuration.

Tracking FBMS Accounts

FBMS Data fields will consist of the codes below:

The NIFC accounting structure example is from the medical standards program exams.

Fund – how we track our budget (i.e., 13XA1125TR)

Functional Areas – why we are spending the money (i.e., AF1004040.8Q4100)

Fund Center/Cost Center – who is spending the money (i.e., AAK4004401)

Funded Programs/Work Breakdown Structure (WBS) – what we are spending on projects (i.e., 125600)

Budget Object Class (BOC)-Commitment Item - items related to our spending/ collecting (i.e., AF.PPNIFC0000.00000)

The FBMS Functional Area codes are referred to in **Appendix 13-1**.

One-Time Funding

Purpose of One-Time Funding

The One-Time Funding program provides mechanisms to request funding for special projects or needs that exceed an agency's regular budgeted funds. Funds used in this program are non-recurring in nature, and are based on either available prior year un-obligated balances (funds that are available this year, extra funds), or unused Indirect costs. The format for requesting one-time funds is identified in **Appendix 13-2.**

Individual plans should be submitted to Regional Offices for review, changes or rejection. Once approved at the regional level, the requests will be forwarded to NIFC. Critical needs projects are high priority projects, or an activity ready for implementation, and require immediate funding at the start of the FY, before appropriations bills are signed. Critical needs should only cover three months of project needs, but will continue under Continuing Resolutions (CR) until an appropriations bill is passed.

One-Time Funding for Preparedness (signed by appropriate Regional Director) will be submitted to BIA-NIFC by May 15 for the upcoming Fiscal Year for current year needs. Requests received after deadlines will be given lower priority. BIA-NIFC will evaluate all requests based on the region's prioritization and the availability of funds.

Requesting One-Time Funding Procedure

Requestor is to develop a request using the established request format. If there is more than one request, prioritize the requests. Completed requests are forwarded to the regional office for review and prioritization. Upon regional office approval, consolidation, and prioritization, requests are forwarded to the BIA-NIFC Budget Office, no later than May 15 each year in case additional funds become available for distribution.

Requests will be analyzed, prioritized and may be funded in the third quarter of the year if merited. Funding for approved projects will be executed from the BIA-NIFC Budget Office to the Bureau's Washington DC Budget Office to process. The Bureau's BIA-NIFC Budget Office will allocate the funds to the appropriate region for distribution to the respective agencies.

Appendix 13-1

Wildland Fire Management Appropriation

Fiscal Year 2013 Accounting Structure

FBMS Fund Code 13XA1125TR

FBMS Cost Center AAK4004401 (NIFC)

Activity FBMS Functional Area

Wildland Fire Preparedness

Wildland Fire Preparedness……..…**AF1000000.XXXX00**

Preparedness……..…**AF1002020.XXXX00**

Interagency Fire Share……..**AF1003030.XXXX00**

National Programs……..…**AF1004040.XXXX00**

FireBert…… **AF1005050.XXXX00**

Self-Governance…… **AF1002900.XXXX00**

Wildland Fire Prevention……...**AF1002T00.XXXX00**

Interagency Hotshot Crews……..**AF1002U00.XXXX00**

Fire Ready Reserve……...**AF1002V00.XXXX00**

Emergency Suppression

Emergency Suppression……...**AF2000000.XXXX00**

Suppression……**AF2001010.XXXX00**

Emergency Stabilization……...**AF2202020.XXXX00**

Severity……...**AF2105050.XXXX00**

Activity **FBMS Functional Area**

Construction & Deferred Maintenance

Construction & Deferred Maintenance……**AF3304000.XXXX00**

Self-Governance……**AF3302G00.XXXX00**

Rural fire Assistance

Rural Fire Assistance……**AF3502R00.XXXX00**

Burned Area Rehabilitation

Burned Area Rehabilitation…….....**AF3202B00.XXXX00**

Hazardous Fuels Reduction Ops

Hazardous Fuels Reduction Operations……**AF3102H00.XXXX00**

Reimbursable-Wildland Fire Management

Preparedness……...**AF6901000.XXXX00**

Emergency Operations……**AF6902000.XXXX00**

Burned Area Emergency Rehabilitation……....**AF6903000.XXXX00**

Hazardous Fuels Reduction Operations……...**AF6904000.XXXX00**

Rural fire Assistance…….....**AF6905000.XXXX00**

All Risk Assistance…….....**AF6910000.XXXX00**

Proceeds of Sale of Surplus Equipment…….....**AF6907000.XXXX00**

Appendix 13-2

Procedures for One-Time Funding Submission

One-time funding requests must be submitted using the following process:

Requests are submitted to the regional office for approval. The process verifies that the request meets the intent and fire policy of Interior Appropriation Act language. The regional office then submits prioritized funding requests to the BIA-NIFC Budget Office. WBS to be assigned by BIA-NIFC Budget or the Central Office.

Funding Submission Format

Project Description

Provide a narrative description of the proposed project and the justification for its implementation. If the proposal is for a Hazardous Fuels Reduction through prescribed fire, the BIA *Prescribed Fire Handbook* must be followed. Examples of appropriate projects would include capitalized equipment, minor renovations to facilities, fuel breaks, et cetera.

Project Objectives

Describe the project objectives in measurable terms. Include detailed objectives that can be measured. Objectives should be able to verify if key objectives have been met for the project.

Applicability to Fire Management Funding

Describe direct benefits to the fire management program.

Describe benefits to other bureau programs or Tribal activities, in addition to fire management's program. Include details of shared funding or contributions from other programs or activities.

Evaluation of Alternatives

List alternative ways to meet objectives, including projected costs, plus reasons the proposed plan was chosen over the alternatives.

Consent

If the proposed project will physically alter Indian owned resources, include evidence of consent. For example: tribal resolution or signed consent of owner, in case the land is individually owned.

Implementation

Prepare a proposed implementation schedule for each step in the project.

Budget

Include an itemized budget that reflects administrative, labor, equipment and material costs.

Accomplishment Report

Identify the individual responsible for preparing the post-project accomplishment report. Address the project objectives and the deadline date the report(s) will be prepared and submitted to the regional office.

Cover Sheet

Funding proposal will include a cover sheet with signed approval from the Regional Director.

Chapter – 14
Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) Programs

Introduction

Policy

The DOI Departmental Manual 620 DM, Chapter 3, *Interagency Burned Area Emergency Response Guidebook, DOI Burned Area Rehabilitation Guidebook and Indian Affairs Manual* (IAM) Part 90, provides policy for managing emergency stabilization, rehabilitation, and restoration on Indian Trust lands following wildfires. ES and BAR treatments and activities are an integral part of wildfire incidents but are planned, programmed, and funded separately.

The objectives of post wildland fire programs, which include the ES and BAR programs, are as follows:

Emergency Stabilization (ES) Program

The purpose of ES is to determine the need for, and to prescribe and implement, emergency treatments to minimize threats to life and property and to stabilize and prevent further unacceptable degradation to natural and cultural resources from the effects of a wildfire. Allow natural recovery in situations where no post-fire emergency exists or where practical, effective treatments are not feasible.

> An ES response is a situation where prompt action is necessary to evaluate and address actual and potential post-fire impacts to human life, property, and critical cultural and natural resources.
>
> The ES plans will specify only those emergency treatments to be carried out within one year of the containment date of a wildfire. The Agencies and/or Tribes will develop and implement cost-effective emergency stabilization plans to prevent or mitigate harmful impacts to affected resources on lands within the wildfire perimeter or potential impact area downstream from the burned areas in accordance with approved land management plans and applicable policies, standards, and all relevant federal, state, and local laws and regulations.

Burned Area Rehabilitation (BAR) Program

The purpose of BAR is to evaluate actual and potential long-term post-fire impacts to critical cultural and natural resources and identify those areas unlikely to recover naturally from severe wildfire damage and to develop and implement cost effective plans.

> The BAR plan will specify non-emergency treatments which meet approved land management plans to be carried out within three years of containment of a wildfire. The Agency/Tribes will develop and implement cost-effective BAR plans to establish historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans. If that is infeasible, then to restore or establish a healthy and stable ecosystem in which native species are well represented.

Protection priorities are human life, safety, property and unique or critical/biological/cultural resources. If it becomes necessary to prioritize between property and unique or critical biological/cultural resources, this will be done based on relative values to be protected, commensurate with wildfire rehabilitation cost. All ES and BAR plan actions must reflect these priorities.

The Agency Superintendent or Agency Administrator is responsible to direct and coordinate all management operations including developing and implementing ES and BAR treatments/activities.

Documentation, Guidelines and References

- Department Manual Part 620, Chapter 1 & 3.
- Department Manual 516 Part 6, Appendix 4.
- Indian Affairs Manual Part 90.
- 25 CFR Section 163.28.
- *Interagency Burned Area Emergency Response Guidebook.*
- *DOI Interagency Burned Area Rehabilitation Guidebook.*
- *Burned Area Emergency Response Team Standard Operations Guide.*
- *Interagency Incident Business Management Handbook.*

Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) Plans

Activities and treatments in ES and BAR plans will be consistent with approved land management plans.

Each plan must contain:

- A description of each treatment or activity;
- A discussion demonstrating how the specifications are consistent and compatible with approved land use plans, and how the proposed treatments and activities are related to damage or changes caused by the wildfire;
- An explanation of how a treatment or activity is reasonable and cost effective relative to the severity of the burn and submit a cost-risk analysis;
- Provisions for monitoring and evaluation of treatments and activities (including criteria for measuring a successful treatment or activity) and techniques, a procedure for collecting, archiving, and disseminating results and criteria for determining failure of a treatment or activity; and
- Clear delineation of funding and responsibilities for implementation, operation, maintenance, monitoring, and evaluation throughout the entire life of the project.

Approvals

The Agency Superintendent may approve plans up to $250,000.

The Regional Director may approve plans up to $500,000.

Plans obligating more than $500,000 will be approved by the BIA Director, Branch of Wildland Fire Management.

National and Tri-Regional BAER Coordinators will review all plans for technical compliance with ES and BAR policy.

Funding

All ES and BAR funding requests must come from the Agency Superintendent to the Regional Director.

Emergency Stabilization (ES)

Funding for ES treatments/activities is provided under emergency fire management funding authorities.

All wildland fire funded personnel (except hazard fuels) will fund their base 8 hours from their base funding when working on wildfire suppression activity damage or ES activities.

All non-fire funded and hazard fuels personnel may charge their base 8 hours to emergency stabilization accounts when performing those work activities.

Emergency Equipment Rental Agreements can be used on ES projects because of emergency activity.

Fire and non-fire funded personnel overtime hours will be charged to the ES (92320) sub-activity account.

AD personnel can be used on ES projects, not to exceed 90 calendar days.

Burned Area Rehabilitation (BAR)

BAR treatments and activities are provided under the wildland fire management funding authorities (92B00 sub-activity account).

All participants may fund their base 8 hours from BAR. BAR is a non-emergency activity. It is an unpredictable amount of unplanned work; however, careful planning should eliminate any need for overtime. If overtime is needed, overtime hours can be charged to BAR.

AD personnel cannot be used on BAR projects.

EERA's cannot be used on BAR projects because BAR activities are not an emergency activity.

For further information on overtime, hazard pay, and other personnel funding issues see *Interagency Incident Business Management Handbook*.

Time Frames

The initial ES plan must be submitted within seven (7) calendar days after the date of containment of the wildfire. If additional time is needed, extensions may be negotiated with those having approval authority. A written justification will be submitted addressing the key issues of the emergency. ES funds will be available one (1) year from containment of the wildfire. ES funds may also be used to repair or replace approved ES treatments for up to three (3) years following containment where failure to do so would imperil watersheds or loss of downstream values and for monitoring.

The submittal of BAR plans often depends on the environment/landscape of the fire and the complexity; therefore when practical, initial submission of the BAR plan should be submitted no later than the end of the first fiscal year in order to be considered for funding in the next fiscal year. However, the time frame for funding is three (3) years from the date of the containment of the wildfire.

Burned Area Emergency Response (BAER) Coordinators

National BAER Coordinator

Each lead federal firefighting agency has designated a National BAER Program Coordinator. The BAER Coordinator functions under the direction of the Fire Directors and work as an interagency group called IBAER. The National BAER coordinators conduct business as defined in the National BAER Coordinators Agreement.

The BAER interagency group coordinates the following:

- Program issues;
- Implementation;
- Training;
- Oversight;
- Sharing of information;
- Evaluation;
- Support, manage, and conduct overall performance review and evaluation for national BAER teams;

- Maintain and update the *Interagency Burned Area Emergency Response Guidebook* and *DOI Interagency Burned Area Rehabilitation Guidebook*;

- Develop and incorporate within the guide a common cost-effectiveness analysis for evaluating proposed actions and standard project accomplishment analysis for evaluating actions and a standard project accomplishment report format; and

- Develop a mechanism for achieving and broadly disseminating the results of monitoring treatment effectiveness.

Tri-Regional BAER Coordinator

The Tri-Regional BAER Coordinator serves the Southwest, Western, and Navajo Regions. The Tri-Regional Coordinator has the same responsibilities as the National BAER coordinator for program guidance and oversight for these three Regions, but is not meant to replace the roles of the Regional Coordinators. The Regional Coordinator will review all ES and BAR plans, amendments, and reports before the Regions submit documents to the BIA-NIFC office. The Tri-Regional BAER Coordinator may work at the national level as directed by BIA-NIFC.

Regional Coordinators

Provide oversight and direction for the Regional BAER programs and are responsible for the following:

- Responding to requests for ES and BAR teams in a timely fashion; and

- Assisting Agencies/Tribes in resolving ES and BAR issues and the implementation of on-going projects.

Coordinating all ES and BAR projects as follows:

- Participates in the selection of contractors as necessary;

- Insures the contract specifications are carried out;

- Insures appropriate monitoring as per emergency stabilization and rehabilitation plan; and
- Insures all safety requirements are met.

Assist the BIA National and Tri-Regional BAER coordinators in setting priorities.

Advise the Agency Superintendents, Tribes, and others of the status of on-going projects.

Prepare and submit amendments to existing ES and BAR plans through proper channels.

Attend the closeout meeting between Regional/National BAER teams and the host unit.

Participate in the formulation of emergency stabilization and BAR plans to ensure compliance with policy and operational procedures as follows:

- Function as a BAER team leader or member, if so qualified;
- Function as a BAER Implementation leader when requested;
- Evaluate proposed treatments on technical merit;
- Function as a liaison for interagency projects;
- Ensure NEPA compliance;
- Assure ES and BAR treatments are ecologically sound and are supported by approved land management and/or fire management plans; and
- Ensure preparation of ES and BAR plans meet policy time frames.

Assist and provide oversight to project (implementation) team leaders as follows:

- Ensure projects are administered and managed effectively and completely;
- Ensure that ES and BAR treatment effectiveness is monitored, evaluated, and documents, with recommendations given; and
- Train BAER Implementation Leaders and contractors as to organizational and policy procedures.

Maintains a budget tracking and accomplishment reporting system as follows:

- Request additional funding for amendments, upon review for compliance with policy and technical merit;
- Monitor all official expenditure reports to insure funds are properly accounted for and no costs overruns occur;
- Reconcile budget items within FBMS;
- Insures all ES and BAR treatments/ activities are fully documented and reported in the approved format and within established time frames;
- Regions will submit consolidated carryover requests by Region by September 15 of each fiscal year, to the Director, Branch of Wildfire Management; and
- Regions will submit the status report on uncompleted projects by September 15 of each fiscal year, to the Director, Branch of Wildfire Management.

Implementation Leader

On long term complex post-wildfire treatments, the BAER/BAR plan may recommend an Implementation Leader to carry out the project. This position should be dedicated to this project unless an Agency/Tribe experiences more than one fire and needs assistance to track projects for multiple fires and submits a written justification. For the moderate to low complexity treatments on moderate to small fires, the Agency or Tribe should identify an Implementation Leader to implement the plan(s).

The Implementation Leader is responsible for:

- Logistics for implementation;
- Organizing established position descriptions;
- Communications and dispatch;
- Air operations;
- Contract specifications;

- Ordering and logistics;
- Field Oversight;
- Coordination with agency structural implementation;
- Contract inspection;
- Budgeting and accounting;
- Reports and record keeping;
- Liaison with other federal and state agencies;
- Public information; and
- Project Safety.

Emergency Stabilization/Burned Area Rehabilitation Process

To initiate an ES and/or BAR project, the following process is recommended:

- ***Perform a Preliminary Complexity Analysis of the post-fire effects.***

  An initial preliminary assessment team consisting of a Team Leader, Regional BAER Coordinator and/or other resource specialists will meet with the local Agency administrator for an in-briefing. The Pre-assessment group may also brief with local resource specialists and Incident Management personnel to determine initial values at risk and resources potentially affected.

- ***Assemble the ES/BAR Planning Team***

  Team size and make-up will vary dependent on the wildfire size, values to be protected, time frames, and jurisdictions involved.

- ***Review Resource and Fire Data***

  Review the local unit fire, land, and resource management plans. Additionally, wildfire suppression operational plans, resource advisor reports, and the WFDSS provide valuable information concerning the relative values the field unit places on individual resources. Review other relevant resource and fire information.

- ***Begin Assessment of Post-Fire Effects***

  Burned area assessments determine what realistic and cost effective ES/BAR treatments are necessary. After the preliminary information has been reviewed and assembled, the planning team conducts one or more field inspections of the burned area to assess values at risk as a result of the wildfire. Aerial and ground assessments must be coordinated with the Incident Management Team. Values at risk may include human life, property, natural resources, historic properties, threatened and endangered species, potential for exotic invasive, soil stability and productivity, and Native American or other cultural values. Once identified, values at risk should be evaluated for appropriate post-wildfire action. These evaluations may require coordination with local specialists and appropriate models should be used and referenced.

- ***Develop an ES and/or BAR Plan***

  The plan(s) may include:

  - Agency review and approvals;
  - Summary wildfire narrative and activities and treatments needed;
  - Fire location and background information;
  - Type of plan (e.g., initial submission, or amendment);
  - Values at risk;
  - Values to be protected and their location;
  - ES/BAR objectives;
  - Planning team organization and membership;
  - Activity and treatment specifications;
  - ES/Bar funding needs;
  - Consultations made by the planning team;
  - Burn area assessments;

- Environmental compliance documentation;
- Explanation of treatments with respect to values at risk;
- Maps, photo documentation, supporting documents, etc.; and
- Monitoring objectives and procedures/protocols.

- ***Select an Implementation Leader.***

  It is critically important to select and assign an Implementation Leader early in the process to coordinate post-fire measures. The agency administrator should assign an implementation leader to ensure all plan treatments and activities are completed on time and according to specification.

- ***Implement ES and BAR Plan Treatment Specifications.***

  Treatments must be properly installed and functioning before damaging storms or other events that may jeopardize life, property or resource values that need protection.

- ***Monitor and Assess the Treatments/Activities Specifications Implemented.***

  Treatment effectiveness monitoring is vital to evaluate whether installed treatments are functioning as planned. Monitoring intensity should be commensurate with the complexity of the treatments and the risk associated with the hazard.

- **Submit Monitoring, Annual, and Final Accomplishment Reports.**

  Monitoring information and results can be synthesized in a stand-alone monitoring report or can be included in the annual and final accomplishment reports. An Annual Accomplishment Report is due at the end of each fiscal year that is funded. At the completion of the funding cycle (three years from fire containment date) a Final Accomplishment Report will be due to the approval authority. See Section “ Monitoring and Evaluation” for detailed information.

Emergency Stabilization (ES)

Planned actions should stabilize and prevent unacceptable degradation to natural and cultural resources, minimize threats to life or property resulting from the effects of a fire, or repair/replace/construct physical improvements necessary to prevent degradation of land or resources.

Cultural Resources

Allowable Actions

Site Stabilization and Protection

- Determining whether known historic resources may be further degraded (e.g., site inspection record). Incidental discovery of cultural resource sites should be noted and may be protected.

- Patrolling, camouflaging, or burying significant heritage sites are appropriate actions when necessary to prevent a critical loss of heritage site value when looting potential is high. Patrolling should be considered only where there are no other effective alternatives.

National Historic Preservation Act (1966) Section 106 Compliance

- ES treatments that disturb the soil surface are reviewed for potential effects on significant cultural resources. The appropriate agency cultural resource specialist should become involved in treatment planning as early as possible.

- Treatments with no adverse effect can be undertaken after appropriate consultation with the State Historic Preservation Officer (SHPO) or Tribal Historic Preservation Officer (THPO).

Prohibited Actions

- Systematic inventories or surveys;

- Assessments of the cultural resource damage caused by the fire;

- Site and data recovery, cataloging, and other programmatic administrative actions;

- Heritage site restoration; and

- Wildfire suppression activity damage repair.

Non-Native Invasive Control

Allowable Actions

- Assessments to determine the need for treatment where there are known infestations, possibility of new infestation due to management actions, or suspected contaminated equipment use areas;

- Treatments to prevent detrimental invasion (not present on the site) by non-native invasive species;

- Treatment of invasive plants introduced or aggravated by the wildfire. The treatment objective when the population is aggravated is to maintain the invasion at no more than pre-wildfire conditions; and

- Treatments to prevent permanent impairment of designated Critical Habitat for Federal and State listed, proposed or candidate threatened and endangered species.

Prohibited Actions

- Systematic inventories of burned areas;

- Treatments designed to achieve historic conditions or conditions described in an approved land management plan, but did not exist before the fire; and

- Treatments beyond one year post wildfire containment.

Revegetation

Revegetation is an appropriate treatment if seeding or planting of vegetation is prescribed to be effective within Departmental policy; and stabilizes the site and minimizes water or wind erosion; reduces the invasion of non-native invasive plants, or prevents critical habitat for federal listed threatened or endangered species from being more impaired than if nothing was done. The use of pesticides must be identified in an existing approved management plan with proper NEPA documentation. Use of native species is preferred, non-native seed may be used when allowed in agency policy. All seed will be tested for purity and germination to meet contract specifications and should be tested for weed seed by an independent seed testing organization.

Allowable Actions

- Exclusion of livestock, wild horses or burros may be critical for the recovery of burned vegetation or establishment and maintenance of new seedlings.
- Treatments to protect public health and safety are appropriate under ES:
  - Infrastructure (signs, gates, fence, guardrail, etc.);
  - HAZMAT – To secure, but not to remove hazardous materials;
  - EWS (Early Warning System) – must be a coordinated effort between federal, state, and local agencies and include an evacuation plan;
  - Emergency Road Repair/Maintenance;
  - Public use closure;
  - A burned area assessment should identify post-fire threats to Federal and Tribal listed or proposed threatened and endangered species and what, if any, cost effective stabilization measures can be implemented to prevent further post-fire condition degradation; and
  - Those emergency stabilization treatments necessary to protect life, property, and watershed values (soil productivity and water quantity).

Prohibited Actions

- Forest stabilization, reforestation, rehabilitation etc. are not appropriate use of emergency stabilization funding; and
- Timber salvage is not authorized with emergency stabilization funding.

Burned Area Rehabilitation (BAR)

Allowable Actions

- Repair or improve lands unlikely to recover naturally from wildfire damage by emulating historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with existing land management plans;

- Chemical, manual, and mechanical removal of invasive species, and planting of native and non-native species, consistent with 620DM3.8F, restore or establish a healthy, stable ecosystem even if this ecosystem cannot fully emulate historical or pre-fire conditions;

- Tree planting to re-establish burned habitat, re-establish native tree species lost in fire, prevent establishment of invasive plants, and regenerating Indian trust commercial timberland as prescribed by a certified silviculturalist as unlikely to regenerate within ten years following the fire; and

- Repair or replace wildfire damage to minor operating facilities (e.g., campgrounds, interpretive signs and exhibits, shade shelters, fences, wildlife guzzlers, etc.).

Prohibited Actions

Rehabilitation may not include the planning or replacement of major infrastructure, such as visitor centers, residential structures, administration offices, work centers and similar facilities. Rehabilitation does not include the construction of new facilities that did not exist before the fire, except for temporary and minor facilities necessary to implement burned area rehabilitation efforts.

BAER Teams

National Teams

The DOI has two National BAER Teams. The National BAER coordinators provide coordination and oversight for the teams. The teams are available for complex, multi-jurisdictional wildfires. Mobilization and demobilization of the teams are found in the *National Interagency Mobilization Guide*. The National BAER Teams have SOP's for team operations. The National Teams may take trainees on assignments to assist Regional/Agency/Tribal personnel develop the skills needed to meet the Regional and/or local needs or to become a member of a national/regional/local team.

Regional/Local Teams

Regions will develop regional and/or local BAER teams to meet their needs. These teams will assume the workload for the moderate to low complexity emergency stabilization projects. A regional team may consist of personnel from the region, agency, Tribal, and/or other federal agencies. The regional/local BAER teams will follow the same SOP as the national BAER teams.

Training

National BAER Coordinators will develop and sponsor interagency training courses for resource advisors, BAER team leaders and members, and implementation leaders.

Process for Requesting Funds

Project Funding Process

The Regions/Agencies will use the BIA ES and BAR Request forms to request ES and/or BAR funding. Regions/Agencies will send this form to the BIA-NIFC office to establish new ES and BAR projects or modify existing projects via a project amendment. This form should be completed immediately for ES treatments that need to be implemented before an ES plan is approved. This funding will be incorporated into the ES plan and the approving level will be the value of the project at the time of submittal. All requests for funding should have a breakout of the ES or BAR funds on the funding request form.

The ES funds identified for a project will be available up to one year from containment of the wildfire. Emergency stabilization funding may also be used to repair or replace approved ES treatments for up to three years following fire containment where failure to do so would imperial watershed functionality or result in serious loss of downstream values and for monitoring. However, ES funding cannot be used to continue seeding, plantings, and invasive plant treatments beyond one year.

BAR projects are competitively funded among all four DOI bureaus. Funding is limited so there is no guarantee that BAR treatments/activities will be funded.

BAR funds can only be provided three years from containment of the wildfire. Plans that request multi-year funding are not guaranteed funding each year. Funds will be given out on a yearly breakout as specified in the BAR plan and approved by the national BAER coordinators.

The national DOI BAER coordinators will prioritize BAR treatments/activities to be funded based on the data in the NFPORS. Therefore, all BAR plans must be entered into NFPORS to be eligible for funding. The national DOI BAER Coordinators will meet at the beginning of a fiscal year to prioritize and select BAR treatments/activities. Funding will be awarded to selected projects soon after a budget is appropriated. In order to be considered for funding during the initial round of distributions at the beginning of a fiscal year, BAR treatments/activities must be entered into NFPORS by September 30th of each year. The national DOI BAER coordinators will periodically review and distribute BAR funds as long as funds are available. The approval of a BAR plan does not guarantee treatments/activities will be funded. If funding is not available, the treatment/activity will be on the list for funding in the following fiscal years until the project is funded or has expired.

Out year rehabilitation funds are not made available without formal requests and approved accomplishment reports. The funds identified for a project will be three years from containment of the wildfire. Funds will be distributed on a yearly breakout as specified in the rehabilitation plan and approved by the national office.

Implementation Phase

The Agency Superintendent is responsible for implementing the ES and/or BAR project(s). The implementation phase for emergency stabilization activities may begin before the rehab plan is complete for those pre-approved activities identified in the *Interagency Burned Area Emergency Response Guidebook* and *DOI Interagency Burn Area Rehabilitation Guidebook*. If this occurs, these pre-approved activities must be identified in the plan. After a plan is approved and funded, the Agency/Tribe should begin the implementation of the plan. The Agency/Tribe should identify an implementation leader to carry out the plan. This is essential to insure the specifications are completed as identified in the plan.

Program Account Structure

- ES program and BAR program accounting codes are in Chapter 13, Appendix 13-1.

- When the BIA-NIFC office receives a project request for funding from the Regions, the National BAER coordinator will request the BIA-NIFC Fire Budget Officer to establish accounts with an Incident Fire Code for ES and BAR projects.

- After ES treatments/activities are approved at the national level, the Director, Branch of Wildland Fire Management will send a memorandum of approval to the regional office.

- After BAR treatments/activities are approved at the national level, the BIA National BAER Coordinator will submit the request for BAR funds. The BIA-NIFC Budget Officer will prepare the funding distribution documents to be signed by the Deputy Director, Trust Services and then the Director, Branch of Wildland Fire Management will send a memorandum of approval to the Regional office.

Monitoring and Evaluation

Responsibility

Regions, agencies, and Tribes will monitor ES and BAR projects to assess if proposed treatments were properly implemented, if actual treatments were effective, and if additional treatments or maintenance are needed to make the project successful.

Accomplishment Report Requirements

- Monitoring and evaluation of post fire treatments are critical for understanding and improving such treatments. The collection and dissemination of this information is an integral part of all post fire treatments. All ES and BAR treatments/activities for each project must be entered into NFPORS after each plan is approved. Completed treatments/activities must be entered into NFPORS within 30 days of completion.

- An initial accomplishment report is required at the end of the fiscal year the project was initiated. A yearly or second accomplishment report is required at the end of the second fiscal year. A final accomplishment report is required at the end of the third year funding of a project. Failure to submit final accomplishment reports will curtail future BAR funding for the agency/Tribe.

- ES and BAR accounts are closed September 30th and accounts are not opened until accomplishment reports are submitted and approved by the appropriate approving line officer. Regions should submit carryover requests for ES and BAR projects to the BIA-NIFC office by September 15th of each year.

- The format for the accomplishment reports can be found in the *Interagency Burned Area Emergency Guidebook* and *DOI Interagency Burned Area Rehabilitation Guidebook*. Reports should include pictures of before and after ES and BAR treatments.

Information Sharing

National BAER Coordinator's Responsibility

The national BAER coordinators are responsible for sharing and disseminating information. This is accomplished through a national BAER website at: **http://www.nifc.gov/BAER/Page/NIFC_BAER.html** with a link at the bottom of the page to the DOI ES & BAR website **http://fire.r9.fws.gov/ifcc/esr/home.htm.** These websites are maintained by the national BAER coordinators.

Website

This website may include, but is not limited to:

- ES and BAR Plans;
- ES and BAR Final Accomplishment Reports;
- List of national BAER Coordinators;
- *Interagency Burned Area Emergency Response Guidebook* (ES);
- *DOI Interagency Burned Area Rehabilitation Guidebook* (BAR);
- National BAER Teams and members;
- National BAER Team Standard of Operations and Qualifications;
- BAER Training courses;
- National Coordinators Charter;
- Other BAER documents (Council of Environmental Quality);
- BAER Technology; and
- Links.

Operational Guidelines for Aquatic Invasive Species

In order to prevent the spread of aquatic invasive species, it is important that fire personnel not only recognize the threat aquatic invasive species pose to ecological integrity, but how our fire operations and resulting actions can influence their spread. Each local land management unit may have specific guidelines related to aquatic invasive species. Therefore, it is recommended that you consult established local jurisdictional guidelines for minimizing the spread of aquatic invasive species and for equipment cleaning guidance specific to those prevalent areas and associated species. To minimize the potential transmission of aquatic invasive species, it is recommended that you:

- Consult with local biologists, Resource Advisors (READ) and fire personnel for known aquatic invasive species locations in the area and avoid them when possible;
- Avoid entering (driving through) water bodies or saturated areas whenever possible;
- Avoid transferring water between drainages or between unconnected waters within the same drainage when possible;
- Use the smallest screen possible that does not negatively impact operations and avoid sucking organic and bottom substrate material into water intakes when drafting from a natural water body;
- Avoid obtaining water from multiple sources during a single operational period when possible; and
- Remove all visible plant parts, soil and other materials from external surfaces of gear and equipment after an operational period. If possible, power-wash all accessible surfaces with clean, hot water (ideally > 140^0 F) in an area designated by a local READ.

Noxious Weed Prevention

To reduce the transport, introduction, and establishment of noxious weeds or other invasive species on the landscape due to fire suppression activities, all fire suppression and support vehicles, tools, and machinery should be cleaned at a designated area prior to arriving and leaving the incident. Onsite fire equipment should be used to thoroughly clean the undercarriage, fender wells, tires, radiator, and exterior of the vehicle. Firefighter personnel should clean personal equipment, boots, clothing etc., of weed or other invasive species materials, including visible plant parts, soil, and other materials as identified by the fire resource advisor. The cleaning area should also be clearly marked to identify the area for post fire control treatments, as needed.

Ensure that seed mixes, mulch, and/or straw wattles contain no Federal, State, or Tribal designated noxious weeds by using seed mixes, mulches or straw wattles that have been examined by a laboratory or have current weed free certification from a state seed laboratory or equivalent qualified testing agent.

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Chapter – 15
Rural Fire Assistance/Ready Reserve Programs

Rural Fire Assistance (RFA) and Ready Reserve have not received any funding for the last two fiscal years. The direction in this chapter has not changed but funding is not expected in FY14 or in the near future due to reduced budgets.

Policy

The DOI and Related Agencies Appropriations Act, Fiscal Year 2001 (PL 106-291) provided legislative authority to implement the RFA program in Fiscal year 2001. The authority to fund and implement this program is established by Congress on a year-to-year basis. This funding is not guaranteed for subsequent fiscal years.

Supporting Documentation

- Draft *DOI Interagency Rural Fire Assistance Handbook;*
- *Department of Agriculture Volunteer Fire Assistance Handbook;*
- Public Law 106-291;
- 41 CFR Public Contracts and Property Management;
- 48 CFR Federal Acquisition Regulations System;
- OMB Circular A-110 Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals, and Other Non-Profit Organizations;
- FEMA web site (**http://www.fema.gov**); and
- National Fire Plan web site (**http://www.fireplan.gov**).

Program Purpose

The RFA program provides funding to improve the capacity and capabilities of rural and volunteer fire departments that protect rural communities and play a substantial cooperative role in the suppression of wildland fires within, or in the vicinity of lands managed by the DOI.

RFA is intended to increase local firefighter safety and enhance the fire protection capabilities of RFD's by providing basic wildland firefighting supplies and equipment to qualifying RFD's for initial and extended attack at the local level. The RFA program also seeks to decrease wildland fire-related losses to rural economies through enhanced local fire protection; and to help reduce Federal, State, Tribal and local expenditures on wildland fire suppression, particularly in the wildland-urban interface.

National Rural Fire Assistance Leads

Each DOI wildland fire agency established National RFA leads for the RFA program. They function under the direction of the DOI, OWFC.

The DOI bureaus, in coordination with the OWFC, will periodically review the RFA program. These periodic assessments will gauge the overall success of the program, strengthen the program administration, provide insights as to whether administrative or procedural changes are indicated, and improve coordination and management. The National leads, in consultation with the OWFC, will then be responsible for implementing any recommended changes in the RFA program.

Program Administration

- Program priorities and criteria may change with each fiscal year at the discretion of the Secretary;

- The maximum allowable aware to each rural fire department (RFD) is $20,000 annually;

- The RFA grant administrative timeline will be determined by the DOI bureaus in coordination with the OWFC and to the greatest extent possible, coordinated with the application and review periods established for other federal service grant programs;

- Grant announcements will be consistent with applicable sections of P.L. 106-107 (Federal Financial Assistance Management Act of 1999) and the Office of Management Budget Policy and Guidance;

- Within each State, State compact, region, zone or equivalent, DOI RFA representatives, State foresters or equivalent and appropriate partners will review applications, and submit a single prioritized list of RFA grant applicant; and

- National DOI RFA leads, in collaboration with partners, will review submissions, and allocate funds to bureaus based on priorities determined by the DOI Secretary and in coordination with partners, cooperation organizations and appropriate stakeholders.

Eligibility Criteria

All rural/volunteer fire departments must meet the following minimum eligibility criteria for assistance through the RFA program:

- The department must be party to a Cooperative Agreement with an Interior Agency or Bureau, or their respective State Forester, or Tribe, or an equivalent entity;

- The RFD must have a DUNS number required for all grant applicants. The DUNS number is a required nine character identification number available free of charge from Dun & Bradstreet, Inc;

- Local DOI bureau must be dependent on RFD for response to wildfire incidents; and

- Must share a minimum of 10% of the total proposed project costs. The 10% share may be direct funding of this portion of the total (cash) or may be covered by the allocation of in-kind goods or services.

  Examples of in-kind goods or services may include, but are not limited to:

  - Facility use costs incurred by a RFD for hosting training courses, travel and per diem costs incurred by a RFD when personnel attend training courses; and

  - Administration costs related to purchasing RFA equipment and supplies.

  Examples of in-kind goods or services that may not be claimed:

  - Funding or in-kind resources derived from other federal funding programs and they may not be in-kind contributions that are counted towards any other federal grant contribution requirement; and

  - Administrations cost or grant preparation fees incurred by Fire Departments for an RFA grant.

- The department serves a community with a population of 10,000 or less; and

- A department serving communities with populations over 10,000 may qualify for RFA funding under the following circumstances:

  - The service area of the department includes a rural area or community with a population of 10,000 or less. RFA funding must be used to benefit the rural service area;

  - Departments operate entirely within the boundaries of the county or town of more than 10,000 that is serviced by two or more fire districts. The service area of a given district includes a rural area or community, or the population of the district's jurisdiction is less than 10,000. The RFA funding is used exclusively for the rural portion of the district;

  - A fire department with at least one station that serves a community of more than 10,000 that also encompasses a rural zone or community with a population not exceeding 10,000. RFA funding must be used to benefit the rural service area; and

  - A fire department that serves a community of 10,000 or more that also provides fire protection services through contract or agreement to an adjoining rural community. RFA funding must be used to benefit the rural area services through the contract or agreement.

Evaluation Criteria

Evaluator(s) must utilize general criteria to rank eligible RFD's for funding.

- To ensure consistency and compatibility with existing fire service assistance programs, the DOI bureaus, Tribes, and State foresters (or equivalent) will coordinate to cooperatively establish priority ranking of RFA applicants.

- The workgroup must verify each RFD's level of significance. Factors to be considered in this assessment include:

  - The RFD's proximity to DOI managed lands and protection role for the wildland urban interface;

  - DOI reliance of the RFD for expedient initial attack in remote DOI areas of responsibility. RFD's in close vicinity to DOI lands may play a major role in initial attack due to their close vicinity and have a moderate or high level of significance to DOI; and

  - Other local or regional criteria, disclosed in advance to grant applicants.

- State foresters (or equivalent) must concur with prioritization of funding requests;

- Favorable consideration should be directed to those RFD's that are in compliance with DOI and state regulations, have promptly expended previous funds awarded, comply with monitoring and reporting requirements in a timely fashion, and have been consistent with honoring cost-share commitments;

- The workgroup should evaluate the RFD's relationship in supporting initiatives such as the 10-year Comprehensive Strategy and its Implementation Plan, State fire plans, community wildfire protection plans or equivalent(s) and fire management plans; and

- Local and regional workgroups must use available systems and networks to ensure funding requests are not duplicated by another Federal bureau, agency or Tribe.

Property Acquisition and Management

Property Acquisition

- The RFA program typically funds the following basic wildland firefighting equipment and supplies:

  - PPE and Basic Gear;

  - New Generation Fire Shelters and Case (Training shelters also allowable);

  - Communications equipment (P-25 compliant hand-held radios, mobile units for ground vehicles, pagers);

  - Basic Tools/Equipment;

- Basic Wildland Fire Training;
- Apparatus purchased from local DOI units through “negotiated fixed price sale” authority; and
- Other equipment.

- Equipment purchases such as new fire engines or other such apparatus are usually not feasible. The dollar amount of individual RFA grants is not sufficient to fully fund large purchases of this type. However, the funding can be utilized to assist with the conversion, improvement or modification for fire suppression use of other purchased, contributed or FEPP vehicles. RFA grants can be applied with other funds towards equipment purchases.

- RFA funds may not be used to purchase or construct “capital assets”. “Capital assets” are defined as property or improvements which increase the value of real property. Examples of capital assets include utility, hydrant systems or sprinkler systems, building construction or improvement, etc. Alternate sources of funding and grants are available for these types of projects, such as FEMA grants.

Property Management

The Departmental standards governing management and disposition of property furnished by the federal government whose cost is charged to a project supported by a Federal award are in 43 CFR, Part 12. Recipients shall be required to observe these standards and shall not impose additional requirements. The recipient may use its own property management standards and procedures provided it observes the provisions of Sections 12.931 through 12.937.

Equipment – Title (ownership) to equipment obtained under a RFA grant vest with the recipient or sub-recipient. For this reason, DOI bureaus will not maintain inventory records of equipment. Equipment procured by local governments and non-profit fire departments shall be used, managed and disposed of according to local requirements.

At a minimum, property records should include the following:

- Description of the property;

- A serial number or other identification number;
- The source of property;
- Who holds title;
- Acquisition date;
- The cost of the property;
- Percentage of federal participation in the cost of the property;
- The location of property;
- Use and condition of the property; and
- Any ultimate disposition data including the date of disposal and sale property must be maintained.

- The recipient should take a physical inventory of the property and the results reconciled with the property records at least once every two years. A control system must be developed to ensure adequate safeguards to prevent loss, damage, or theft of property. Any loss, damage, or theft shall be investigated;
- Adequate maintenance procedures must be developed to keep the property in good condition. Disposition procedures must be established; and
- Supplies – Title (ownership) to supplies acquired under a grant or sub-grant will vest, upon acquisition, to the recipient or sub-recipient, respectively.

Program Funding

Procedures for Requesting Funds

Each DOI bureau has designated regional or state contacts for the RFA program. These contacts may be the first point of contact for an RFD in obtaining information pertaining to the RFA program. Bureaus may further designate local contacts at the appropriate level to work with their respective cooperating RFD's.

To be considered for funding, eligible RFD's must complete the SF-424 "Application for Federal Assistance" and SF-424A "Budget Information Non-Construction Programs". The entire package must be submitted to the appropriate agency or designated cooperating partner.

This date varies, as dictated by Congressional approval of budget appropriations.

Assistance agreements may be authorized from a period of one to five years. An RFD may apply for federal assistance annually even if they received awards the previous years.

Program Account Structure

The funding program code for the RFA program is 92620 with an allocation code of 92R00. The national office will establish one PCAS number for each Region. Regions and Agencies will use their organizational code when obligating funds. The national BIA-NIFC Budget Officer will prepare the funding distribution document to be signed by the Deputy Director, Trust Services.

Reporting of Annual Program Accomplishments

The DOI bureaus will utilize the NFPORS to enter and store RFA program data.

All program requests and awards will be consolidated only from NFPORS data. Each bureau is responsible for entering data into the NFPORS database. OWFC will establish timeframes for fiscal year and quarterly accomplishments.

RFA Program Monitoring and Accountability

Grants and agreements will be administered in accordance with applicable sections of CFR 43.12

FBMS or equivalent FBMS may be used for further program obligation review and verification.

Ready Reserve (RR)

Policy

The RR program was a pilot program in FY-2006.

The emphasis of the RR program is to provide funding to support wildland firefighter training for non-federal cooperators to improve the capacity and capabilities of RFD's that protect rural communities and play a substantial cooperative role in the suppression of wildland fires within, or in the vicinity of lands managed by the DOI.

The purpose of the RR program is to increase wildland fire operational safety, effectiveness, and the capacity of rural fire departments serving as cooperators with the DOI. RFD's can provide needed local initial and extended attack, protection of wildland-urban interface communities, and multi-agency wildfire attack and coordination activities.

The RR program is not a grant program.

Criteria For Rural Fire Departments To Participate

For RFD's to participate in the RR program, they must meet the minimum eligibility criteria:

- The department must be party to a Cooperative Agreement with an Interior Agency or Bureau, or their respective State Forester, or Tribe, or an equivalent entity, with wildland fire responsibilities;

- The RFD must have a DUNS number required for all grant applicants. The DUNS number is a required nine character identification number available free of charge from Dun & Bradstreet, Inc;

- The fire department plays a consistent role as cooperator with DOI bureaus in initial /extended attack on or adjacent to DOI – managed lands; and

- The department protects a community of 10,000 persons or less that is located in the vicinity of DOI lands.

Implementation

The program will be administered by DOI bureaus with each bureau responsible for implementation of the program within geographic areas.

Eligible Applicants are:

- Chief's associations, local fire districts;
- County and state fire management and forestry agencies, State Forester or equivalent; and
- Publicly funded, not-for-profit fire academies, universities, and community colleges.

Eligible proposal categories include:

- National Wildfire Coordinating Group courses, with emphasis on FFT1, ENGB, and STEN positions;
- Field Day Sessions for students completing online Firefighter Training (S-130) and Introduction to Wildland Fire Behavior (S-190);
- Instruction for United States Fire Administration Crosswalk Gap Courses ;
- Wildland fire courses meeting USFA, NFPA, or other standards that address core wildland firefighting and leadership competencies;
- Non-NWCG courses such as local engine academies, multi-agency preparedness drills, simulation exercises, wildland urban interface operations etc., particularly those providing opportunities for completion of non-incident position task book elements;
- Activities enhancing the ability of local departments to safely and effectively conduct wildland urban interface protection operations;
- National Wildfire Coordinating Group instructor training courses or other development sessions to increase availability of locally-based wildland fire instructors;
- Courses, exercises or other developmental sessions to facilitate training of local Type 3 incident management organizations; and

- Firewise Home Ignition Zone Assessment training for local fire departments.

Allowable Expenses will be used only for expenses directly associated with wildland fire training for firefighters affiliated with cooperating fire departments (current paid or active volunteer staff):

- Instruction Facility Use Costs (i.e. meeting room rental);
- Instructional materials (books, DVDs, handouts, etc.);
- Training Fire Shelters; and
- Instructor Salary and travel costs, if applicable (not to exceed government per diem/lodging allowances).

Not Allowable Expenses

- Cameras, televisions, DVD players, computers other durable equipment;
- Trailers or training equipment storage facilities;
- Tools (basic tools may be allowable under specific circumstances);
- PPE will no longer be funded; and
- County, State or Federal firefighters are not eligible for ready reserve funded training.

Administration Procedures

Regional and State DOI bureau contacts will:

- Coordinate internally, and with the State Forester and other federal and local partners, as applicable, to jointly assess specific training needs within States and regions;
- Solicit and collect applications;
- Coordinate with partners to ensure:
  - Applicants, and intended recipients, are eligible to receive program benefits;

  - Proposed training addresses needs consistent with local priorities;
  - Information on application is complete, and in the specified format; and
  - Redundant or duplicated requests are eliminated.

- Indicate collaboratively determined preference for funding priority, if more than one project is submitted per state;
- Ensure electronically submitted files are clearly named with the corresponding two-letter state identifier first. Example: CA California FY 10 RR Narrative;
- Verify the State Forester (or State official with wildland fire responsibility) or their designee (i.e. State Training Officer) reviewed and approved the RR submission package. An e-mail notification is sufficient; and
- Ensure U.S. Regions each have a National Bureau Lead assigned to the coordination of RR activities, as listed at the end of this memorandum. They are available to answer questions and provide assistance.

DOI National Office Program Leads:

  - In coordination with the NIFC Fire Directors, will apportion funds to states and regions;
  - Provide a secondary quality control review of proposals. Leads may contact State or regional leads if further information is needed;
  - Will not adjust project priorities determined at State/region level except in unusual circumstances, and only after consultation with state leads and cooperators; and
  - Ensure funds are apportioned to states using criteria to include:
    - Level of dependence on rural or volunteer fire departments for initial attack and extended operations support;
    - Documented safety issues indicating training needs;
    - Past funding levels, relative to other states;

- Fire occurrence and severity: past and present trends, predictive services forecasts;
- Past performance in the use of funds; and
- Demonstrated regional need for specific skills sets.

Leads prepare apportionment spreadsheet among States, and between DOI bureaus in coordination with NIFC budget staff.

- Award documents are submitted to Bureau and National Association of State Forester Fire Directors for approval;
- Package is forwarded to the DOI OWFC for administrative processing; and
- Bureaus advise state/regional leads of selections.

Reporting Requirements

State fire academies will be responsible to submit a report of the firefighters trained and PPE distributed at the completion of the training, number of courses offered, name of individual and their fire department, and an inventory of equipment purchased. Included will be a detailed report of expenditures and copies of all receipts should be made available.

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Chapter – 16
Tribal Contracts/Compacts

Introduction

Public Law 93-638 [The Indian Self-Determination and Education Assistance Act of 1975, as amended]: is to provide maximum Indian participation in the Government and education of the Indian people; to provide for the full participation of Indian tribes in programs and services conducted by the Federal Government for Indians and to encourage the development of human resources of the Indian people; to establish a program of assistance to upgrade Indian education; to support the right of Indian citizens to control their own educational activities; and for other purposes.

Fire Management Administration

These guidelines are intended to be used by the Bureau and Indian Tribes when negotiating annual funding agreements, whether 638 or Self-Governance.

Guiding Principles

- Indian tribal fire management programs will be held to the same standards as Bureau fire management programs. Both Bureau and Indian tribal programs will strive to achieve excellence.

- Indian Tribal and Bureau Wildland Fire Management (WFM) programs will receive equal consideration for available budget and resources.

- The Bureau is committed to working with Indian tribes to ensure the success of their WFM programs.

- Indian tribes desiring to either compact or contract for national, regional or agency fire program functions or services provided by Bureau employees to benefit more than one Indian tribe must have a plan to provide comparable functionality or services and agreement of other affected Indian tribes.

Inherently Federal Activities

- Hiring, termination and paying Federal employees including emergency firefighters (EFF) or Administrative Determined Casuals (AD).

- However, Indian tribes may designate a tribal official to sign as time officer on the EFF or AD timesheet (OF-288) when such Indian tribal officials are designated in a Memorandum of Agreement (MOA) or Memorandum of Understanding (MOU) or Contract scope of work statement between the Indian tribe and the Bureau.

- Approval, consolidation and submission of budget requests.

- Obligating federal funds.

- Approval of resource management or land use plans, fire management plans (FMP's), NEPA documents, wildland fire decision support system (WFDSS) documents, burned area emergency stabilization (BAER) and rehabilitation plans. To fulfill its trust responsibility in resource protection, the Bureau must approve the documents in the preceding sentence. Even though Indian tribal approval of the foregoing documents cannot be in lieu of Bureau approval, it is strongly recommended that Indian tribes be included in the document review process, be provided the opportunity to document concerns they may have for the record and be afforded the opportunity for joint approval.

- Delegation of Authority (DOA) to incident management and BAER teams operating on reservations. It is required that the Bureau approves a DOA to such teams and is strongly recommended that DOA documents also be approved by the Indian tribe.

Wildland Fire Management Funding

Wildland Fire Preparedness Activity

- Consists of the following components:

    - Readiness (includes program management)
    - Research and Technology
    - Fire Management Plans

- This Activity consists of all the actions needed to prepare for the response to wildland fire ignitions. Preparedness funds provide significant support to the overall management and planning of the Bureau's and Indian tribal fire management programs. Preparedness includes readiness and capability to provide safe, cost-effective fire management programs in support of land and resource management plans. This activity requires the hiring and training of personnel,

interagency hotshot crews, prevention activities, purchase and contracting of equipment, supplies, and support; planning and coordination, policy development and oversight, research as well as interagency coordination and direction which may include establishment and funding of interagency agreements and interagency fair share contributions as well as national programs.

- Indian tribes are eligible for indirect costs from the wildland fire appropriation.

- Wildland Fire Management funding and indirect costs may be included in the Indian tribal annual funding agreements (AFA's). For compacted wildland fire preparedness, wildland fire prevention and interagency hotshot programs, funding shall be transferred to the Office of Self-Governance (OSG) by the BIA-NIFC Budget.

- Non-recurring funding (e.g. one-time funding or one-time project funding) will be applied for annually and distributed to Indian tribes through Bureau regional offices via cooperative agreements, grants or contracts. Funding shall be transferred to the OSG by the BIA-NIFC Budget Officer. These are project-based one-time transfers of funds. Indirect costs on non-recurring or one-time wildland fire preparedness funds are not authorized, however reasonable administrative and overhead costs incurred by Indian tribes in such projects may be authorized and should be built into such projects as direct costs. Indian tribal and Bureau programs will be given equal consideration for non-recurring preparedness funding and will be coordinated at the Regional Office level.

Fire Facility Construction and Maintenance Activity

Consists of the following:

- Projects for construction of fire facilities must be included in the five-year DOI Facilities Construction Plan and identified as part of the Wildland Fire Annual Budget Appropriation.

- Funding is obtained by Indian tribes through Bureau regional offices via cooperative agreements, contracts or through agreements with other Federal agencies to reimburse Indian tribes for fire facilities construction costs on a project-by project basis.

- Indirect costs for fire facilities and deferred maintenance construction projects are not authorized. Administrative fees are authorized when requests have them built into the total cost of the construction project as a direct cost.

This activity provides for the maintenance and construction of fire facilities for line item funded in the DOI wildland fire appropriation only. All projects are approved through a consolidated DOI process and entered into the Departments five year plan. The five-year plan is a fiscal year based plan and is part of the overall budget process. The plan requires annual updating so that the budget request continues to reflect a five-year picture of the actual need. As a result, the schedule of activities is based on the fiscal year, not the calendar year. The annual update presents the opportunity for the fire bureaus' to adjust project priorities based on newly identified needs or previously identified needs that have become more critical during the past year. Projects in the out-years may also be removed become more critical during the past year. Projects in the out-year may also be removed because they were addressed through other means. The Bureau's five-year plan submissions are completed at least a year before Congress enacts the annual appropriation.

Emergency Suppression Activity

- This activity provides for the development and implementation of three operation components:

    - Emergency Suppression
    - Emergency Stabilization
    - Severity

- Emergency suppression includes all wildfire suppression activities:

    - Funding is obtained by Indian tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for fire costs on a fire-by-fire basis [per FireCode]. Indirect costs for fire suppression are not authorized.

    - Indian tribes and the Bureau may negotiate to establish an escrow account based on historical fire suppression costs. This is a one-time expense. The account will be reimbursed on a fire-by-fire [per FireCode] basis. If an Indian tribe should retrocede or the Bureau reassumes suppression responsibilities the account will be reimbursed in total to the Bureau.

- Emergency stabilization includes all post fire burned area stabilization activities covered by approved emergency stabilization plans. Funding is obtained by Indian tribes through agreements established by the Bureau regional offices or other Federal agencies to reimburse Indian tribes for costs on a project by project basis [per FireCode]. Indirect costs for emergency stabilization projects are not authorized, however reasonable administrative and overhead costs incurred by Indian tribes in such projects may be authorized within stabilization plans and should be built into the project and treated as a direct cost.

- Severity [Short-term and Long-term] authority and funding for activities necessary to augment initial attack capability when abnormal fire conditions occur throughout a region resulting in the fire season starting earlier than normal, or exceeding average high fire danger ratings for prolonged periods.

- Funding is obtained by Tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for severity costs incurred under an approved fire severity cost request.

- Indirect costs for severity funds are not authorized.

Hazard Fuel Reduction Operations (WUI and Non-WUI)

Includes costs associated with planning and the operational of hazardous natural fuel reduction projects and restoration of fire to the ecosystem through the use of prescribed fire except prescribed fire fuel treatment projects specifically planned to treat hazardous fuels adjacent to “high risk” wildland/urban interface communities.

- Funding is obtained by Indian tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for wildfire costs on a project by project basis (per project code).

- Indirect costs for hazard fuel reduction, fire use projects and authorized fuels personnel costs are authorized and will be provided to Indian tribes through agreements established by regional Bureau offices or other federal agencies.

- Includes costs associated with planning and the operational implementation of mechanical treatment(s) except when such mechanical treatment projects are specifically planned to treat hazardous fuels adjacent to the “high risk” wildland/urban interface communities.

- Indirect costs for hazard fuel reduction, fire use projects are authorized and will be provided to Indian tribes through agreements established by Bureau regional offices or other Federal agencies.

- Includes costs associated with planning and the operational implementation of projects to treat fuels adjacent to “high risk” wildland/ urban interface communities through mechanical means (thinning, brushing, herbicide, etc.) or prescribed fire.

- Indirect costs for hazard fuel reduction, wildland urban interface projects and authorized fuels personnel staffing are authorized and will be provided to Indian tribes through agreements established by Bureau regional offices or other Federal agencies.

Burned Area Rehabilitation Activity

Includes all post-fire burned area rehabilitation activities covered by approved rehabilitation plans.

Funding is obtained by Indian tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for fire costs on a project-by-project basis (per FireCode).

Indirect costs for rehabilitation projects are not authorized, however an administrative or overhead costs incurred by Indian tribes in such projects may be authorized within stabilization/ rehabilitation plans but must be built into the project cost and will be treated as a direct cost.

Program Operational Standards

Unless waivers to the following standards are explicitly approved and identified in Indian tribal annual funding agreements, the following standards will apply to Indian tribal fire management programs.

- Fire program personnel that will be assigned to wildland fire incidents must meet the National Wildland Fire Coordinating Group (NWCG) standards for the positions held and functions performed. Indian tribal fire management officers are responsible for certifying Indian tribal program employee qualifications and maintaining records of their employee qualifications. They may use the firefighter qualifications/ certification component of the Incident Qualification and Certification System (IQCS). They may choose to do so, but are not required to use that system.

- NWCG position standards are considered the “industry standard” in the United States wildland fire community and are essential for safe operations in the hazardous wildland fire environment. Failure to meet the standards will prohibit participation in off reservation fire activities and could put Indian tribal firefighters at personal risk.

- Fire occurrence reports will be encoded to the Wildland Fire Management Information (WFMI) System within two weeks after a wildfire is declared out. Obligating government funds is an inherently Federal function and fire reports are an essential element in accounting for the obligation of Federal funds.

- Placing resource orders for Incident Management Teams (IMT) to manage extended, large fire operations, or for BAER/Rehabilitation teams requires the involvement of Bureau. All actions require that the Bureau approve delegations of authority to teams, because they involve the commitment to obligate large amounts of Federal funds and/or involve operations critical to meeting the Bureau trust responsibility on Indian land.

- The *Interagency Incident Business Management Handbook* will be used as a guide for wildland fire management operations. Fire suppression operations require the obligation of large amounts of Federal funds and the I*nteragency Incident Business Management Handbook* is the “industry standard” for the conduct of financial business by the wildland fire community. It provides fair and prudent business practice guidance to situations common to wildland fire project operations.

- Approved FMP’s and documented compliance with environmental and cultural resource management laws must be complete to receive project funding for fuels treatment projects involving prescribed fire or mechanical treatments. The desired condition is to have a fire management plan that compliments an approved Integrated Resource Management Plan (IRMP) or Forest Management Plan (FMP). Prescribed fire operations have potential for large liability and are critical to the Bureau trust responsibility on Indian land so quality program and project level implementation planning for its use is required.

Minimum Provisions for Contract and Annual Funding Agreements

The minimum provisions that are recommended to be included in annual funding agreements are as follows:

- Amount of program funding;
- Estimated amount of indirect cost funding with language subjecting the final amount to the process identified in the foregoing indirect cost rates section as negotiated by the National Business Center or Department of Health and Human Services.;
- When applicable, the identity of fire program components or functions to be retained by Bureau;
- When applicable, the identity of fire program tasks or functions to be performed by the Indian tribe and those retained by the Bureau; and
- When applicable, the identity of any fire program operational standards waived by the Indian tribe and the identity of the alternative standard to be used.

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Chapter – 17
Reviews and Investigations

Introduction

Reviews and investigations are two methods used by wildland fire and aviation managers to assess and improve effectiveness and safety of organizational operations.

Information (other than factual) derived from safety reviews and accident investigations should only be used by the agency for accident prevention and safety purposes.

Depending on the complexity and severity, reviews and investigations may be conducted at the agency, regional, or national level.

Multi-Agency Cooperation

Many reviews and investigations involve cooperation between federal, state, county, and municipal agencies. To comply with each agencies' authorities, policies, and responsibilities a multi-agency review or investigation may be necessary. A multi-agency DOA should be provided to outline roles, responsibilities, and expected deliverables.

The Team Leader or delegating official(s) should establish cooperative relationships with the other agencies involved in the review or investigation to ensure policies and responsibilities are met. This may involve negotiations, cooperative agreements, and coordination with the agency DASHO or the agency official who signs the DOA.

Federal Interagency Investigations

Close calls or accidents that involve interagency (USFS or DOI) personnel and/or jurisdiction (e.g., USFS firefighter injured on Tribal jurisdiction wildland fire & vice versa) shall be reviewed or investigated cooperatively and conducted at the appropriate level as outlined in this chapter.

AA's will ensure that affected agencies are involved throughout the review/ investigation process.

When an incident does not meet the serious accident criteria, the affected Agency Administrators should jointly decide what type and level of investigation will be conducted based on agency processes outlined in this chapter. Clarifying questions should be addressed to your agency wildland fire safety program manager.

Policy

DOI policy requires investigation or reviews of all wildland fires with entrapments and/or fire shelter deployments, multiple injuries, fatalities, escaped prescribed fires, and property or equipment damage of more than $250,000. The DASHO decision may warrant an investigation depending on severity or potential of accident.

Reviews

Reviews are a methodical examination of system elements such as program management, safety, leadership, operations, preparedness, training, staffing, business practices, budget, cost containment, planning, and interagency or intra-agency cooperation and coordination. Reviews do not have to be associated with a specific incident. The purpose of a review is to ensure the effectiveness of the system element being reviewed, and to identify deficiencies and recommend specific corrective actions.

Review Types and Requirements

Type	When Implemented	Delegating Official
Preparedness Review	Annually, or Management Discretion	Agency/Region/ National
After Action Review	Management Discretion	
Fire and Aviation Safety Team Review	As fire activity dictates	Geographic Area Coordinating Group
Aviation Safety and Technical Assistance Team Review	As Aviation Activity Dictates	Agency/Regional Aviation Manager or MACG
Large Fire Cost Review	Refer to NWCG Memorandum #003-2009	BIA Fire Director
Individual Fire Review	Management Discretion	Agency/Region/ National

Lessons Learned Review	Management Discretion	Agency/Region/ National
Prescribed Fire Review	Refer to Prescribed Fire Review Criteria Listed	Agency/Region/ National
Declared Wildfire Review	Refer to Interagency Prescribed Fire Guide	Agency/Region/ National

Preparedness Reviews

Fire Preparedness reviews assess fire programs for compliance with established fire policies and procedures as outlined in the current *Wildland Fire and Aviation Program Management and Operations Guide* and other pertinent policy documents. Reviews identify organizational, operational, procedural, personnel or equipment deficiencies, and recommend specific corrective actions. Interagency Preparedness Review Checklists can be found at: **http://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html**.

After Action Review (AAR)

An AAR is a learning tool intended for the evaluation of an incident or project in order to improve performance by sustaining strengths and correcting weaknesses. An AAR is performed as soon after the event as possible by the personnel involved. An AAR should encourage input from participants that is focused on:

- What was planned?
- What actually happened?
- Why it happened?
- What can be done the next time?

An AAR is a tool that leaders and units can use to get maximum benefit from the experience gained on any incident or project. When possible, the leader of the incident or project should facilitate the AAR process. However, the leader may choose to have another person facilitate the AAR as needed and appropriate. AAR's may be conducted at any organizational level. However, all AAR's follow the same format, involve the exchange of ideas and observations, and focus on improving proficiency.

The AAR should not be utilized as an investigational review. The format can be found in the *Interagency Response Pocket Guide* (IRPG), PMS #461, NFES #1077. Additional AAR information is available at **http://wildfirelessons.net/AAR.aspx.**

Fire and Aviation Safety Team Reviews (FAST)

Fire and Aviation Safety Teams assist AA's during periods of high fire activity by assessing policy, rules, regulations, and management oversight relating to operational issues. FAST can also do the following:

- Provide guidance to ensure fire and aviation programs are conducted safely;
- Assist with providing immediate corrective actions;
- Review compliance with OSHA abatement plan(s), reports, reviews and evaluations; and
- Review compliance with *Wildland Fire and Aviation Program Management and Operations Guide.*

FAST reviews can be requested through GACC's to conduct reviews at the state/regional and local level. If a more comprehensive review is required, a national FAST can be ordered through the NICC.

FAST's include a Team Leader, who is either an AA or fire program lead with previous experience as a FAST member, a safety and health manager, and other individuals with a mix of skills from fire and aviation management.

FAST's will be chartered by their respective GACG with a delegation of authority, and report back to the GACG.

FAST reports includes an executive summary, purpose, objectives, methods/procedures, findings, recommendations, follow-up actions (immediate, long-term, national issues), and a letter delegating authority for the review. As follow-up, the team will gather and review all reports prior to the end of the calendar year to ensure identified corrective actions have been taken. FAST reports should be submitted to the geographic area with a copy to the FFAST within 30 days.

Aviation Safety and Technical Assistance Team Review (ASTAT)

During high levels of aviation activity it is advisable to request an Aviation Safety and Technical Assistance Team. The team's purpose is to assist and review helicopter and/or fixed wing operations on ongoing wildland fires. An ASTAT team should be requested through the agency chain of command and operate under a delegation from the appropriate agency/regional/ national aviation manager or multi-agency coordinating group. Formal written reports will be provided to the appropriate manager. An ASTAT should consist of:

- Aviation Safety Manager;
- Operations Specialist (helicopter and/or fixed wing);
- Pilot Inspector;
- Maintenance Inspector (optional); and
- Avionics Inspector (optional).

Large Fire Cost Reviews

An interagency large Fire Cost Review will be conducted when an incident (single or complex) meets or exceeds federal combined expenditure of $10 million.

A review may also be conducted when an incident (single or complex) meets or is expected to meet one or more of the following criteria:

- The predicted time to achieve the fire management objective exceeds 21 days;
- There are significant political, social natural resources, or policy concerns;
- There are complicated cost-share or multi-jurisdictional issues; and
- The affected agency requests a review.

It is the responsibility of the AA to monitor large fire costs and advise the appropriate individuals(s) within the BIA of the need for a Large Fire Cost Review.

The AA will provide a DOA to the Cost Review Team authorizing the implementation of a review. The *Large Fire Cost Review Guidebook* and DOA information can be found at **http://www.nwcg.gov/general/memos/nwcg-003-2009.html**.

Individual Fire Review

Individual fire reviews examine all or part of the operations on an individual fire. The fire may be ongoing or controlled. These reviews may be agency, regional, or national. These reviews evaluate decisions and strategies, correct deficiencies, identify new or improved procedures, techniques or tactics, determine cost-effectiveness and compile and develop information to improve agency, regional or national fire management programs.

Lessons Learned Review (LLR)

The purpose of a LLR is to focus on the near miss event or condition in order to prevent a potential serious incident in the future. In order to continue to learn from our near misses and our successes it is imperative to conduct a LLR in an open and non-punitive manner.

LLR's are intended to provide educational opportunities that foster open and honest dialog and assist the wildland fire community in sharing lessons learned information. LLR's provide an outside prospective with appropriate technical experts assisting involved personnel in identifying conditions that led to the unexpected outcome and sharing findings and recommendations

A LLR should be tailored to the event being reviewed. The scope of the review should be commensurate with the severity of the incident. A LLR will not be used in lieu of a SAI/AI when criteria for the SAI/AI have been met, but may be used as a supplement to a SAI or AI.

The LLR will be led by a facilitator not involved in the event. A facilitator should be an appropriate fire management expert who possess skills in interpersonal communications, organization, and be unbiased to the event. Personnel involved in the event will be participants in the review process. Depending upon the complexity of the event, the facilitator may request assistance from technical experts, (e.g., fire behavior, safety, etc.).

The LLR facilitator will convene the participants and:

- Obtain a DOA from appropriate agency level;
- Identify facts of the event (sand tables maybe helpful in the process) and develop a chronological narrative of the event;
- Identify underlying reasons for success or unintended outcomes;
- Identify what individuals learned and what they would do differently in the future;
- Identify any recommendations that would prevent future similar occurrences;
- 24 and 72 hour reports may be produced, but are not required;
- Provide a final written report including the above items to the pertinent AA(s) within two weeks of event occurrence unless otherwise negotiated. Names of involved personnel should not be included in this report (reference them by position).

A copy of the final report will be submitted to the Wildland Fire Safety Specialist at the NIFC who will provide a copy to the WFLLC.

Prescribed Fire Review

The goal of a Prescribed Fire Review is to provide recommendations, identify deficiencies and specific corrective actions. Reviews do not have to be associated with a specific incident.

Any Prescribed Fire related incident that has resource or property damage that may result in a claim for compensation shall initiate a review.

The review team and their expertise should be commensurate with the scope, and focus of the review. Interagency participation is encouraged with team selection.

Declared Wildfire Review

A Declared Wildfire Review shall be initiated by the AA on all escaped prescribed fires that have been converted or declared a wildfire.

The goal of the Declared Wildfire Review is to guide future program actions by preventing escapes from occurring by gathering knowledge, and insight for incorporation into future resource management and prescribed fire planning.

Escaped prescribed fire review direction can be found in the following documents:

- *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (August 2008)* ;*
- *Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009); and*
- *Bureau of Indian Affairs Fuels Management Program Guide (December 2008).*

* An updated *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide* will be available in summer/fall 2013

Investigation Types and Requirements

	Investigation Type	Notification Requirement	Management level that determines review type and authorizes review
Serious Wildland Fire Accident	Serious Accident Investigation (SAI)	National	National
Wildland Fire Accident	Accident Investigation (AI)	National	Agency Region National
Entrapment	SAI, AI, LLR, depending on severity	National	National

Fire Shelter Deployment	SAI, AI, LLR, de-pending on severity	National	National
Near-miss	LLR, AAR	Management Discretion	Agency Region National
Prescribed Fire	SAI, AI, LLR, depending on severity	Region National	Agency Region National
Fire Trespass	Fire Cause Determination & Trespass Investigation	Local	Local

In the event that a wildland fire entrapment or fatality occurs, immediate notification to NICC is required. A *Wildland Fire Entrapment/Fatality Initial Report* (PMS 405-1) should be completed and mailed to NICC electronically or by fax machine within 24 hours. Submit this report even if some data is missing. The PMS 405-1 is located at the following web site: **http://www.nifc.gov/nicc/logistics/coord_forms.htm**.

Higher level management may exercise their authority to determine the type of review or investigation.

Investigations

Investigations are detailed and methodical efforts to collect and interpret facts related to an incident or accident, identify causes (organizational factors, local workplace factors, unsafe acts), and develop control measures to prevent recurrence. Distinct types of wildland fire incidents and accidents have specific investigation requirements.

The following provides guidance and establishes procedures for incident/accident investigations, and should be used as a guide for this procedure. Investigations for the following categories are required, and must be conducted by a trained Team Leader and Chief Investigator. Initial notification to the National Office of Forestry and Fire Management is mandatory. All investigations will follow the policy outlined in the DOI Departmental Manual, Part 485, Chapter 7 (485 DM 7).

Wildland Fire Incident/Accident Types and Definitions

Serious Accident Investigation (SAI)

An unplanned event or series of events that resulted in death, injury, occupational illness, or damage to or loss of equipment or property. For wildland fire operations, a serious accident would involve any of the following:

- One or more fatalities;
- Three or more personnel who are inpatient hospitalized as a direct result of or in support of wildland fire operations;
- Property or equipment damage of $250,000 or more; and
- Consequences that the DASHO judges to warrant a Serious Accident Investigation.

Accident Investigation (AI)

An unplanned event or series of events that resulted in injury, occupational illness, or damage to or loss of equipment or property to a lesser degree than defined in "Serious Wildland Fire Accident".

Entrapment

A situation where personnel are unexpectedly caught in a fire behavior-related, life-threatening position where planned escape routes or safety zones are absent, inadequate, or compromised. Entrapment may or may not include deployment of a fire shelter for its intended purpose. Entrapment may result in a serious wildland fire accident, a wildland fire accident, or a near-miss.

Fire Shelter Deployment

The removing of a fire shelter from its case and using it as protection against fire. Fire shelter deployment may or may not be associated with entrapment. Fire shelter deployment may result in a serious wildland fire accident, a wildland fire accident, or a near-miss.

Incidents with Potential (Near Miss) and/or Non-Serious Injury

Include wildland fire-related incidents/accidents that result in serious or non-serious injuries involving single/multiple personnel, near accidents (which would have resulted in a serious injury or fatality), substantial loss of property (less than $250,000), or are so complex and fraught with operational discrepancies that it has the potential to produce an accident, serious injury or fatality given a similar environment or set of circumstances that existed at the time of the incident.

Processes Common to all Wildland Fire Investigations

Site Protection

The site of the incident should be secured immediately and nothing moved or disturbed until the area is photographed and visually reviewed by the investigation team. Exact locations of injured personnel, entrapments, injuries, fatalities, and the condition and location of personal protective equipment, property, and other equipment must be documented.

Management of Involved Personnel

Treatment, transport, and follow-up care must be immediately arranged for injured and involved personnel. The Agency Administrator or delegate should develop a roster of involved personnel and supervisors and ensure they are available for interviews by the investigation team. The Agency Administrator should consider relieving involved supervisors from fireline duty until the preliminary investigation has been completed. Attempt to collect initial statements from the involved individuals prior to a CISM session.

Delegation of Authority (DOA)

A DOA shall be issued to the investigation team leader. The DOA will outline roles, responsibilities, and expected deliverables. Delegation of Authority templates are available at **http://www.nifc.gov/safety/safety_reprtsInvest.html**.

Critical Incident Stress Management (CISM)

CISM is the responsibility of local Agency Administrators, who should have individuals pre-identified for critical incident stress debriefings. Also refer to the *Agency Administrator's Guide to Critical Incident Management* (PMS 926), available at **http://www.nwcg.gov/pms/pubs/pubs.htm.** Individuals or teams may be available through EAP or GACC.

SAI 24 and 72 Hour Reports

Final 24 and 72 hour reports will be approved by the SAI delegating official and then sent to the agency fire safety/risk management lead for national distribution, which may include posting through the NWCG Safety Alert System.

24-Hour Preliminary Report

This report contains known basic facts about the accident. It will be completed and forwarded by the responsible AA to the SAI delegating official. Names of injured personnel will not be included in this report. Personnel may be referenced by position.

72-Hour Expanded Report

This report provides additional factual information, if available. The information may include the number of victims and severity of injuries. The focus should be on information that may have immediate impact on future accident prevention. This report will be completed and forwarded by the SAI team to the SAI delegating official. Names of injured personnel will not be included in this report. Personnel may be referenced by position.

Serious Accident Investigation (SAI) Process

Immediately following an incident or accident identified in any of the preceding categories, the following groups and individuals should be notified:

- Agency Superintendent/Regional Director;
- BIA Director, Branch of Fire Management;
- BIA National Wildland Fire and Aviation Safety Specialist (will follow Emergency Notification Protocol calling tree);
- Tribal/Local law enforcement; and
- Regional FMO.

Director, Branch of Wildland Fire Management

The Fire Director or designee(s) will:

- Notify the agency safety manager and DASHO;
- Immediately appoint, authorize, (through DOA) and deploy an accident investigation team;
- Provide resources and procedures adequate to meet the team's needs;
- Receive the Factual and Management Evaluation Reports and take action to accept or reject recommendations;
- Forward investigation findings, recommendations, and corrective action plan to the DASHO (the agency safety office is the "office or record" for reports).;
- Convene a board of review (if deemed necessary) to evaluate the adequacy of the Factual and Management Evaluation Reports and suggests corrective actions;
- Ensure a corrective action plan is developed, incorporating management initiatives established to address accident causal factors; and
- Ensure SAI's remain independent of other investigations.

Agency Administrator (AA)

- Develop local preparedness plans to guide emergency response;
- Identify agencies with jurisdictional responsibilities for the accident;
- Provide for and emphasize treatment and care of survivors;
- Ensure the IC secures the accident site;
- Conduct an in-briefing to the investigation team;
- Facilitate and support the investigation as requested;
- Implement CISM as necessary;
- Notify home Tribal leadership or affected agency; and
- Prepare and issue required 24 hour report.

Notification

Agency reporting requirements will be followed. As soon as a serious accident is verified, the following groups or individuals should be notified:

- Agency Administrator;
- Public affairs;
- Agency Law Enforcement;
- Safety personnel;
- County sheriff or local law enforcement as appropriate to jurisdiction;
- NICC through the local dispatch center and GACC. Provide a *Wildland Fire Entrapment/Fatality Initial Report* (PMS 405-1) directly to NICC within 24 hours;
- Agency headquarters; and
- OSHA (within 8 hours if the accident resulted in one or more fatalities or if three or more personnel are inpatient hospitalized).

Notification to the respective agency's fire national safety/risk management lead is required.

Designating the Investigation Team Lead

The 1995 MOU between DOI and the USDA, states that serious wildland fire-related accidents will be investigated by interagency investigation teams. Following initial notification of a serious accident, the National Fire Director(s) or their designee(s) will designate a SAI Team Lead(s) and provide that person(s) with a written DOA to conduct the investigation and the means to form and deploy an investigation team.

Accidents involving more than one agency will require a collaboratively developed DOA that is signed by each of the respective agencies.

Serious Accident Investigation Team Composition

Team Leader (Core Team Member)

A senior BIA management official, at the equivalent Agency Superintendent level. The team leader receives a DOA from the Regional Director, and then acts to direct the investigation and serve as the point of contact with the BIA safety office and Bureau DASHO.

Chief Investigator (Core Team Member)

A qualified accident investigation specialist responsible for the direct management of all investigation activities. The Chief Investigator reports to the Team Leader.

Accident Investigation Advisor/Safety Manager (Core Team Member)

An experienced safety and occupational health specialist or manager who acts as an advisor to the team leader to ensure that the investigation focus remains on safety and health issues. The accident investigation advisor also works to ensure that strategic management issues are examined. Delegating Officials or their designee may, at their discretion, fill this position with a trained and qualified NWCG Safety Officer, Line (SOFR), Safety Officer, Type 2 (SOF2), or Safety Officer, Type 1 (SOF1).

Interagency Representative

An interagency representative will be assigned to every fire-related SAI Team to assist the Team Leader with outside agency perspectives. They will assist as assigned by the Team Leader and will provide a perspective from outside the agency.

Technical Specialists

Personnel who are qualified and experienced in specialized occupations, activities, skills, and equipment, addressing specific technical issues such as fire operations, fire behavior, and weather.

Public Affairs Officer (PAO)

For investigations with high public visibility and significant media interest, a PAO should be considered to part of the team. The PAO generally should not be affiliated with the home unit. Duties for the PAO would include a communications plan for the team, point of contact for news media, and other external communications.

Qualifications for PAO should be at the Type 1 or 2 Public Information Officer level as determined by the IQCS and be familiar with SAI team organization and functions.

Documentation Specialist/Writer Editor

Works directly for the Chief Investigator to provide document management support and assists the team in preparation of the Factual and Management Evaluation Reports (MER).

Core SAI Team members are required to take the Interagency Serious Accident Investigation Course 1112-05 prior to serious accident investigation assignment. This training is also required every five (5) years for recurrency.

SAI Format

Executive Summary

A brief narrative of the facts involving the accident including dates, locations, times, name of incident, jurisdiction(s), number of individuals involved, etc. Names of injured personnel or personnel involved in the accident are not to be included in this report (reference them by position).

Narrative

A detailed chronological narrative of events leading up to and including the accident, as well as rescue and medical actions taken after the accident. This section will contain who, what, and where.

Investigation Process

A brief narrative of actions taken by the investigation team. This narrative should include investigation team membership, DOA information (from whom and contents, include a copy as an appendix), investigative actions and timeline (when the team conducted interviews, inspections, site visits, etc.), and if other sources were consulted (i.e. professional accident reconstruction experts, equipment manufacturers, etc.). This section should also address if environmental, equipment, material, procedural, and human factors were present, and state how findings/recommendations were developed.

Findings/Recommendations

- **Findings** are developed from the factual information. Each finding is a single event or condition. Each finding is an essential step in the accident sequence, but each finding is not necessarily causal or contributing. Findings should only include information necessary to explain the specific event or condition. Findings must be substantiated by the factual data. Findings should not include opinion or speculation.

- **Discussion** provides explanation or information pertinent to a specific finding.

- **Recommendations** are proposed actions intended to prevent similar accidents. Recommendations should be directly related to findings, should not contain opinion or speculation, and should identify the specific individual responsible for completing the recommended action. Recommendations will be evaluated and may be incorporated into future operational direction through established processes.

- **Conclusions and Observations**: Investigation team's opinions and inferences, and "lessons learned" may be captured in the section. This section is not required.

Reference Materials

- **Maps/Photographs/Illustrations -** Graphic information used to document and visually portray facts.

- **Appendices -** Reference materials (e.g., fire behavior analysis, equipment maintenance reports, agreements, Delegation of Authority).

- **Records -** Factual data and documents used to substantiate facts involving the accident.

SAI Final Report

Within 45 days of the incident, a final report consisting of a FR and a MER will be produced by the investigation team to document facts, findings, and recommendations and forward to the DASHO through the BIA Fire Director. The FR AND MER format can be found at: **http://www.nifc.gov/safety/safety_reprtsInvest.html**.

Factual Report (FR)

This report contains a brief summary or background of the event, and facts based only on examination of technical and procedural issues related to equipment and tactical fire operations. It does not contain opinions conclusions, or recommendations. Names of injured personnel are not to be included in this report (reference them by position). Post-accident actions should be included in this report (emergency response attributed to survival of a victim, etc).

Factual Reports will be submitted to WFLLC by the BIA National Wildland Fire and Aviation Safety Specialist, and posted at: **http://www.wildfirelessons.net/Reviews.aspx**.

Management Evaluation Report (MER)

The MER is intended for internal use only and explores management policies, practices, procedures, and personnel performance related to the accident. The MER categorizes findings identified in the factual report and provides recommendations to prevent or reduce the risk of similar accidents.

The MER includes the following sections:

Executive Summary

A brief narrative of the facts involving the accident. Keep this section short. Readers can refer to the Factual Report if they want more detail.

Findings

Summarized from the FR.

Recommendations

Recommendations are prevention measures management may take to prevent similar accidents. The recommendations must be reasonable, feasible, relate to the cause(s) of the accident, and allow for definitive closure. Depending upon the scope of impact, recommendations can be implemented by an Agency, Regional Office or at the National level. The team should specify who should implement the recommendations.

Enclosures

Information not contained in the FR, but which the team feels necessary to support their recommendations. Since this report can be obtained by the public under certain circumstances, do not include anything that is not needed to substantiate recommendations.

Accident Investigation (AI) Process

Accident investigations and reports should be commensurate with the complexity and/or severity of the accident. Investigations and reports may range from large investigation teams producing in-depth reports to first-level supervisors initiating investigations and reporting injury/property damage in agency reporting systems.

Notification

When an accident occurs, agency notification requirements will be followed. Notification requirements universally include:

- Local dispatch center;
- Unit Fire Management Officer; and
- Agency Administrator.

Investigation Team Membership

Investigation team membership should be commensurate with the complexity and/or severity of the accident. An investigation team should consist of a team leader and an adequate number of technical specialists and subject matter experts. For complex investigations, team membership may also include a chief investigator, a safety advisor/manager, and additional technical specialists, and a writer/editor. Team members may have dual roles (e.g., chief investigator/safety advisor).

Investigation Methodology

Accident Investigations (AI) are detailed and methodical efforts to collect and interpret facts related to an accident and to provide specific recommendations to prevent recurrence. The AI should include the following actions:

- Visual inspection of involved site, equipment, or material;

- Detailed analysis of equipment or material, as necessary;
- Interviews with involved personnel, witnesses, managers, and other pertinent persons;
- Collection and review of written statements; Review of records, archives, plans, policies, procedures, and other pertinent documents;
- Consideration of environmental, equipment, material, procedural, and human factors as they related to the incident; and
- Development of specific findings and related recommendations for the AI report.

AI Final Report

Within 45 days of the accident, a final report including facts, findings, and recommendations shall be submitted to the senior manager dependent upon the level of investigation (e.g., local Agency Administrator, State/Regional Director, and Agency Fire Director or their designee). If a lower level investigation is conducted, a courtesy copy of the final report shall be sent to the respective agency's national fire safety/risk management lead.

The Final Report (minus names of employees- they should be referenced by position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by the respective agency's National Fire Safety Leads.

Accident Investigation Format

Executive Summary

A brief narrative of the facts involving the accident including dates, locations, times, name of incident, jurisdiction(s), number of individuals involved, etc. Names of injured personnel or personnel involved in the accident are not to be included in this report (reference them by position).

Narrative

A detailed chronological narrative of events leading up to and including the accident, as well as rescue and medical actions taken after the accident. This section will contain who, what, and where.

Investigation Process

A brief narrative of actions taken by the investigation team. This narrative should include investigation team membership, DOA information (from who and contents, include a copy as an appendix), investigative actions and timeline (when the team conducted interviews, inspections, site visits, etc.), and if other sources were consulted (i.e. professional accident reconstruction experts, equipment manufacturers, etc.). This section should also address if environmental, equipment, material, procedural, and human factors were present, and state how findings/recommendations were developed.

Findings/Recommendations

- **Findings** are developed from the factual information. Each finding is a single event or condition. Each finding is an essential step in the accident sequence, but each finding is not necessarily causal or contributing. Findings should only include information necessary to explain the specific event or condition. Findings must be substantiated by the factual data. Findings should not include opinion or speculation.

- **Discussion** provides explanation or information pertinent to a specific finding.

- **Recommendations** are proposed actions intended to prevent similar accidents. Recommendations should be directly related to findings, should not contain opinion or speculation, and should identify the specific individual responsible for completing the recommended action. Recommendations will be evaluated and may be incorporated into future operational direction through established processes.

- **Conclusions and Observations**: Investigation team's opinions and inferences, and "lessons learned" may be captured in the section. This section is not required.

Reference Materials

- **Maps/Photographs/Illustrations -** Graphic information used to document and visually portray facts.

- **Appendices -** Reference materials (e.g., fire behavior analysis, equipment maintenance reports, agreements, Delegation of Authority).

- **Records -** Factual data and documents used to substantiate facts involving the accident.

An AI DOI template, AI report template and examples of AI reports can be found at the NIFC Safety website: **http://www.nifc.gov/safety/safety_reprtsInvest.html**.

Wildland Fire Trespass

Agency policy requires any wildfire to be investigated to determine cause, origin, and responsibility. Accurate fire cause determination is a necessary first step in a successful fire investigation. Proper investigative procedures, which occur concurrent with initial attack, more accurately pinpoint fire causes and can preserve valuable evidence that would otherwise be destroyed by suppression activities.

The agency or its employees shall pursue cost recovery or document why cost recovery is not initiated for all human caused fires on public and/or other lands under protection agreement.

Fire trespass refers to the occurrence of unauthorized fire on agency-protected lands where the source of ignition is tied to some type of human activity.

Policy

The agency shall pursue cost recovery, or document why cost recovery is not required, for all human-caused fires on public and federal lands. The agency will also pursue cost recovery for other lands under fire protection agreement where the agency is not reimbursed for suppression actions, if so stipulated in the agreement.

For all human-caused fires where negligence can be determined, trespass actions are to be taken to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements. Only fires started by natural causes will not be considered for trespass and related cost recovery.

The determination whether to proceed with trespass action must be made on “incident facts,” not on “cost or ability to pay.” Trespass collection is both a cost recovery and a deterrent to prevent future damage to public, federal, and Tribal land. It is prudent to pursue collection of costs, no matter how small. This determination must be documented and filed in the unit office’s official fire report file.

The Agency Administrator has the responsibility to bill for the total cost of the fire and authority to accept only full payment. On the recommendation of the Agency Administrator/Regional Director, the Solicitor/Office of General Counsel may compromise claims of the United States, up to the monetary limits ($100,000) established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2. The Solicitor/Office of General Counsel will refer suspension or termination of the amount, in excess of $100,000, exclusive of interest, penalties, or administrative charges, to the Department of Justice.

Unless specified otherwise in an approved protection agreement, the agency that has the land management jurisdiction/administration role is accountable for determining the cause of ignition, responsible party, and for obtaining all billable costs, performing the billing, collection, and distribution of the collected funds. The agency with the fire protection responsibility role must provide the initial determination of cause to the agency with the land management jurisdiction/administration role. The agency providing fire protection shall provide a detailed report of suppression costs that will allow the jurisdictional agency to proceed with trespass procedures in a timely manner.

Each agency's role in fire trespass billing and collection must be specifically defined in the relevant Cooperative Fire Protection Agreement. The billing and collection process for federal agencies is: For example, a federal agency fire occurs on another federal agency's land and is determined to be a trespass fire. BIA provides assistance, and supplies costs of that assistance to the federal agency with jurisdictional responsibility for trespass billing. The responsible federal agency bills and collects trespass, and BIA then bills the federal agency and is reimbursed for its share of the collection.

For example, where BIA administered land is protected by a state agency, the billing and collection process is:

The state bills BIA for their suppression costs. The BIA will pursue trespass action for all costs, suppression, rehabilitation, and damages, and deposits the collection per BLM's trespass guidance.

All fires must be thoroughly investigated to determine cause. Initiation of cause determination must be started with notification of an incident. The initial attack Incident Commander and the initial attack forces are responsible for initiating fire cause determination and documenting observations starting with their travel to the fire. If probable cause indicates human involvement, an individual trained in fire cause determination should be dispatched to the fire.

Agency references:

- ***BLM -*** *9238-1*
- ***FWS -*** *Fire Management Handbook*
- ***NPS -*** *RM-18, Chapter 8 and RM-9*
- ***FS -*** *FSM 5130 and FSM 5300*
- ***BIA-***53 IAM 7-H

Agency Specific Policy Documents: These documents provide specific direction related to incident and accident investigations.

	Safety	Prescribed Fire
DOI	485 DM Chapter 7	
BLM	Manual 1112-2, 1112-1	
FWS	Service Manual 095	
NPS	DO/RM-50B, RM-18 Chapter 3	RM-18, Chapter 7
FS	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11 FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific policy), FSH 6709.12, Chapter 30 (General guidance), and most recent *Accident Investigation Guide*, for specific guidance.	
Inter-agency	Information on accident investigations may be found at: **http://www.nifc.gov/safety/accident_resources.htm**. For reporting use *PMS 405-1, Wildland Fire Fatality and Entrapment Initial Report,*:**http://www.nwcg.gov/pms/forms_otr/pms405-1.pdf**.	

Professional Liability Insurance

Public Law 110-161 provides for reimbursement for up to one half of the cost incurred for professional liability insurance (including any administrative processing cost charged by the insurance company) for temporary fireline managers, management officials and law enforcement officers.

To qualify for reimbursement, “temporary fireline managers” must meet one the following three criteria:

- Provide temporary supervision or management of personnel engaged in wildland fire activities;
- Provide analysis or information that affects a supervisor’s or manager’s decision about a wildland fire;
- Direct the deployment of equipment for a wildland fire, such as a base camp manager, equipment manager, helicopter coordinator, or initial attack dispatcher.

Chapter – 18
Suppression Chemicals & Delivery Systems

Policy for Use of Fire Chemicals

Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and *Material Safety Data Sheet* (MSDS).

A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems (WFCS) website at **http://www.fs.fed.us/rm/fire/wfcs/index.htm**.

Refer to local jurisdictional policy and guidance related to use of wildland fire chemicals for protection of historic structures.

Products must be blended or mixed at the proper ratio prior to being loaded into the aircraft. Quality control and safety requirements dictate that mixing or blending of wildland fire chemicals be accomplished by approved methods.

Types of Fire Chemicals

Long-Term Retardant
Long-term retardants contain fertilizer salts that change the way fuels burn. They are effective even after the water has evaporated. Retardants may be applied aerially by large air tanker, single engine airtanker (SEAT) and helicopter bucket. Some retardant products are approved for fixed tank helicopters. Some products are formulated specifically for delivery from ground sources. See the Qualified Products List (QPL) for specific uses for each product.

Recommended coverage levels and guidelines for use can be found in the *10 Principles of Retardant Application,* NFES 2048, PMS 440-2 pocket card. Retardant mixing, blending, testing, and sampling requirements can be found at the WFCS website, Lot Acceptance and Quality Assurance page: **http://www.fs.fed.us/rm/fire/wfcs/laqa.htm**.

Fire Suppressant Foam
Fire suppressant foams are combinations of wetting and foaming agents added to water to improve the effectiveness of the water. They are no longer effective once the water has evaporated. Foam may be applied by engines, portable pumps, helicopters, and SEAT's. Some agencies also allow application of foam from fixed-wing water scoopers. See the QPL for specific uses for each product.

Wet Water
Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water solution.

Water Enhancer (Gel)
Water enhancers, such as fire fighting gels, are added to water to improve the viscosity and adhesion of water. They are not effective once the water has evaporated. These products may be used in structure protection within the wildland interface or on wildland fuels. They are fully approved for use in helicopter bucket and engine application. Many are also approved, at specific mix ratios, for use in SEAT's, and fixed tank helicopters. See the QPL for specific uses for each product.

Safety Information

Personnel Safety
All qualified wildland fire chemicals meet minimum requirements (June 2007) in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal toxicity, primary skin irritation, and primary eye irritation). Specifications for long-term retardants, fire suppression foams, and water enhancers can be found on the WFCS website.

Personnel involved in handling, mixing, and applying fire chemicals or solutions shall be trained in proper procedures to protect their health and safety and the environment. Approved fire chemicals can be irritating to the eyes. Personnel must follow the manufacturer's recommendations; including use of PPE, as found on the product label and product MSDS. The MSDSs for all approved fire chemicals can be found on the website at **http://www.fs.fed.us/rm/fire/wfcs/msds.htm**.

Human health risk from accidental drench with fire chemicals can be mitigated by washing with water to remove any residue from exposed skin.

Containers of any fire chemical, including backpack pumps and engine tanks, should be labeled to alert personnel that they do not contain only water and the contents are not potable.

Slippery footing is a hazard at storage areas, unloading and mixing sites, and wherever applied. Because all fire chemical concentrates and solutions contribute to slippery conditions, all spills must be cleaned up immediately, preferably with a dry absorbent pad or granules. Firefighters should be aware that fire chemicals can conceal ground hazards. Wildland fire chemicals can penetrate and deteriorate leather boots resulting in wet feet and potentially ruined leather.

Aerial Application Safety
Personnel and equipment in the flight path of intended aerial drops should move to a location that will decrease the possibility of being hit with a drop.

Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.) that the drop could dislodge. The *Incident Response Pocket Guide* (IRPG) provides additional safety information for personnel in drop areas.

During training or briefings, inform all fire personnel of environmental guidelines and requirements for fire chemicals application and avoid contact with waterways.

Avoid dipping from rivers or lakes with a helicopter bucket containing residual fire chemicals without first cleaning/washing down the bucket.

Consider setting up an adjacent reload site and manage the fire chemicals in portable tanks or terminate the use of chemicals for that application.

Interagency Policy for Aerial and Ground Delivery of Wildland Fire Chemicals near Waterways and Other Avoidance Areas

This policy is an expansion and update for the 2000 and 2009 updated Guidelines for Aerial Delivery of all wildland fire chemicals, including retardant, foam, and water enhancers, which were established and approved by the USFS and the DOI. The policy includes additional avoidance areas (both aquatic and terrestrial) for aerial delivery of fire chemicals as designated by individual agencies and includes additional USFS reporting requirements.

This policy does not require the helicopter or airtanker pilot-in-command to fly in such a way as to endanger his or her aircraft, other aircraft, or structures or compromise ground personnel safety.

Aerial Delivery Policy	Ground Delivery Policy
• Avoid aerial application of all wildland fire chemicals within 300 feet (ft.) of waterways. • Additional mapped avoidance areas may be designated by individual agency. • For FS, whenever practical, as determined by the fire incident commander, use water or other less toxic wildland fire chemical suppressants for direct attack or less toxic approved fire retardants in areas occupied by threatened, endangered, proposed, candidate or sensitive species (TEPCS) or their designated critical habitats.	• Avoid application of all wildland fire chemicals into waterways or mapped avoidance areas.

Definition of Waterway
Any body of water (including lakes, rivers, streams, and ponds) whether or not it contains aquatic life.

Definition of Waterway Buffer
300 ft. distance on either side of a waterway.

Definition of Additional Mapped Avoidance Areas
On FS lands, there may be areas requiring additional protection outside of the 300 ft. waterway buffer. This may include certain dry intermittent or ephemeral streams for resource protection, as well as areas for the protection of TEPCS terrestrial habitats and population areas.

Guidance for pilots
Pilots will avoid all waterways and additional mapped avoidance areas designated by individual agencies. To meet the 300 ft waterway buffer zone or additional mapped avoidance areas guideline, implement the following:

- All Aircraft: When approaching a waterway or other avoidance areas, the pilot shall terminate application of wildland fire chemical approximately 300 ft. before reaching the area. When flying over a waterway, the pilot shall not begin application of wildland fire chemical until 300 ft. after crossing the far bank or shore. The pilot shall make adjustments for airspeed and ambient conditions such as wind to avoid the application of wildland fire chemicals within the 300 ft. buffer zone. Riparian vegetation may be an indicator of waterways and pilots should confirm to the extent possible that no water is present before dropping.

Additional guidance to pilots for any aircraft supporting a fire on FS lands

- FS may have additional mapped avoidance areas for TEPCS species, waterway buffers exceeding 300 ft. or certain intermittent or ephemeral waterways that are identified as avoidance areas for resource protection. Any aerial supervision resource should inquire if these avoidance areas exist on any FS fire they are providing support to;
- Prior to fire retardant application, all aerial supervision and/or pilots shall be briefed by dispatch on the locations of all TEPCS or other avoidance areas in the vicinity;
- If operationally feasible, pilots or the aerial supervision shall make a 'dry run' over the intended application area to identify avoidance areas and waterways in the vicinity of the wildland fire; and
- Pilots should be provided avoidance area maps and information at all briefings (if not dispatched from one geographic area/unit and delivering to another geographic area).

Exceptions for USDA Forest Service

- Deviations from the policy are allowed only for the protection of life or safety (public and firefighter).

Exceptions for all other Agencies

- When alternative line construction tactics are not available due to terrain constraints, congested area, life and property concerns or lack of ground personnel, it is acceptable to anchor the wildland fire chemical application to the waterway. When anchoring a wildland fire chemical line to a waterway, use the most accurate method of delivery in order to minimize placement of wildland fire chemical in the waterway (e.g., a helicopter rather than a heavy airtanker);
- Deviations from the policy are acceptable when life or property is threatened and the use of wildland fire chemical can be reasonably expected to alleviate the threat; and
- When potential damage to natural resources outweighs possible loss of aquatic life, the unit administrator may approve a deviation from these guidelines.

Reporting Requirements of Aerially Delivered Wildland Fire Chemicals into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas

During training or briefings, inform field personnel of:

- environmental guidelines for fire chemical application;
- requirements for avoiding contact with waterways;
- additional mapped avoidance areas as designated by individual agency, and
- their responsibility for upward reporting in the event of application, for whatever reason, into avoidance areas.

If application of wildland fire chemical occurs or anyone believes it may have been introduced within waterways, waterway buffered areas, or other mapped avoidance areas, the following is required as appropriate:

- they should inform their supervisor;
- the information will be forwarded to incident management and the agency administrator, usually through the resource advisor;
- the incident or host authorities must immediately contact specialists within the local jurisdiction; and
- notifications and reporting will be completed as soon as possible.

Procedures have been implemented for the required reporting. All information, including reporting tools and instructions are posted on the websites at: **http://www.fs.fed.us/rm/fire/wfcs** and **http://www.fs.fed.us/fire/retardant**.

The USFS has additional reporting requirements for threatened, endangered, proposed, candidate and USFS listed sensitive species for aerially delivered fire retardant only. This requirement resulted from the Forest Service's acceptance of Biological Opinions received from the NMFS and the FWS, and the *2011 Record of Decision for Nationwide Aerial Application of Fire Retardant on National Forest System Lands.* The procedures, reporting tools, and instructions can be found at the same websites listed above.

Endangered Species Act (ESA) Emergency Consultation

The USFS has completed consultation with regulatory agencies (FWS and NOAA) for aerial delivery of fire retardant (only) on National Forest System lands; please refer to **http://www.fs.fed.us/fire/retardant/** for additional information and re-initiation of consultation requirements.

The following provisions are guidance for complying with the emergency section 7 consultation procedures of the ESA for wildland fire chemicals. These provisions do not alter or diminish an action agency's responsibilities under the ESA.

Where T&E species or their habitats are potentially affected by application of wildland fire chemicals, the following additional procedures apply and shall be documented in initial or subsequent fire reports:

- As soon as practicable after application of wildland fire chemical near waterways or other avoidance area as designated by agency, determine whether the application has caused any adverse effects to a T&E species or their habitat. This can be accomplished by the following:
    - Ground application of wildland fire chemical outside a waterway is presumed to avoid adverse effects to aquatic species and no further consultation for aquatic species is necessary;
    - Aerial application of wildland fire chemical outside 300 ft. of a waterway is presumed to avoid adverse effects to aquatic species and no further consultation for aquatic species is necessary;
    - Aerial application of wildland fire chemical within 300 ft. of a waterway requires that the unit administrator determine whether there have been any adverse effects to T&E species within the waterway. If no adverse effects to aquatic T&E species or their habitats, no additional requirement to consult on aquatic species with FWS or NMFS is required; and
    - Application of wildland fire chemical within other avoidance areas as designated by agency requires the agency administrator to determine whether there have been any adverse effects to T&E species. If there are no adverse effects to species or their habitats there is no additional requirement to consult with FWS or NMFS.

If the action agency determines that there were adverse effects on T&E species or their habitats then the action agency must consult with FWS and NMFS, as required by 50 CFR 402.05 (Emergencies). Procedures for emergency consultation are described in the *Interagency Consultation Handbook*, Chapter 8 (March, 1998). In the case of a long duration incident, emergency consultation should be initiated as soon as practical during the event. Otherwise, post-event consultation is appropriate. The initiation of the consultation is the responsibility of the unit administrator.

Operational Guidelines for Invasive Species

Refer to Chapter 14 for guidance on minimizing potential transmission of invasive species.

Wildland Fire and Aviation Program Management and Operations Guide 2013 "Additions, Revisions, and Comments"

Page Number	Comments

Comments By: _____ Date: _____

Phone No:_____ Agency/Tribe:_____

Fax to Deputy of Operations, Fire Operations BIA-NIFC: (208) 433-6543

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Wildland Fire and Aviation Program Management and Operations Guide 2013 "Additions, Revisions, Comments"

Page No.	Comments

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NOTES

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Look Up, Down and Around

Fire Environment Factors	Indicators
Fuel Characteristics (assess)	• "Continuous fine fuels" • Heavy loading of dead and down • Ladder fuels • Tight crown spacing • Special Conditions: - Firebrand sources - Numerous snags - Preheated canopy - Frost and/or bug kill - Unusual fine fuels - High dead to live fuel ratio
Fuel Moisture (feel and measure)	• "Low RH (<25%)" • Low 10 hr FMC (<6%) • Drought conditions • Seasonal stage of drying
Fuel Temperature (feel and measure)	• "High temperatures (>85F)" • High % of fuels w/direct sunlight • Aspect fuel temperature increasing
Terrain (scout)	• "Steep slopes (>50%)" • Chutes and chimneys • Box canyons • Saddles • Narrow canyons
Wind (observe)	• "Surface winds > 10 mph" • "Shifting winds" • Lenticular clouds • High, fast moving clouds • Approaching cold front • Cumulonimbus cloud development • Sudden calm
Stability (observe)	• Good visibility • Gusty winds and dust • Cumulus clouds • Castellatus clouds in the a.m. • Smoke rises straight up • Inversion beginning to lift • Thermal belt
Fire Behavior (watch)	• "Well developed smoke column" • "Trees torching" • "Frequent spot fires" • Leaning smoke column • Sheared smoke column • Changing smoke column • Smoldering fires picking up • Small fire whirls beginning

Standard Firefighting Orders

- Keep informed on fire weather conditions and forecasts.
- Know what your fire is doing at all times.
- Base all actions on current and expected behavior of the fire.
- Identify escape routes and safety zones, and make them know.
- Post lookouts when there is possible danger.
- Be alert. Keep calm. Think clearly. Act decisively.
- Maintain prompt communications with your forces, your supervisor and adjoining forces.
- Give clear instructions and be sure they are understood.
- Maintain control of your forces at all times.
- Fight fire aggressively, having provided for safety first.

Watch Out Situations

- Fire not scouted and sized up.
- In country not seen in daylight.
- Safety zones and escape routes not identified.
- Unfamiliar with weather & local factors influencing fire behavior.
- Uninformed on strategy, tactics, and hazards.
- Instructions and assignments not clear.
- No communication link with crew members or supervisor.
- Constructing line without a safe anchor point.
- Building fireline downhill with fire below.
- Attempting frontal assault on fire.
- Unburned fuel between you and fire.
- Cannot see main fire; not in contact with someone who can.
- On a hillside where rolling material can ignite fuel below.
- Weather becoming hotter and drier.
- Wind increases and/or changes direction.
- Getting frequent spot fires across line.
- Terrain and fuels make escape to safety zones difficult.
- Taking a nap near fireline.