

# 15 - Administration



## Policy

BLM has adopted the National Wildfire Coordinating Group (NWCG) *Interagency Incident Business Management Handbook (IIBMH)* as the official procedures for handling incident business management. Supplements may be issued by field offices, geographic areas, or NWCG as long as policy or conceptual data is not changed. The *IIBMH* replaced *BLM Manual Section 1111*.

### Purpose

Since the consistent application of interagency policies and guidelines is essential, procedures in the *IIBMH* will be followed. The BLM Manual provides a bridge between manual sections and the *IIBMH*, so that continuity of the BLM manual system is maintained and all additions, changes, and supplements are filed in a uniform manner.

### Objectives

Agency administrators, incident management teams (IMTs), and incident personnel must ensure that incident operations include:

- Maintenance of proper finance, property, procurement, and personnel records and forms consistent with the *IIBMH* and agency requirements.
- Proper classification and payroll of emergency firefighting personnel.
- Uniform application of regulations pertaining to pay, leave, travel, hazard pay, commissary, injury compensation, etc.
- Acquisition of necessary equipment and supplies from appropriate sources in accordance with applicable procurement regulations.
- Managing and tracking government property to ensure accountability.

### Responsibility

Chapter 40 of the *IIBMH* provides guidelines for coordination responsibilities of the local agency administrator and the incident management team.

*Agency Administrator (AA)* provides incident business management information, direction, and support to the incident commander, and oversees incident business management activities to ensure compliance with BLM policy.

*Incident Commander (IC)* establishes and maintains business management practices for incident management activities. The IC and assigned staff are responsible for carrying out business management activities in accordance with the *IBMH* and agency policy.

*Incident Business Advisor (IBA)* replaces the comptroller as the liaison working directly for the AA. The IBA is recognized as an interagency position. The IBA serves as a “bridge” to the AA, IMT, and other incident support functions, providing a communication flow to assigned resources with the focus on successful incident business management practices.

Incident business management practices on a unit are a critical element of incident operations. Utilizing the IBA will facilitate the unit’s ability to implement sound incident business practices, such as cost effectiveness and adequate financial documentation. Agency administrators should determine if they have qualified resources available to fulfill the IBA position. The NWCG *Incident Business Advisor Guide* (PMS 314) provides guidelines for IBA activation and IBA roles, responsibilities, and qualifications.

## Hazardous Fuel Reduction Operations & Wildland Urban Interface Operations

### Subactivities 2823/2824

*Fund Code Guidance* These subactivities are commonly referred to as the fuels management program and the community protection program. Congress intended this funding to focus on implementation. The fuels management subactivities require the use of a project number with all expenditures. The project number YY99 is used with all costs associated with general program management activities not tied to a specific project. This includes things such as training, non-implementation travel, major equipment purchases, and program management. The subactivities normally utilizes the following Activity Based Costing program elements:

#### **2823**

- AF - Community Outreach/Education (Project Number Mandatory)
- BT - Forest & Woodland Vegetation Inventory (YY99)
- CB - Wildlife & Plant Inventories (YY99)
- DF - Interdisciplinary Activity Plans (NEPA work, T & E Consultation (YY99)
- D - Hazardous Fuel Reduction Plans (Project Number Mandatory)
- D
- JM - Fuels Treatment Implemented (Project Number Mandatory) (Includes

YY99)

M - Short Term Monitoring and Evaluation (Project Number Mandatory)

T

H - Base 8 (Suppression) (Project Number Mandatory)

U

JA - Shrub and Grassland Vegetation Treatments Applied (Project Number Mandatory)

JE - Forest & Woodland Treatments Applied (Project Number Mandatory)

#### **2824**

AF - Community Outreach/Education (Assistance Agreements) (Project Number Mandatory)

AL - Interpretation/Environmental Education (Project Number Mandatory)

BR - Shrubs, Grassland Vegetation Inventory (YY99)

BT - Forest & Woodland Vegetation Inventory (YY99)

CB - Wildlife & Plant Inventories (YY99)

DF - Interdisciplinary Activity Plans (NEPA work, T & E Consultation (YY99)

D - Hazardous Fuel Reduction Plans (Project Number Mandatory)

D

JM - Fuels Treatment Implemented (Project Number Mandatory) (Includes YY99)

M - Short Term Monitoring and Evaluation (Project Number Mandatory)

T

H - Base 8 (Suppression) (Project Number Mandatory)

U

JA - Shrub and Grassland Vegetation Treatments Applied (Project Number Mandatory)

JE - Forest & Woodland Treatments Applied (Project Number Mandatory)

#### *Uses of Funds*

- Includes costs of implementing prescribed fire, mechanical, and chemical treatments to reduce hazardous fuels and to restore fire to its natural role in ecosystems.
- Includes mechanical and chemical treatments necessary to alter fuels as a precursor to the introduction of fire in its natural role.
- Includes costs of construction and maintenance of fuel breaks that are part of a scientifically planned, NEPA-compliant network of strategically located, linear connected areas where fuel characteristics are modified to break up

continuity of hazardous fuels. To develop a network of connected areas, cooperative agreements with partners may be necessary.

- Includes funding of prescribed fire, mechanical, and chemical treatments to remove undesirable vegetation as the first step in ecosystem restoration, *but excludes* plantings, and seedings to establish the desired vegetation. Excludes treatment of fuels generated in conjunction with commodity production activities, such as timber stand improvement and slash.
- Excludes type conversions where the principal purpose is for commodity production.
- Excludes annual maintenance of landscaping, transportation corridors, and right-of-ways.

#### *Labor Costs*

- Includes regular planned salaries for all fuels management permanent full-time personnel who are dedicated for the full year to non-commodity production fuels management activities. Includes shared positions with other agencies. Permanent full-time fuels or forest management personnel who are also responsible for treatment of fuels associated with commodity production must pro-rate their salary. Positions may be split funded between 2823/2824 and other subactivities as deemed appropriate by management.
- Includes salaries for career-seasonal and seasonal personnel hired specifically for fuels management project implementation.
- Includes salary for hours worked by qualified non-fuels management personnel responsible for developing project burn plan(s). Does not include salary for non-fuels management personnel performing (fire or non-fire) program-wide planning activities which address general fuels management activities. For example, a range specialist who has been integrally involved in the prescribed fire program, is qualified, and has shared or been the lead in developing burn plans and will continue to do so regardless of whether they benefit the range management program. The employee's salary for the hours worked can be charged to the project.
- Includes salaries for the hours actually worked on implementation for all non-fuels management personnel (fire or non-fire) that are a formal part of the unit's prescribed burn implementation team. For example, a wildlife biologist is a qualified ignition specialist and is used on all prescribed burns on and off the field office land, regardless of wildlife program benefits. The employee's salary for the hours worked implementing the project can be charged to the project.

- Includes costs of project development and clearances for permanent full-time support personnel (such as archeologist, environmental compliance specialist, and T&E species biologist) that do not have regular planned base salaries and are funded on a project-by-project basis. Funding is only for the hours worked on a project when their discipline is not a benefitting activity. Also includes the costs for these same activities if they are performed by qualified temporary hires and contracted specialists. For example, an archeologist, if funded on a project-by-project basis, or a contract archeologist, can charge salary for the time worked on the project. Funding should only be for the level of work needed to perform the basic task(s) meeting compliance requirements commensurate with the anticipated disturbance.
- Includes overtime and premium pay for all personnel, fire and non-fire, permanent, career-seasonal or seasonal, while actually involved in project implementation.
- Includes regular planned salaries for resource specialists and administrative support positions working in direct support of the fuels program. Note: The state and field offices receive 2824 funding specifically for resource specialist support. Funding for Resource support may not exceed the cost target established in the Annual Work Plan. Administrative support positions are funded out of the “administrative support cost.”
- Career-seasonal and seasonal personnel hired under another fire sub-activity or a non-fire appropriation, may not charge their base salary to the hazardous fuel reduction operations subactivity. However, appointments of career-seasonal and seasonal employees may be extended under the hazardous fuel reduction operations authority when dedicated to fuels project development and implementation, regardless of the original purpose of hire. Seasonals cannot be extended beyond the annual 1,039 hour limitation.
- Excludes all costs associated with general land management planning such as ecosystem plans, land management plans (RMPs), and program management plans (e.g., AMPs, HMPs, and FMPs). Program support fuels management personnel assigned to general land management planning activities would continue to code labor costs to their base-eight (2823) subactivity. For example, a fire manager working on an RMP or FMP would code all of his/her regular planned salary (base-eight) to the 2810 subactivity, even if the work addresses fuels management, such as prescribed fire. A forester working on a RMP or an activity management plan would code to his/her regular planned subactivity for all labor costs, even if he/she addresses fire and fuels to consider ecological disturbances.
- Excludes all costs of managerial oversight which is normally funded through general administrative or non-fire program management funds. Fire program managers, such as state and field office FMOs, should code to the preparedness activity which covers general fire program management and readiness.

*Travel and Per Diem Costs*

- Includes travel and per diem for all personnel involved with project implementation activities.
- Includes travel and per diem for all approved personnel associated with developing, managing, and attending fuels management training and workshops, as well as NWCG certified prescribed fire curriculum.

*Administrative Support Costs*

- Includes administrative support costs which have increased from 5% to 10%. This is identified as not to exceed 3% at the state office level and 7% at the field office level. The priority still remains to direct as much funding as possible to on-the-ground fuels treatment work.

*Aircraft Costs*

- Includes flight time associated with hours actually worked on a project. Usually call-when-needed aircraft are more economical for fuels management activities than extending preparedness (2810) contract aircraft and paying for both the availability and flight time. There may be exceptions, so an analysis should be performed to determine the most economical method before extending the length of an aircraft contract.

*Public Awareness Costs*

- Includes the cost of public awareness activities for specific projects.
- Excludes cost associated with general fire education/awareness activities and general information about the use of fire or other generic fuels management activities.

*Monitoring and Analysis Costs*

- Includes costs for establishing plots for monitoring fire behavior, fuel moisture, and direct effects of the fire treatment, and immediate post-treatment monitoring of these plots. Long-term effects monitoring and analysis should be funded by the activity responsible for management of the vegetation.

*Contracting*

- Includes all costs associated with contracting. Contracts can be used for all, or portions of, project development and implementation.

*Equipment Purchases*

- Includes purchase of capitalized equipment needed for the average annual workload that cannot be economically contracted, leased, or rented. Capitalized equipment is identified as acquisition costs equal to or greater

than \$10,000. Before the standard procurement process is initiated, the proposed purchase must be supported by an analysis of cost alternatives and submitted with a request to authorize the purchase to the State FMO. Purchases should always consider cost sharing with other activities and/or statewide sharing. Heavy equipment, including vehicles, tractors, and other mechanized equipment, should not be purchased. The purchase price of this category of items can be misleading, as it only represents a portion of the total long-term indirect costs, such as maintenance, operations, training, storage, and liability.

- Includes the cost of replacing equipment destroyed while being used on a fuels management project. These costs require a board of survey action.

#### *Miscellaneous Costs*

- Includes costs of moving fuels management personnel (permanent change of station [PCS] moves).
- Includes costs of procuring supplies and office equipment for permanent fuels management personnel.
- Includes costs of all supplies directly related to project development and implementation.
- Includes leave surcharge, which is covered at the national level.

*Interagency Fuels Management Activities* The process the BLM follows for interagency fuels management activities is similar to the process followed for assistance on wildland fires. Unlike emergency suppression activities, no office is obligated to provide fuels management assistance if it conflicts with workload priorities and jeopardizes achieving performance measures.

**1)** The 1999 Amendment to the master "Interagency Agreement for Fire Management," between the BLM, BIA, FWS, NPS and the Forest Service, addresses several items, including reimbursement for fuels management activities. Section V, G, item 7, states:

*The Interior agencies have agreed to not reimburse for services rendered to one another under the Hazardous Fuel Reduction Operations program or the Community Protection Program. Potential deficiencies in individual agency's Operations accounts due to assistance rendered will be covered by funding transfers following normal department protocols. The Interior bureaus and the Forest Service also agree to not reimburse each other for Hazardous Fuel Reduction Operations or the Community Protection Program except for extraordinary situations in which there is no opportunity for reciprocal services to achieve performance targets.*

*Reimbursement is acceptable only when the amount to be reimbursed represents a significant portion (greater than ten percent) of the office's allocation.*

The phrase "ten percent of the office's allocation" only applies to the Forest Service, since the Interior agencies, through the "Master Interagency Agreement" amendment and previous documents, have already agreed to not reimburse for any services regardless of cost. The reimbursement phrase refers to that portion of work beyond what has been off-set through reciprocal services.

It should also be noted that national caches run by the Forest Service have no allocated fuels funds. Therefore, they may choose to bill for all fuels management orders as they currently can for non-suppression activities. In keeping with the intent of minimizing administrative costs, BLM offices should work with the geographic area's national cache. If managed by the Forest Service, see if an arrangement can be made, such as picking up the order as opposed to having it shipped, to eliminate billing. In general, the most efficient method of obtaining supplies for fuels activities is to work directly with our local interagency neighbors.

**2)** When another federal agency requests the BLM's assistance on a fuels management or community protection project, the request should go to the local BLM field office. The office assigns a fuels management project number that will be the only BLM number issued for that project, regardless of where the BLM assistance is obtained. If the local BLM office provides all of the requested assistance, all activities are handled strictly between the two interagency neighbors. If only some, or no, local BLM assistance can be provided, it is the responsibility of the requesting agency to decide if they want to continue to seek assistance from more distant sources. If BLM assistance is obtained from other sources, usually through the normal resource ordering process (similar to wildland fires), the original BLM project number assigned is the only one used. The BLM's fuels project number is only used to cover BLM costs. Each BLM office responding uses their own office designation code (such as OR-010) with the 2823 subactivity code, the program element of "JM," and the assigned project number given by the local BLM office.

All costs of interagency assistance will not be considered part of any office's fuels management allocation. By having a unique project number and the fire report, these costs can be tracked at the national level. Budget adjustments among the agencies can be made if necessary. For example, a field office has been allocated \$100,000 in fuels funds (2823/2824) to meet their program support and project implementation costs to accomplish that year's planned fuels management workload. If the office uses all of this allocation on their projects, plus an additional \$8,000 for documented interagency assistance, they will not be considered over expended for the additional \$8,000. Because of the complexity that interagency assistance introduces into fund management, every office must promptly and accurately document their expenditures and activities.



For those infrequent situations when an interagency partner does not request BLM for local services and only wants to get radios from the national cache (which BLM manages) or supplies from the Great Basin national cache (which BLM manages), a unique fuels management number for each agency has been established at the National Interagency Coordination Center (NICC). This number will only be used by NICC for national cache items when no BLM field office number has been assigned. (This NICC fuels project number is also used when BLM receives a request from another federal agency where the BLM doesn't have a local office, i.e., E status.)

**3)** Interagency assistance activities should not be used to expand BLM's workforce numbers or extend the length of BLM's workforce season more than one full pay period. The BLM is still accountable to the 1,039 hour length-of-season limitation on seasonal employees. Assistance workloads must not be part of any consideration to convert seasonals to career-seasonal (WAEs) or career seasonals to permanent full-time. Interagency assistance will also not be considered when assessing the local workload for the purpose of establishing a permanent full-time fuels management position.

**4)** BLM units requiring assistance from BLM units or other agencies outside of the local operating area should place orders through the normal resource ordering process. The use of BLM national resources is usually negotiated with the home unit then followed up with through the normal resource ordering process

### Private Individuals and Organizations

Agency administrators should enter into agreements with private parties on intermingled lands when resource objectives can best be met through this approach. The agreements will specify the exact lands involved, the overall objectives, what actions will be taken by each party, and how costs will be shared. In most cases the private land owner must fund a proportional share of the project cost. However, this does not need to be a monetary exchange. The private land owner(s) may provide services (e.g., line construction), equipment (e.g., engines, water tenders or dozers), supplies (e.g., fuel), or personnel to fulfill their part of the obligation.

There may be occasions where a private land owner would allow the BLM to burn private land to facilitate a BLM project. For example moving a perimeter to a road or natural barrier on private land would allow the BLM to avoid constructing a significant amount of fire line. In such cases there is a clear benefit to the BLM and asking the private land owner to pay a share of the cost would not be appropriate.

Note: Under the Community Protection Program, BLM may enter into "agreements" to accomplish or fund work on non federal land. Guidelines for these types of actions are currently being developed.

## Procurement

### Policy

Procedures for emergency incident acquisition operations can be found in Chapter 20 of the *Interagency Incident Business Management Handbook*. Agency-specific guidelines should be available from the local BLM procurement office/staff and provided to IMTs, Buying Teams, etc.

### Service and Supply Plan

Local units are responsible for establishing and annually updating a Service and Supply Plan that specifically identifies supplies, equipment, and services normally required in support of an incident. A copy of the Service and Supply Plan is provided to IMTs, Buying Teams, Expanded Dispatch, etc.

Local and geographic area procurement personnel should be utilized to develop the Service and Supply Plan. Coordination among cooperating agencies should occur to avoid duplication and ensure consistency in emergency equipment rental rates and negotiated prices for goods and services.

Pre-planning will facilitate transition of IMTs, and enable both local procurement staff and Buying Teams to provide timely acquisition support to emergency incidents.

### Emergency Procurement

Most initial attack and smaller incidents don't require extensive immediate procurement. Local units may have contracting officers and procurement agents who can provide emergency incident support using their delegated emergency procurement authority.

*Buying Teams* A buying team is ordered when incident procurement needs exceed local unit capability. The buying team reports to the agency administrator and works with local unit administrative staff to support the incident acquisition effort.

Geographic areas determine the composition of buying teams used within the geographic area.

A buying team should not be used as a defacto payment team. An administrative payment team should be resource ordered to meet incident and local unit payment needs.

Detailed information on buying teams can be found in the *IIBM*, Chapter 20, Acquisition, and Chapter 40, Incident Business Coordination.

*Incident Contracting Officers (ICO)* The BLM has delegated limited procurement authority to personnel meeting ICO requirements. ICOs may establish Emergency Equipment Rental Agreements (EERAs) using an established geographic area supplement for equipment rates.

*Purchase Cards and Convenience Checks* The resource order and request number must be included on **all** convenience check and purchase card receipts. Local units should establish policies regarding documentation requirements and authorization to use the purchase card and/or convenience checks for emergency incident procurement. These requirements must be communicated to local unit and assigned incident personnel.

## Contracts

### Policy

Use of contractors for support of fire suppression operations is appropriate and in many cases the preferred method of obtaining goods or services. Fire suppression contracts with other agencies are utilized when it is not practical nor economically feasible for BLM to provide its own fire protection. Fire suppression contractors must meet BLM minimum standards for fire equipment, personnel qualifications, and training.

### Types of Contracts

The best example of pre-arranged contracts for aircraft are those provided through the Office of Aircraft Services (OAS). Another common arrangement is a suppression contract with a state or local government agency for fire protection services on public lands. BLM may also contract to provide services to another agency for suppression activities. Other contracts include meals, lodging, fuel, equipment, and service contracts.

*NIFC Contracts* The Office of Aircraft Services establishes mandatory contracts for use by federal wildland firefighting agencies for airtankers, type 1 and 2 helicopters, transport, retardant, and mobile food and shower services. The *National Interagency Mobilization Guide* describes ordering procedures for these contracts.

*Commissary Contract* The National Mobile Commissary Services Contract has been established for use by all federal and state agencies, but it is not a mandatory source. See the *IIBMH*, Chapter 20, Acquisition, and Chapter 10, Section 14, Commissary, for additional information.

## Injury Compensation

### Policy

BLM policy provides for prompt medical attention to all injured or ill incident personnel. All forms and documentation needed to protect the individual's rights must be completed and sent to the appropriate home unit. It is the responsibility of the employee, supervisor, incident commander, and the agency administrator to ensure policy and procedure are followed. Detailed information on coverage, medical treatment authorization, and forms completion can be found in the *Interagency Incident Business Management Handbook*, Chapter 10, Section 15.

### Federal Employees and Casuals

The Federal Employees Compensation Act (FECA) provides worker's compensation coverage for federal employees and casuals (EFF, AD, Emergency Worker). FECA is administered by the Officer of Worker's Compensation Programs (OWCP). The incident management team ensures prompt medical treatment is provided, and appropriate forms and documentation are completed. The local unit is responsible for forwarding original forms to the individual's home unit. The individual's home unit is responsible for submitting reportable claims to OWCP.

### Non-Federal Personnel

Contractors and their employees, inmate crews and their custodians, National Guard mobilized by a governor's order, active duty military personnel, and state personnel are not covered by federal worker's compensation. Medical treatment may be provided in accordance with the terms of contracts and agreements.

State worker's compensation programs authorize medical care and treatment for state personnel. State worker's compensation coverage varies from state to state. Contact an agency representative or the individual's home unit to determine required forms. Use federal forms, if necessary, to document the injury/illness and authorize medical treatment.

### Agency Provided Medical Care (APMC)

Local units may establish agreements with medical facilities (physicians, hospitals, clinics, pharmacies, etc.) to provide initial emergency medical care to incident personnel. The local unit is responsible for paying the provider for APMC services. These costs are separate from OWCP and are chargeable to the incident.

The local unit coordinates establishment of APMC services and documentation requirements with the IMT Finance/Administration Section Chief.

An APMC Authorization and Medical Report, FS-6100-16, is used to authorize and document medical treatment. **Do not** issue a CA-16, Request for Examination and Treatment, for APMC.

Detailed information regarding APMC can be found in *IIBM*, Chapter 10, Section 15.

## Hiring of Casuals

### Policy

The Pay Plan for Emergency Workers authorizes and provides directions for the hiring of emergency firefighters (EFF, AD, casuals, and emergency workers). The Pay Plan is updated annually and distributed as an Instruction Memorandum and as an exhibit to the *Interagency Incident Business Management Handbook*, Chapter 10, Section 13. The conditions for hiring casuals are clearly stated, and include conditions for hiring additional personnel for an ongoing emergency incident (including rehabilitation); hiring additional personnel for an anticipated increase in fire activity; replacing suppression personnel currently assigned to other fires; hiring personnel for fire use hazardous fuel reduction activities (restricted to no greater than 300 hours per year per person); and conditions for allowing personnel to attend basic fire training for up to 80 hours or 120 hours per year for an individual in preparation for fire emergencies when licensing and/or certification requirements exist.

### Pay Plan

Rates of pay are set on a regional basis for AD-1 to AD-4 and a maximum rate set for AD-5. Geographic areas establish AD-5 rates for significant positions. Local units may negotiate AD-5 rates for positions not covered in a geographic area supplement for AD-5 rates. Casuals are paid straight time for all hours worked; no premium pay is authorized. Casuals are not eligible for unemployment benefits. Effective January 1, 1999, the Internal Revenue Service required that federal and state income tax be withheld from emergency firefighter wages. Local units are responsible for providing casuals the opportunity to complete federal and state tax withholding forms.

### Casual Payroll

BLM casuals are payrolled through an Assistant Disbursing Officer (ADO), utilizing the EFF Pay program maintained by the National Business Center in the Department of the Interior. Local units are responsible to forward completed federal and state tax withholding forms to the designated ADO for entry into the EFF Pay system. Failure to complete and timely submit federal and state tax withholding forms will result in taxes being withheld at the highest rate. Casuals

are provided an Earnings Statement with each pay check. The Earnings Statement includes current and year-to-date payroll and withholding information.

### Use of Pay Plan for Hazardous Fuel Reduction

The Pay Plan for Emergency Workers may be used to hire personnel for fire use hazardous fuel reduction projects, and to provide temporary support due to the unpredictable nature of fire use hazardous fuel reduction activities. The term of hire is restricted to no greater than 300 hours per year per person for emergency hazardous fuel reduction work. The Pay Plan may not be used to circumvent normal hiring and contracting procedures. The receiving (host) agency is responsible for hiring and paying under the AD pay plan for fire use hazardous fuel reduction.

## Cache Management

The BLM manages two National Interagency Support Caches (NISC), located at NIFC in Boise, Idaho and at the AFS in Fairbanks, Alaska. The BLM also serves as an interagency partner in several local area interagency support caches, and operates numerous single agency initial action caches. All caches under BLM administration will maintain established stocking levels, receive and process orders from participating agencies, and follow ordering and fire replenishment procedures as outlined by the national and geographic area cache management plans and mobilization guides.

### National Interagency Support Caches

The caches located at NIFC and AFS are two of eleven designated national caches within the National Fire Equipment System (NFES). Each of these caches provides incident support in the form of equipment and supplies to units within their respective geographic areas: the cache at NIFC services the Great Basin geographic area and the cache at AFS services the Alaska geographic area. The only services provided by these caches outside of their geographic areas is for incident support that is requested through the dispatch coordination channels, and for direct publications management orders to the Great Basin Cache at NIFC.

### Local Interagency Support Caches

These caches directly support more than one agency, and generally cover more than one administrative unit. They will maintain stocking levels to meet the identified needs of the multiple agencies for whom service is provided. The BLM participates in management of this level of cache support in Billings, Montana; Idaho Falls, Idaho; and Salt Lake City, Utah.

## Initial Response Caches

Numerous caches of this level are maintained by the BLM. These caches will establish and maintain stocking levels to meet the initial response needs of the local unit(s).

## Inventory Management

*System Implementation* Each BLM fire cache, regardless of size, should initiate and maintain a cache inventory management system. The BLM's management system provides a check out/return concept that incorporates a "debit/crediting" for all items leaving the cache. This system is strictly followed in the two BLM NISCs. Inventory management processes should be implemented for all local interagency support and initial action caches using established categories of equipment and supplies.

*Reporting Requirements* By April 1 of each year, all local interagency support and initial action caches will submit to their servicing NISC, available quantities of the following items:

NFES #	Description	QTY	Unit of Issue
<b>Fireline Tools</b>			
0146	Pulaski, w/plastic sheath		EA
0159	Saw, Chain, 16" to 24" bar		EA
0340	Kit, Chain saw		KT
0171	Shovel, w/plastic sheath, size #1		EA
<b>Water Handling</b>			
0966	Hose, CSJRL, 1" NPSH x 100'		LG
0967	Hose, CSJRL, 1½" NH x 100'		LG
1016	Hose, Garden collapsible synthetic _" x 50'		LG
1238	Hose, synthetic, lined 1" NPSH x 100'		LG
1239	Hose, synthetic, lined 1½" NH x 100'		LG
0870	Kit, pump, portable		KT
0670	Kit, pump, portable lightweight		KT
0024	Nozzle, twin tip comb. 1" NPSH-F Forester		EA
1081	Nozzle, combination, barrel, 1" NPSH		EA

1082	Nozzle, combination, barrel, 1½" NH	EA
1149	Pump, backpack outfit	EA
0148	Pump, fire portable, (Mark III)	EA
0124	Pump, lightweight, 45 GPM	EA
0010	Reducer, hose, 1½" NH-F to 1" NPSH-M	EA
0661	Tank, folding, 1000 GL capacity	EA
0664	Tank, folding, 1500 GL capacity	EA
0568	Tank, collapsible, 3000 GL capacity	EA
6030	Tank, collapsible, 4800 GL capacity	EA
6031	Tank, collapsible, 6000 GL capacity	EA
0731	Tee, hoseline, w/cap & chain, 1½" NH	EA
0230	Tee, hoseline, w/valve, 1½" NH	EA
0231	Valve, wye, gated, 1½" NH	EA
<b>PPE &amp; Safety</b>		
0169	Shelter, fire, w/case	EA
<b>Miscellaneous</b>		
0022	Bag, sleeping, cloth, washable 3 lb fill	EA
1309	Longline kit, w/remote hook	KT

**Note: all items reported will conform to refurbishment standards set forth in NFES 2249, *Fire Equipment Storage and Refurbishment Standards*.**

### Accountability

Fire loss/use rate is defined as *all property and supplies lost, damaged or consumed on an incident*. It is reported as a percentage that is calculated in dollars of items issued compared to items returned. The reasonable anticipated fire loss/use rate for all items issued to an incident averages 25 to 30 percent.

All items stocked in BLM fire caches will be categorized for return (loss tolerance/use rate) and accountability purposes.

*Trackable Items* Include items that a cache may track due to dollar value, sensitive property classification, limited quantities available, or other criteria set by each geographic area cache. Items that are considered trackable are usually engraved or tagged with a cache identification number. These items must be returned to the issuing fire cache at the end of the incident use, or documentation



must be provided to the issuing cache in the form of a Property Loss/Damage Report (OF-289). All trackable items are also considered durable. 100 percent accountability is expected on trackable items.

*Durable Items* Include cache items considered to have a useful life expectancy greater than one incident. High percentages of return for these items are expected. These items are not specifically cache identified/ tagged/engraved.

Acceptable loss tolerance/use rates for the following durable goods have been established:

- 10% for water handling accessories, helicopter accessories, tents, and camp items such as heaters, lights, lanterns, tables, and chairs.
- 20% for hose, tools, backpack pumps, sleeping bags, pads, and cots.
- 30% for personal protective equipment.

*Consumable Items* Includes items normally expected to be consumed during incident use. Consumable items returned in serviceable condition are credited to the incident. No loss tolerance/use rate percentage is established. Examples of consumable items are: batteries, plastic canteens, cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and medical supplies.

#### *Incident to Incident Transfer of Supplies and Equipment*

Transfer of supplies and equipment between incidents is **not** encouraged, due to the increased possibility of accountability errors. However, in special instances, when it is determined to be economically feasible, the following must be accomplished by the Supply Unit leader from the incident that is releasing the items:

- Documentation will be completed on the Interagency Incident Waybill (NFES #1472), and must include the following:
  - NFES Number
  - Quantity
  - Unit of Issue
  - Description
  - Property number, if item is trackable
  - Receiving incident name, incident number and resource request number.
- The Supply Unit Leader will send the waybill transfer information to the servicing geographic area cache to maintain proper accountability recording.

*Fire Loss Tolerance Reporting for Type 1 and 2 Incidents* In order to help managers keep incident-related equipment and supply loss to a minimum, IMTs are required to maintain accountability and tracking of these items. Guidelines and procedures to assist with this accountability are provided in Chapter 30 of the *IIBMH*. To further facilitate these procedures and provide oversight, a fire loss report has been developed that provides detailed information regarding consumable and durable item use. This report has been accepted by NWCG for all wildland fire agencies and will be compiled for all Type 1 and Type 2 incidents.

These reports are compiled by the geographic area National Fire Equipment System cache servicing the particular incident. Reports will then be forwarded to the responsible field office, with a copy to the State FMO, within 60 days of the close of the incident. To meet these time limits, several steps must be followed to facilitate complete data resulting in accurate reports:

- At the close of each incident, all property must be returned to the servicing NFES cache. If accountable property has been destroyed or lost, appropriate documentation must be provided to the cache for replacement and updating property records.
- All property purchased with emergency fire funds for an incident must be returned to the NFES cache system.
- All unused and/or durable NFES items must be returned to the servicing NFES cache within 30 days of control of the incident.

Agency administrators/fire management officers must review the fire loss report and recommend appropriate follow-up action if losses are excessive. Those actions and recommendations should be documented and filed in the final incident records.

*Incident Supply and Equipment Return Procedures* Supplies and equipment ordered with suppression funds will be returned to the ordering unit at the end of the incident and dispersed in one of three ways:

- Items meeting NFES standards will be returned to the local or geographic area cache for re-use within the fire supply system.
- Items **not** meeting the prescribed NFES standards will either be purchased with project funds by the local unit if the items are needed for program use, **or**
- Will be delivered to the unit's excess property program for dispersement.

*Cache Return and Restock Procedures* All returns for credit and restock of caches to specific incident charges **should** be made within 30 days

after the close of the incident. If that time limit cannot be met, it is **required** that returns and restock be made during the same calendar year as items were issued. All returns should be either tagged with appropriate incident number, accompanied by an Interagency Waybill identifying the appropriate incident number, or accompanied by issue documents to ensure proper account credit is given. Any items returned after the calendar year of issue will be returned to multiple-fire charges, unless specific incident charge documentation (issues) can be provided with the return.

## Mobile Fire Equipment Policy

It is the policy of the BLM to maintain each piece of mobile fire equipment at a high level of performance and in a condition consistent with the work it has been designed to perform. This shall be accomplished through application of a uniform preventive maintenance program, timely repair of components broken or damaged while on assignment, and in accordance with all BLM fiscal requirements. Repairs shall be made and parts replaced, as identified, to keep the equipment functional; and priority given to any item required for the equipment to be a safe and kept operational during all critical periods. Mobile fire equipment is not to be altered or modified without approval of the BLM National Fire Equipment Committee.

## Fire Equipment Management

### Introduction

This section contains specific guidance on activities, standards, and procedures in the management of the BLM's fire equipment. Also refer to the BLM Manual H-9216-1, *Fire Equipment Supply Management*.

The BLM's fire equipment program designs, develops, and acquires specialized equipment, cabs, chassis, utility bodies, and pump packages to meet the BLM's annual fire engine replacement and fire suppression requirements. Fire engine design is accomplished through the analysis of performance needs identified, survey of new technologies, and the development of test models and prototype units. Acquisition of these components is done through a combination of contracting, re-manufacture of existing units, and in-house assembly. The BLM operates a fire vehicle program that balances state-of-the-art technology with overall cost efficiency, to provide maximum safety for personnel while effectively meeting suppression needs

### Standards and Specifications

The BLM's mobile fire equipment program goal is to establish standards and maintain high quality and performance in its equipment fleet. Standardization of our mobile fire equipment fleet aides in the ability to produce equipment which

effectively meets the users needs at the lowest possible cost, and with the least impact on the BLM work force.

*Fire Equipment Development* The BLM maintains a Fire Equipment Development Unit located at NIFC. This unit is responsible for the ordering, inspection, receiving, distribution, and development of new fire equipment which will meet or exceed the minimum performance standards established by the BLM National Fire Equipment Committee.

*Equipment Development Process* The BLM has established a fire equipment development process to ensure that any new fire equipment, engine models, or technologies meet or exceed established performance standards. All new fire engines, new equipment models, vehicle chassis, and major components will follow this development process; and are tested and evaluated under actual field conditions prior to being made available for general ordering. While it may take only a few week to complete the development and evaluation process for a minor component, it takes several years to develop a new chassis, fire engine model, or major component.

*Management of Standards* BLM's specifications and standards are maintained by the Fire Equipment Development Unit at NIFC. Equipment standards and options are managed under a "sealed pattern" concept. Major changes to equipment are made once a year during the BLM National Fire Equipment Committee's fall meeting. This is done through a formal documented process.

Minor changes to blueprints and specifications are the responsibility of the fire equipment development unit to insure that equipment in production is not delayed. Major changes must addressed thru the BLM's fire equipment development process.

Procurement of nonstandard equipment with fire management funds, when standard equipment is available, has to have written approval by the Director, Office of Fire and Aviation. The BLM's Fire Equipment Committee has the responsibility to approve and establish the minimum performance standards of all BLM/WCF mobile fire equipment.

*Classes of Standard Units* The BLM has established classes for all BLM and GSA-owned vehicles—fire engines, water tenders, slip-ons, helicopter support vehicles, and crew carriers.

#### **Property Classifications**

*The following vehicle classes comprise the majority of fire engine equipment currently in service:*

421022 = Slip-on pump package to 300 gallons

- 421042 = Slip-on pump packages from 300–2000 gallons
- 421062 = Slip-on pump packages over 2000 gallons
- 644 = Crew Carrier
- 660 = Light helitack support vehicle
- 662 = Light fire engine, up to 17,500 GVW
- 663 = Light fire engine (with slip-on) up to 12,500 GVW
- 664 = Medium fire engine (under development) 21,000-26,000 GVW
- 665 = Heavy fire engine (Model 14)
- 667 = Heavy fire engine (diesel)
- 668 = Water tender (gas)
- 669 = Water tender (diesel)
- 925 & 926 = Unimog or equivalent special-purpose vehicle

*Equipment Deficiencies and Improvements* The BLM fire engine fleet is in a constant state of development. Improvements to the equipment begins only after field service has identified that a specific item of equipment is not operating to its optimum performance, a deficiency has been encountered, or that an improvement to the equipment would allow it to be easier to operate and maintain.

To help identify items found deficient or in need of improvement an Improvement/Report of Deficiency form is available on the Fire Equipment Development Unit web site at <http://web.blm.gov/internal/fire/equipdev>. This deficiency and improvement reporting method will allow for the documentation of the where, what, when, and how the deficiency or improvement was identified, status of its correction, or implementation. It will also allow the Bureau to monitor fire equipment over the long term and aide in identifying trends.

*Funding Accessories and Upgrades* Any equipment added to a fire engine which is not part of the current BLM standard for the vehicle class (supplemental lighting, winches, special painting, radios, etc.) are “add-on “ items and are not funded with WCF funds. The cost of fire engine package modifications, and optional equipment, which is not in the current fire engine standard, including the replacement/modification of equipment provided with the vehicle is the responsibility of the state or field office.

## Valid/Invalid Expenditures of WCF Funds

*Travel on WCF Funds* Travel using WCF funds is allowed only for NIFC Fire Equipment Development Unit and National Business Center personnel attending pre-work conferences, serving as contracting officers, contracting officer representatives, or project inspectors on fire vehicle related contracts, and for other personnel associated with the delivery of a new fire engine or support vehicle.

*Vehicle Repairs, Maintenance* The cost of all vehicle repairs and maintenance should where possible be charged to the benefitting activity unless this cannot be established.

*Mid-Cycle Maintenance* Mid-cycle maintenance on fire engines may be required to help ensure that the vehicle's reliability, integrity, safety, and cosmetic value are up to minimum standards. It is known that some wear and tear cannot be resolved through a regular maintenance schedule; and it is necessary to perform special maintenance on the vehicle. These costs are chargeable to the WCF; but, before this mid life maintenance can be initiated, required repairs must be identified. Estimates of the maintenance and repair cost must be completed prior to having the work done; and a list of repairs and estimates must be approved by the SFMO, prior to starting the work. A copy of the estimate and approval shall be forwarded to the Fire Equipment Development Unit at NIFC; so it can be placed in the vehicle's history file.

Mid-cycle maintenance does not include the cost of any item which should have been corrected at the time the damage occurred or repairs to equipment which was not standard at the time of original purchase.

## Fixed Ownership Rates (FORs)

These are the fees that are charged monthly for each fire vehicle in service. These fees continue to accumulate over the life of a vehicle, and are used to replace each vehicle at the end of its life cycle. The FOR rates are adjusted annually by the WCF manager to reflect changes in replacement costs due to inflation and/or changes in performance. The collection period is from May to October to allow the benefitting activities to be charged.

## Use Rates

Use rates are independent of the FOR rates, and are adjusted annually to reflect all WCF costs associated with the administration, delivery, maintenance, and repair of vehicles in each vehicle class. These use-rates may vary significantly from year to year, particularly in those vehicle classes which have low number of vehicles. (To aid in keeping these rates low where possible benefitting activities should be responsible and charged for any repairs and maintenance.)

## Fire Equipment Committees

*BLM National Fire Equipment Committee* The committee consists of the national chairperson, state equipment committee chairpersons (or designated representatives), a national office representative, Fire Equipment Development Unit supervisor, National Business Center (NBC) equipment management specialist. Meetings are scheduled twice a year. Agenda items and topics are solicited from the national office and states. Formal meeting minutes containing findings and equipment recommendations are distributed for review prior to adoption.

*State/Geographic Area Fire Equipment Committees* Each state/geographic area should maintain a fire equipment committee which provides the following:

- Establishes, coordinates, and standardizes internal (state) fire equipment management practices.
- Identifies equipment needs, deficiencies and develops proposals for presentation to the BLM National Equipment Committee.
- Provides a representative to the National Equipment Committee to present the states equipment requirements, improvements, and deficiencies.

## Property Transfer/Replacement

Surplus, early turn-ins, and transfer fire vehicles may be transferred to another area for continued service with the approval of the State Director and WCF manager. In these instances, the vehicle remains in the same class, and the FOR and use rates will continue to be charged to the unit acquiring the vehicle. Field Offices wishing to dispose of fire engine equipment prior to the normal replacement date may do so. In these instances, no future replacement is automatically provided; and there is no accrued credit from the FOR collected on that unit prior to disposal. Field Offices acquiring this type of equipment continue payment of the FOR and use rates.

*Conversions* Offices in possession of fire engine equipment due for replacement have the option of replacing that equipment with vehicle(s) of another class. The change in NUS must be consistent with the approved FMP (e.g., conversion of two light engines to one heavy engine). State Director and Property Manager approval and sufficient contributions through the FOR or other funds to make up any difference in cost are required.

