Wildland Fire and Aviation Program Management and Operations Guide 2008

Department of the Interior Bureau of Indian Affairs

**Quick Reference**

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. Information presented here is based on current policy and provides program guidance to ensure safe, consistent, efficient and effective Wildland Fire and Aviation Operations.

The 2008 Wildland Fire and Aviation Program Management and Operations Guide replaces the 2007 version of this guide. Many sections of the 2008 guide have been updated to reflect current policy, business practices and operations for the Bureau of Indian Affairs Wildland Fire and Aviation Management Program.

This Wildland Fire and Aviation Program Management and Operations Guide will be revised annually. To facilitate revision of next year's Guide, Page 19-1 should be used to submit suggested additions, revisions, and comments. Please feel free to provide comments throughout the year. The deadline for consideration of new revisions for the 2009 guide is October 1st, 2008.
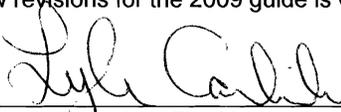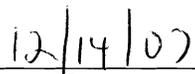
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Director, Branch of Fire Management   Date

TABLE OF CONTENTS

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

Chapter – 2   Program Policy, Leadership and Guidance

Chapter – 3   Fire Management Program Planning

Chapter – 4   Program Preparedness / Readiness

Chapter – 5   Wildland Fire Prevention

Chapter – 6   Fire Fighting Equipment and Materials

Chapter – 7   Fire Fighting Crews

Chapter – 8   Aviation Operations

Chapter – 9   Safety Management

Chapter – 10 Business Management and Administration

Chapter – 11 Incident Organization, Management and Operations

Chapter – 12 Developing a Response to Wildfires

Chapter – 13 Training and Qualifications

Chapter – 14 Budget and Financial Management

Chapter – 15 Burned Area Emergency Stabilization and Rehabilitation Programs

Chapter – 16 Ready Reserve Program

Chapter – 17 Tribal Contracts / Compacts

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

A. Introduction

This guide is intended to be a reference guide that documents the standards for operations and fire business practices of the Bureau of Indian Affairs (BIA) Wildland Fire and Aviation Management Program. These standards are based on current policy and support safe, consistent, efficient and effective wildland fire and aviation operations.

B. Wildland Fire Management Organization

The Bureau of Indian Affairs (BIA) Wildland Fire and Aviation Management organization 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 show in **Appendix 1-1**.

C. Program Manager Responsibilities

1. Director, Branch of Fire Management

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

a. Develops Policies and Standards for firefighting safety and training, and for the prevention, suppression and use of wildland fires on Indian Trust lands.
b. Provides guidance to Regional Directors on the use of prescribed fire and fuels management to achieve hazardous and fuels reduction and resource management objectives.
c. Integrates wildland fire with natural resource management.
d. Establishes position competencies, standards and minimum qualifications for fire management officers, wildland fire specialists and leaders based on standards approved by the National Wildfire Coordinating Group (NWCG).
e. Implements the Fire Program Analysis (FPA) process and develops procedures and standards for the distribution of program resources.
f. Reviews and evaluates Regional Wildland Fire Management programs.
g. Represents Indian Affairs in the coordination of overall wildland fire management activities at NIFC and on wildland fire committees, groups and working teams.

1-1

h.   Serves as a member of the National Multi Agency Coordinating Group (NMAC) which establishes priorities for assignment of critical resources during wildfire emergencies.
i.   Initiates or participates in Boards of Review concerning actions taken on selected wildland fires.
j.   Negotiates national level cooperative agreements to improve wildland fire management activities on Indian lands.
k.   Reviews funding requests for a variety of fire related programs, makes determinations on funding levels, and recommends approval to the Deputy Director, Trust Services, based on guiding principles in the *Federal Fire Policy*, National Fire Plan (NFP), supporting documents and Secretarial directives.

2. Deputy Director, Branch of Fire Management

a.   Shares the responsibilities and duties of the Director, Branch of Wildland Fire Management. Serves as acting for the Branch of Wildland Fire Management in the absence of the Director.
b.   Provides oversight and direction to BIA-NIFC Administration and Budget sections in the performance of their duties. This includes the day to day supervision of the BIA-NIFC Administrative Management Specialist and Budget Officer positions.
c.   Provides oversight and direction to the Bureau's fire business management policies and procedures to ensure maximum effectiveness and utilization of services in meeting Bureau and interagency program objectives.
d.   Provides oversight including development and execution for the Bureau's fire management budget.
e.   Serves as designated contact (BIA Data Custodian) for the Emergency Firefighter (EFF)/Vendor Pay System to the Division of Disbursement, US Treasury and is responsible for designation of BIA employees as Regional System Point of Contacts (SPOCs).
f.   Serves as liaison between the Branch of Wildland Fire Management and the Office of the Chief Information Officer-Indian Affairs (OCIO-IA), for all Information Technology (IT) support issues.

3. Assistant Director, Fire Operations

a.   Responsible for administering and coordinating the Bureau's Preparedness, Model 52 Engine, Interagency Hotshot Crew, Emergency Firefighter Crew, Ready Reserve, Facility Construction, Suppression, Severity, and Emergency Stabilization and Rehabilitation programs. Represents the Bureau on issues related to interagency fire operations.

b. Participates in developing policies related to wildland fire operations in Indian country and provides specialized assistance to Bureau and DOI officials.

4. Assistant Director, Fuels Management

The Fuels Section is responsible for the development and coordination of the Bureau's hazardous fuels management program which includes prescribed fire, mechanical treatments, fire effects monitoring and fire prevention-education programs. The Section provides executive oversight, guidance and direction for the distribution and use of program funds to the BIA regions. They also track all program fund distributions, and accomplishments, and maintain a national database for fuels management in Indian Country. The Section maintains policy and process to assess risk on a national scale and allocates budget based on this risk assessment and priorities established at the field level. The Section also examines and analyzes laws and regulations pertaining to fire investigation and fire trespass, prescribed fire use/fuels management in wildland urban interface zones. The Section also provides representation on national interagency working teams and task groups.

5. Assistant Director, Planning

a. 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. Checks for accuracy in computations with instructions and policies.
b. Serves as Bureau's primary subject matter expert for Fire Planning Analysis (FPA), Personal Computer Historical Analysis (PCHA), Geographic Information System (GIS), Global Positioning System (GPS), Lightning Detection System (LDS), Wildland Fire Management Information (WFMI) System, Weather Information Management System (WIMS), Fire Danger Rating System program, fire weather and related support systems, prescribed fire software programs and provides user training in those applications.

6. Assistant Director, Training

a. Responsible for developing, coordinating, and implementing wildland fire training programs.
b. Provides consultation and assistance to the workforce in charting natural resource and fire management career paths that includes

education requirements, fire management training, and supporting developmental programs.

c. Provides for mentoring programs, developmental details and term appointments for aspiring fire management leaders.

d. Promotes and develops dedicated professional training cadres to support our organization's employee development and training needs.

e. Supports national incident responder qualification and certification standards (IQCS).

f. Support interagency fire program management qualification standards (IFPM).

g. Develops and maintains a communication plan which supports training operations at all levels.

h. Is a member of the NWCG Training Working Team and the DOI Aviation Training Advisory Group on matters concerning job analysis and curriculum development.

7. Aviation Program Manager

a. Responsible for formulating and recommending national policy standards and procedures for the management and operation of the Bureau's wildland fire aviation program.

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

c. Interprets Federal Aviation Administration and Department of the Interior (DOI) regulations/policy and prepares guidance and procedures manuals for application to Bureau aviation operations.

d. Serves as the Bureau's authority on aviation technical information and economic matters providing consultation and assistance to all bureau heads in aircraft operating procedures, pilot and aircraft certification programs, air operations safety and training programs.

e. Serves as the Bureau representative to the DOI Aviation Management Directorate and provides representation to the interagency committee for aviation policy.

f. Plans and executes specialized aviation programs to include aircraft acquisition, safety, training, maintenance, and the certification of both pilots and aircraft.

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

h. Participates in or leads safety inspections and evaluations of Region al or Agency aviation programs to ensure compliance with Federal Acquisition Regulations, Office of Safety and Health Administration (OSHA), and other federal regulations.

i. Has full authority to instantly curtail any Bureau aviation activity observed to be in violation of policy.

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

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                    │ Deputy Director, Trust│
                    │       Services        │
                    └──────────┬───────────┘
                               │
          ┌────────────────────┴────────────────────────┐
          │ Chief, Division of Forestry and Wildland Fire│
          │                 Management                   │
          └────────────────────┬────────────────────────┘
                               │
             ┌─────────────────┴──────────────────┐
             │ Director, Branch of Wildland Fire   │
             │            Management               │
             └─────────────────┬──────────────────┘
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       │Deputy Director │──────┤
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│Assistant ││Assistant ││Assistant ││Assistant ││Aviation  │
│Director, ││Director, ││Director, ││Director, ││Program   │
│Fuels     ││Fire      ││Planning  ││Training  ││Manager   │
│          ││Operations││          ││          ││          │
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2008 Blue Book
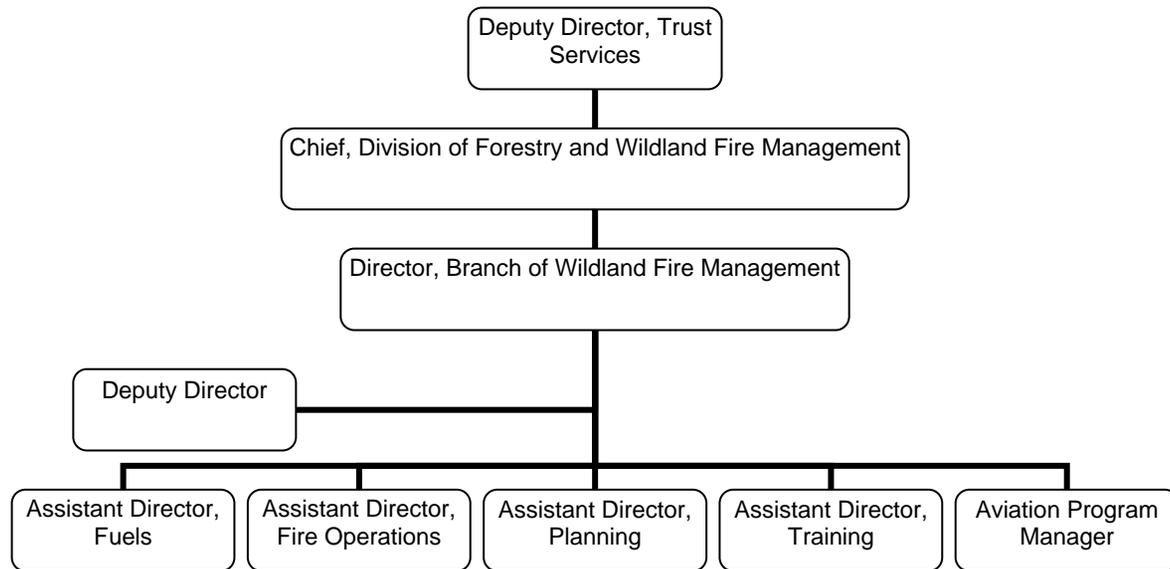
Chapter - 2
Program Policy, Leadership and Guidance

A. Introduction

The following policies are accepted and endorsed by the Secretaries of Agriculture and Interior. They provide for consistent fire management practices among federal WFM agencies and the foundation from which to develop and guide BIA wildland fire operations.

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

B. 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*. This document directs the agencies to work together to develop common language, unified guidance and direction for all agencies and bureau manuals, handbooks and guidelines to complete final implementation of the policy.

1. Elements of the Federal Wildland Fire Policy

a. Safety

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

b. 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.

c. Response to Wildland Fire

Fire is a critical natural process and as such will be integrated into land and resource management plans and activities on a landscape scale, and across agency boundaries.

2-1

d. 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 approved Fire Management Plans and will follow specific prescriptions contained in operational plans.

e. Rehabilitation and Restoration

Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, public health, and safety, and to help communities protect infrastructure.

f. 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 based on the values to be protected, human health and safety, and the costs of protection.

g. Wildland Urban Interface

The organizational roles of federal agencies as partners in the Wildland Urban Interface are wildland firefighting, hazardous 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.

h. Planning

Every area with burnable vegetation must have an approved Fire Management Plan. Fire Management Plans are strategic plans that define a program to manage wildland and prescribed fire based on the area's approved land management plans.

I. Science

Fire Management Plans and programs will be based on a foundation of sound science. Information needed to support fire management will be developed through an integrated interagency fire science program.

j.   Preparedness

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

k.   Suppression

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

l.   Prevention

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

m.   Standardization

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.

n.   Interagency Cooperation and Coordination

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.

o.   Communication and Education

Agencies will enhance knowledge and understanding of WFM policies and practices through internal and external communication and education programs.

p.   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.

q. Evaluation

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

2. Operational Clarification for Consistent Wildland Fire Management Policy Implementation

a. Only one management objective will be applied to a wildland fire.
Wildland fires will either be managed for resource benefits or
suppressed. A wildland fire cannot be managed fro both objectives.
If two wildland fires converge, they will be managed as a single
wildland fire.

b. Human caused wildland fires will be suppressed in every instance
and will not be managed for resource benefits.

c. Once a wildland fire has been managed for suppression objectives,
it may never be managed for resource benefit objectives.

d. The Appropriate Management Response (AMR) is any specific
action suitable to meet Fire Management Unit (FMU) objectives.
Typically, the AMR includes a spectrum of tactical options (from
monitoring to aggressive suppression). The AMR is developed by
using FMU strategies and objectives identified in the Fire
Management Plan.

e. The Wildland Fire Situation Analysis (WFSA) process is used to
determine and document the suppression strategy from the full
range of responses available for suppression operations.
Suppression strategies are designed to meet the policy objectives
of suppression.

f. Wildland fire use is the result of a natural event. The
Land/Resource Management Plan, or the Fire Management Plan,
will identify areas where the strategy of wildland fire use is suitable.
The Wildland Fire Implementation Plan (WFIP) it the tool that
examines the available response strategies to determine if a fire is
being considered for wildland fire use.

g. When a prescribed fire or fire designated for wildland fire use is no
longer achieving the intended resource management objectives and
contingency or mitigation actions have failed, the fire will be
declared a wildfire. Once declared a wildfire, it cannot be returned

to a prescribed fire or wildland fire use status.

3. Implementation Procedures Reference Guide

This guide represents an effort by Federal WFM agencies to establish standardized procedures to guide implementation of this policy.

C. Department of the Interior Wildland Fire Management Policy (1998)

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

1. Responsibilities

a. Secretary of the Interior

The Secretary of the Interior through the bureau Directors of the Bureau of Land Management (BLM), United States Fish and Wildlife Service (USFWS), National Park Service (NPS), and Bureau 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.

b. 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.

c. 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.

D. 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.

1. Mission

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

2. Wildland Fire Management Objectives

To provide for firefighter and public safety as the first priority in every WFM activity. We will 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.

3. 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.

a.   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*.

b. Director, Branch of 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.

c. Regional Directors:

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

d. 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.

E. Wildland Fire Program Leadership

1. 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 Department of Agriculture's Undersecretary for Natural Resources and the Environment and the Chief of the U.S. Forest Service; the Department of the Interior's Directors of the NPS, FWS, and BLM; the Assistant Secretary of Indian Affairs and the Chief of Staff to the Secretary of the Interior; the Department of Homeland Security's U.S. Fire Administration; the Intertribal Timber Council; the Western Governors Association; the National Association of State Foresters; and the National Association of Counties.

2. Fire Executive Council (FEC)

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

3. 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 National Wildfire Coordinating Group (NWCG) is comprised of federal, tribal (through ITC), and state representation. NWCG assumes the responsibilities of the now defunct National Fire and Aviation Executive Board (NFAEB)

F. Wildland Fire Coordinating Groups

1. Office of Wildland Fire Coordination (OWFC)

The OWFC is comprised of representatives from the DOI WFM programs. OWFC is responsible for managing and overseeing the Department's WFM program and policy.

2. National Multi-Agency Coordination Group (NMAC)

The NMAC is comprised of the WFM Fire Directors, National Association of State Foresters, National Interagency Coordination Center, National Weather Service and the military at Preparedness Level 3 and above. 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 MAC groups is documented in the *National Interagency Mobilization Guide* and local Geographic Area Operation Guides.

3. 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.

4. 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 Federal Response Plan (FRP) which guides 26 Federal agencies and the American Red Cross in response activities. In the FPR, the USDA Forest Service is the primary agency responsible for emergency support functions under firefighting.

5. 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, USFWS Regions, USDA Forest Service Regions, National Weather Service (NWS) Regions and other cooperating agencies. 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.*

6. 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.

G. 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.

1. **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 Bureau of Land Management, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service of the United States Department of the Interior and the Forest Service of the United States Department of Agriculture". The Agreement Number for BIA is P00C141A9871.

2. **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.

3. **Memorandum of Understanding with Fire Departments**

   The purpose of this memorandum is to provide a general framework for cooperation and coordination among DOI agencies, National Association of State Foresters, United States Fire Administration, and the USDA Forest Service in the delivery of wildland fire assistance to fire departments. (Reference agreement number K00441-3-194)

4. **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.

H. National Standards - Guides and Handbooks

1. **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.

2. 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.

3. Wildland Fire Qualifications System Guide (PMS 310-1)

The *Wildland Fire Qualification Systems Guide* (PMS 310-1) document 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.

4. Fireline Handbook (PMS 410-1)

The *Fireline Handbook* (PMS 410-1) 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 Αnuts and Bolts@ pocket guide for wildland fire suppression personnel.

5. Interagency Incident Business Management Handbook (PMS 902-1)

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.

6. Interagency Burned Area Emergency Response and Rehabilitation Guides

The *Interagency Burned Area Emergency Response Guidebook* and *DOI Burned Area Rehabilitation Guide* describe the authority,

administration, standards and implementation process for emergency
stabilization and rehabilitation on burned-over lands.

Chapter - 3
Fire Management Program Planning

A. Fire Management Plans

1. Purpose

    a. The Departmental Manual, *Indian Affairs Manual Part 90* and *Federal Fire Policy* require a Fire Management Plan (FMP) for all areas with burnable vegetation. Each reservation/Tribe will have an approved FMP in place, which has been developed through a National Environmental Protection Act (NEPA) compliant process by September 2004. A FMP defines and documents an organization's program to manage wildland fires. The FMP is based on approved resource management plans.

    b. FMPs will identify all appropriate planning documents such as Prescribed Fire Planning, Initial Attack Response Plans, Extended Attack Plans, Prevention Planning, Emergency Stabilization and Rehabilitation Programmatic Planning, Air Operations Plans, etc.

    c. FMPs identify and integrate all wildland fire management and related activities within the context of approved land management plans. Wildland Fire Management (WFM) goals and components must be coordinated across administrative boundaries on a landscape basis. Bureau/Tribal or agency fire management decisions must be consistent or compatible across administrative lines.

    d. All Federal WFM Agency Directors signed the updated Interagency Fire Management Plan template on September 19, 2007. It directs agencies to develop a collaborative approach to working cooperatively and in developing an interagency FMP. The template is the approved format for the FMP.

2. Interagency Fire Management Plan Template Updated September 19, 2007

    a. **Preface.** Federal wildland fire policy requires that every area with burnable vegetation must have a fire management plan (FMP). Fires in areas without approved FMPs 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.

3-1

b. **Purpose of the FMP.** The fire management planning process and requirements may differ among agencies. However, for all agencies (Forest Service, BIA, BLM, FWS, NPS), a common purpose of a fire management plan is to provide decision support to aid managers in making informed decisions on the appropriate management response (AMR). The FMP includes a concise summary of information organized by fire management unit (FMU) or units.

In addition, for the DOI agencies, 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 changes are made to land/resource management plans.

c. **Purpose of the FPM 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 for 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.

The following is the current approved interagency FPM Template. All agencies are required to use Chapters 1, 2, and 3 with the major headings below (in bold). DOI agencies are required to use Chapters 4 and 5, and may opt to add additional chapters or sections if deemed necessary.

Fire Management Plan Template
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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 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 may be included if they exist (e.g. tribal direction, unit specific CFRs)
- Compliance and authorities may be included (e.g. NEPA, NHPA, 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.

<u>2.3 Partnerships</u>
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
- Internal interdisciplinary planning teams

3. Fire Management Unit Characteristics

The intent of this Chapter is to articulate specific objectives, practices and considerations common to all FMUs and unique to individual FMUs.

The primary purpose of developing FMUs 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/social characteristics and frame associated planning guidance based on these characteristics (see NWCG glossary for the definition of FMU). If possible, FMUs should be developed through interagency efforts and interactions to facilitate common fire management across boundaries.

As a plan is being written, each area will determine the amount of detail located within the area-wide considerations section below (3.1) versus the separate detailed FMUs section (3.2). For example, if an area is of low complexity or small size, then the area-wide description may contain most of the information and little is needed for each FMU. Conversely, large complex landscapes may have few common characteristics and may have most information contained in the FMU specific section.

The following sections provide guidance on what to include in this Chapter.

<u>3.1 Area-wide Management Considerations</u>
The intent of this section is to document overall wildland fire management program guidance and characteristics common to all FMUs.

Describe fire management related goals, objectives, standards, guidelines, and/or desired future conditions as found in the appropriate LMP(s) that apply across all FMUs. 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,
- Use of appropriate management response (AMR),
- Cost containment,
- Desired plant community composition and structure,
- Constraints common to all FMUs (e.g. restrictions on retardant use, preventing spread of invasive species through washing of vehicles)

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

Describe any 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 characteristics of the FMU. The organization of this section is at the discretion of the agency

FMU characteristics must be described. Examples are:
- Physical and biological description of FMU (e.g. topographic features, fuel types, special conditions that may result in extreme fire behavior, access, FRCC, high value concerns, special areas),
- Jurisdictional boundaries (e.g. adjacent or intermingled federal, private, tribal, state, county ownership),
- Communities and other values at risk within and adjacent to FMU,
- Fire behavior and weather descriptions (e.g. ERC tables, past fire behavior and perimeter histories, control problems).

FMU management guidance must be described. Examples are:
- FMU specific objectives (e.g. appropriate management response objectives, fire intensity levels, fire frequency concerns),
- FMU specific desired conditions (e.g. desired vegetation conditions),
- Description of approved wildland fire management strategies (e.g. AMR, fuels treatments: prescribed fire or mechanical/other treatments allowed, wildland fire use),
- FMU specific guidelines, constraints, or mitigation considerations (e.g. MIST, minimum suppression in special areas, retardant or chemical limitations, etc.),
- Burned area emergency stabilization and rehabilitation considerations if applicable (e.g. seeding requirements or treatments in special areas).

FMU safety considerations must be described. Examples are:
- Gas lines,
- Power lines,

- Mine shafts,
- Aviation hazards,
- Restricted access due to hazards,
- Poisonous plants and venomous animals.

Also, operational information may be detailed or added as an appendix, such as: permanent repeater locations, recommendations of successful temporary repeater sites, radio frequencies, radio 'dead spots', and local communication plan; evacuation plan; water dip sites; helispots; remote automated weather stations (RAWS); and potential fire camp locations for Type 3 to Type 1 organizations.

4. Wildland Fire Operational Guidance

This chapter applies to DOI agencies only. Forest Service 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 4.1, 4.2, 4.3, 4.4 should be addressed either in this section, or a reference should be cited as to where this type of information can be found.

4.1 Appropriate Management Response
Describe or reference program procedures that should be in place for planning and responding to fires. Procedures to be included are dependent on local and interagency agency needs.

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,
- WFIP and WFSA procedures,
- Dispatching/obtaining resources (e.g. interagency dispatch centers, interagency teams, MAC groups),
- Prioritizing allocation of resources,
- Large fire cost management ,
- Processes for complying with regulatory requirements (e.g. smoke, SHPO, ESA)
- Public interaction (e.g. information plans, CWPPs) ,
- Reporting requirements (forms such as 209s, 1202s),
- Records management,
- Suppression damage repair.

4.2 Fuels Management

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 of community wildfire protection plans - CWPPs), interdisciplinary teams, risk assessments and mitigation plans),
- Potential size and scope of vegetation treatments to meet both fire and land management goals,
- Procedures for implementing prescribed fire (e.g. requirements for development of burn plan, responsibilities for preparing and approving Rx fires, requirements for safety, qualifications, interagency prescribed fire guidance),
- 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,
- Funding processes,

4.3 Emergency Stabilization and Burned Area Rehabilitation

Describe or reference emergency stabilization (ES) and post-fire burned area rehabilitation (BAR) planning and implementation. Use the Departmental Manual (620 DM 3) and agency-specific direction for guidance.

Examples include:
- Process and thresholds for determining ES and BAR teams,
- Regional coordinator contact information,
- Local resource specialist positions that may assist the teams,
- Considerations that should be addressed (e.g. values to be protected such as T&E species, cultural concerns, wilderness),
- Potential treatments that should be considered (e.g. programmatic plans),
- Anticipated post-fire recovery issues,
- Allowable actions or local restrictions,
- Standardized monitoring protocols,
- Requirements for planning,
- Funding processes,
- Reporting requirements (accomplishment reports and NFPORS).

<u>4.4 Prevention, Mitigation and Education</u>
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,
- 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),
- 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.

Appendices – Optional

3. Procedures

a. The FMP is supplemented by operational procedures such as preparedness plans, preplanned dispatch plans, prescribed fire plans, and prevention plans.

b. In areas where Indian lands are not bounded by reservation boundaries and tracts are owned by individual allottees, a Regional Allotment Plan will be developed to identify how Indian Affairs will respond to the fire preparedness needs and requests of individual allottees.

c. If there are no resource plans, the FMP may serve as a "stand alone" plan. As resource plans are developed, each FMP must be brought up to date insuring integration of resource goals and objectives.

d. The management response to wildfires, regardless of source must be based on the resource management objectives of the area planned and guide the appropriate response through criteria and prescriptions. Wildfires must be suppressed in areas lacking an approved FMP or in which an FMP is not consistent with the *Federal Fire Policy*.

e. FMPs on Indian Trust lands with historic large wildfire occurrence or potential for significant wildfires that could result in costly wildfire suppression should consider wildfire cost containment issues. The overall goal is the establishment of an effective linkage between land/resource management planning, fire management planning, project planning, and the preparation of Wildland Fire Situation Analyses (WFSA) for alternative management responses to large wildfires. The desired outcome is for land/resource management planning to provide a transparent, broad foundation that guides appropriate management responses to large wildfire, with the inclusion of historical and foreseeable suppression costs of large wildfires as a consideration in decision making.

B. Fire Program Analysis

1. Policy

Information on fire program policy is located in *Indian Affairs Manual, Part 90.*

3-9

2. Guidance

Fire Program Analysis (FPA) is currently under re-development. There will be no formal FPA analyses performed until the FPA program is completed and implemented. Implementation is scheduled to occur in June 2008. FPA guidance will be provided at that time. Current FPA information may be obtained at the following web site: http://www.fpa.nifc.gov/.

C. Fire Season Length

1. Fire Season Determination

a. Historic Fire Occurrence

The FPA Historical Analysis (HA) program identifies the fire season for each fire planning unit (FPU) including the participating BIA/Tribal Units within the FPU using the most recent 10 years wildfire occurrence and weather statistics. BIA and Tribal fire occurrence information used in the FPA analysis must be derived from the Wildland Fire Management Information (WFMI) System.

D. Fire Program Complexity

1. Guidance

a. In 1995, the Department of the Interior and Department of Agriculture developed and approved the *Federal Wildland Fire Management Policy and Program Review*. In 1996, the Departments published the *Implementation Action Plan Report*, which outlined the requirements by Federal agencies to implement the new policy. Action Item 27 of the *Implementation Action Plan Report plan* states that agencies will "establish fire management qualifications based on program complexity, and staff existing and future agency administration and fire management vacancies with individuals who meet these qualifications and who are committed to accomplishing the total fire management program."

These complexity standards, along with the guidance for applying the standards, were developed by a National Wildfire Coordinating Group (NWCG) task Group and included in the *Interagency Fire Program Management Qualifications Standards and Guide*, of January 2000.

b. Every WFM program has been evaluated for the overall program complexity. Ultimately, the complexity rating for each program

determines the Fire Management Officer (FMO) Position grade level preparedness funding base salary request (i.e. GS 9/5, 11/5, or 12/5).

c. The complexity rating process will use the factors identified in the BIA *Unit Complexity Analysis Rating Handbook.*

d. Formal re-evaluations of Unit complexity ratings are suspended until further notice.

Chapter - 4
Program Preparedness / Readiness

A. Introduction

The Program Preparedness/Readiness component of a Wildland Fire Management (WFM) 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 Fire Management Plan (FMP), should reference the following agreements, contracts, and operating plans (see Chapter 3).

B. Preseason Agreements, Contracts and Operating Plans

1. Authorities

a. The authority to enter into Interagency Agreements, Cooperative Agreements, Memoranda 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.

b. 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.

2. Responsibility and Procedure

a. Field offices 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.

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

3. Standards and Qualifications for Bureau and Tribal Resources

The National Wildfire Coordination Group (NWCG) *Wildland Fire Qualification System Guide* (PMS 310-1) is policy for all personnel assigned to wildland fire incidents on or off Tribal Trust lands.

4. Standards and Qualifications for Non-Federal Resources

The following NWCG Policy applies to all non-federal resources used in WFM.

a. The NWCG *Wildland Fire Qualification System Guide* (PMS 310-1) qualification/certification standards are mandatory for national mobilization of wildland fire fighting resources.

b. During initial attack (IA), unless otherwise agreed upon locally, all agencies (federal, state, local and Tribe) accept each other's standards. Once jurisdiction is clearly established, then the standards of the agency(s) with jurisdiction prevail.

c. 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 IA of wildfires on lands under the jurisdiction of a federal agency.

d. Geographic area coordination groups (GACGs) should determine the application of NWCG PMS 310-1 qualifications standards for mobilization within their respective geographic areas.

e. On a wildfire where a non-federal agency has jurisdiction, the standards of that agency apply.

5. Agreements

a. 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-preparedness, suppression, fuels, prescribed fire management and wildland fire use 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 should be included in the agreement. 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 agreements must undergo periodic joint review and, as appropriate, revision.

6. Mutual Aid Agreements

a. The national agreement, which serves as an umbrella for interagency assistance among federal agencies, is the "Interagency Agreement Between the Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National Park Service (NPS), Fish and Wildlife Service (FWS) of the United States Department of the Interior (DOI), and the Forest Service of the United States

Department of Agriculture (USDA)" (2002, amended 2002)". This and other national agreements give substantial latitude while providing a framework for the development of state and local agreements and operating plans.

b. Besides the national agreement, state and local cooperative agreements shall be developed for mutual-aid assistance. These agreements are essential to the fire management program in each field office.

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

7. 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:

a. 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.

b. 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.

c.   Communications

- In mutual aid situations, the common designated radio frequency should be a "direct" or "line of sight" frequency. Responding and requesting parties should monitor for any change in weather conditions or safety or emergency situations. Once command decisions are made, they must be transmitted and confirmed over the responding and requesting parties' tactical frequencies.

- 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.")

- Radio protocol and equipment availability/capability might dictate that local fire departments or cooperators and federal resources each use their own tactical frequencies in wildfire suppression, allowing the "direct" frequency to be the communication link between the responding and requesting parties for command and/or emergency situations. However, continuous use of separate frequencies could result in miscommunication; for this reason, it is important that all agencies change to a single frequency or establish a common communications link as soon as practical.

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

d.   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.

e.   Time/Duration

Responding and requesting parties should identify time limitations (usually 24 hours) for resources in a non-reimbursable status, and

4-5

"rental rates" when the resources are in a reimbursable status. Use of geographic area interagency equipment rates is strongly encouraged.

f. 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.

g. Reimbursement/Compensation

- Compensation should be "standard" for all fire departments in the geographic area. The rates identified shall be used. Reimbursements should be negotiated on a case-by-case basis, as some fire departments may not expect full compensation but only reimbursement for their actual costs. Also, whenever possible, equipment and operators should be contracted as a unit and paid at a flat rate. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

- Cooperation

  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.

8. Contracts

a. 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.

b. 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.

9. Emergency Assistance To Other Jurisdictions

a. 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–

    1) The performance of essential community services;
    2) Issuance of warnings of risks or hazards;
    3) Public health and safety information, including dissemination of such information;
    4) Provision of health and safety measures; and
    5) 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.

b. 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.

10. Federal Emergency Management Agency and the WFM Program

a. 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 United States Department of Agriculture (USDA) Forest Service is the primary agency responsible for ESF #4: Firefighting. The Bureau of Land Management (BLM) has been assigned support responsibility for ESF #4 and for other emergency support activities, as requested.

b. Requesting Assistance

- A Major Disaster Declaration usually follows these steps:

    1) Local Government Responds, supplemented by neighboring communities and volunteer agencies. If overwhelmed, turn to the state for assistance.
    2) The State Responds with state resources, such as the National Guard and state agencies.
    3) Damage Assessment by local, state, federal, and volunteer organizations determines losses and recovery needs.
    4) 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.
    5) 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.

6) 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.

c. 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.

d. 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.gv/tribal/liaisons.htm

C. Program Preparedness/Readiness Reviews

1. Purpose

a. Pre-season fire preparedness/readiness reviews provide comprehensive operational evaluations on the wildland fire programs. <u>These reviews are to be conducted annually prior to fire season</u>. 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.

b. 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 - Safety Officer
- Checklist 6 -Training
- Checklist 7 - Aviation Base Review
- Checklist 8 - Individual Firefighter
- Checklist 9 - Dispatch

- Checklist 10 - Engines
- Checklist 11 - Interagency Hotshot Crew
- Checklist 12 - Smokejumper
- Checklist 13 - Helicopter Moduel
- Checklist 14 - Dozer
- Checklist 15 - Handcrew Non-IHC
- Checklist 16 – Mitigation-Prevention

Optional Materials

- Drills and Skills Summary
- Drills and Skills
- Prescribed Fire/Wildland Fire Use
- Lookout
- ROSS

Potential Fire Program Review Materials

- Severity Audits
- Incident Business Management

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

d.   Review teams may be assembled by the Regional or BIA-National Interagency Fire Center (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.

D. Fire and Aviation Safety Reviews

1. Purpose

a.   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).

b. FAST reviews can be requested through Geographic Area Coordination Centers (GACCs) 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 National Interagency Coordination Center (NICC).

c. FASTs 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.

d. 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.

E. 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 Chapter 10 of the NWCG *Interagency Incident Business Management Handbook* and DOI AD Pay Plan. The National office will also be responsible for oversight and may request Regional reviews to assure proper use of the emergency hiring authority.

The oversight management of the AD program must insure the correct use of the emergency fire suppression, severity, Burned Area Emergency Response (BAER) and hazardous fuels accounts. Utilizing the accounts authorized by the BIA-NIFC office for all hazard incident payments and monitor the casual payment program with an inspection process.

F. Fire Occurrence Reporting

1. Wildland Fire Reporting

a. The Wildland Fire Management Information (WFMI) System is the Bureau's official system of record for wildfire occurrence statistics. When wildfire occurrence data - both historic and current - is needed for planning efforts or other purposes, it will be obtained solely from WFMI. Units will be provided the opportunity to correct erroneous data in WFMI.

b. In accordance with the DOI policy that requires an interagency Fire Occurrence Reporting System (FORS), WFMI will also serves NPS and BLM.

c. In 2004, NWCG launched an effort to study the requirements for fire occurrence reporting and the current systems in use. While the timetable is undefined, this effort presumably will lead to the development and implementation of an interagency FORS that will include all federal and state agencies with WFM responsibilities.

d. With these impending developments, guidance issued in the form of memoranda, technical bulletins, handbooks, and user guides may supersede the information presented below.

2. Policy

a. All local incidents; wildfires, natural outs, support actions, prescribed fire, wildland fire use, and false alarms – will have and Individual Fire Report prepared and archived as documentation. Only all-hazard incidents that are Presidential declared will require an Individual Fire Report. Reporting requirements vary by incident type and are described in the BIA *Fire Occurrence Reporting System Users Guide*.

- 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 appropriated for multiple ignitions. For example, if a train starts three wildfires along a short distance of the track, but all three wildfires are contained within a single control perimeter, the incident may be documented with one report.

- Units should report every support action, including those incidents where support is provided to another unit. Note that

this reinstates the previous policy to negate the change implemented in 2004, where support actions were not reported when responding to another unit's fire.

- Although prescribed fires and wildland fire use fires are also reported in National Fire Plan (NFP) reports and they must also be reported on an Individual Fire Report in FORS.

b. The Individual Fire Report format used by BIA is the DI-1202 BIA Fire Reporting Form.

c. The Individual Fire Report can be initiated at any time during an incident and it must be completed shortly after the incident has concluded. The completed local copy of the report may be used as a legal document and must be archived per BIA policy and guidelines.

d. Once the Individual Fire Report has been completed, the information must also be encoded into FORS.

e. Deadlines for completing the Individual Fire Report and encoding the information into FORS is as follows:

- Wildfires within 14 days after the fire is declared "out".

- Natural outs and false alarms within 14 days after discovery or notification.

- Support actions within 14 days after all local resources have been released from the incident or other support activities have ceased.

- Prescribed fires within 14 days after project field operations have concluded.

- Wildland fire use fires within 14 days after project field operations have concluded.

- All-hazard Presidentially declared incidents within 14 days after the incident has concluded.

f. For some incidents, required data may not be available within the deadlines noted above. For example, the total incident costs may not be known until after BAER operations have been completed or 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

4-13

Individual Fire Report and FORS must be updated once the actual data becomes available.

g. In addition to the Individual Fire Report, large incidents may also require situation reports that are updated periodically. These reporting requirements are usually stipulated by unit's GACC and/or NICC. Typically, the Incident Status Summary Form (ICS-209) is updated daily and transmitted to the unit's respective zone or GACC.

h. In the event that is declared an escaped prescribed fire or wildland fire use fire, and is reclassified as a wildfire, separate Individual Fire Reports must be prepared. The narrative of the prescribed fire or wildland fire use report should indicate that the wildland fire was reclassified and reference the new assigned wildfire number, and report only those acres that burned with the prescription of the prescribed fire or wildland fire use fire. A new fire report is started for the newly declared wildfire and report acres burned from the point of reclassification to the declared out acres. The cause and narrative should indicate that the wildfire resulted from a prescribed fire or wildland fire use fire.

3. FireCode Application

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

b. A FireCode will be required for every wildfire (excluding prescribed and wildland fire use fires).

c. 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.

d. <u>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.</u> The BIA National Business Center will pre-load FireCode numbers into the Federal Financial System (FFS) in place of fire numbers starting October 1, 2004.

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

4. 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 4-2.**

a. Wildfires occurring on BIA Trust lands (BIA/Tribal unit is the host unit).

*   BIA/Tribe host unit dispatcher will access the FireCode web-site 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. <u>The FireCode is not the fire number for BIA</u>. 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 the Federal Finance System (FFS). 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. <u>If the wildfire is a false alarm you must create a fire report in WFMI, however you only have to generate one FireCode for the season</u>. You would enter this FireCode on each false alarm fire report.

b. 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).

4-15

- 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 FFS, 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.

c. 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.

d. 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.

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).

- If needed, a BIA/Tribal unit will acquire one FireCode for the fire season to cover all local support actions related to employing additional personnel under operations to supplement local forces when in short term high fire danger.

- If a FireCode is created for local short term support actions the local unit must report the FireCode to their respective Regional office when the code is created.

- 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. If additional short term needs arise through the fire season, an additional support action fire report must be created for each action. All support action fire reports created for short term support actions will use the same annual FireCode.

- 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

4-17

respective short term support costs when reporting to the Regional office.

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

- BIA-NIFC will identify a unique FireCode for each BIA Regional office to be used for EFF Training within their Region. BIA units must use the designated FireCode for their respective region to charge obligations for EFF training.

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

- When entering the accounting for obligations the 4 characters from the FireCode must be entered into the BIA unit's FFS 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.

g.   Wildfire Severity – Firecode will be used by BIA to identify all costs related to approved BIA wildfire severity actions.

- All severity requests will continue to 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 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 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 FFS. 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 actions.

h. 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 the 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 FFS. 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.

i. FireCode will be used by BIA to identify all costs related to BAER actions.

- When BIA resources are requested in support of approved BIA BAER projects, BIA-NIFC will acquire 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 BAER activities under the approved BAER plan.

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

- A support action fire report needs to be completed for BAER actions.

h. FireCode will be used by BIA to identify all rehabilitation actions.

- When BIA resources are requested in support of approved BIA rehabilitaiton projects, BIA-NIFC will acquire 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 rehabilitation activities under the approved rehabilitaion plan.

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

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

G. National Fire Danger Rating System

1. Introduction

The National Fire Danger Rating System (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).

2. NFDRS and Program Management

a. 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.

b. 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.

    1) 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 Weather Information Management System (WIMS). Thresholds can be determined using the FIREFAMILY PLUS program.

    Response levels should consider the following elements:

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

c. 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.

d. 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

4-21   2008 Blue Book

same as fire management zones (FMZs) developed in the fire preparedness planning process.

- Each rating area will have a resource response developed based on NFDRS outputs.

H. BIA Fire Weather Program

All WFM programs will identify at least one fire weather station for fire planning purposes. This listing of weather stations will be updated annually.

Each Region and Agency/Tribe will identify a primary contact for fire weather and weather stations.

1. BIA and Tribal Wildfire Owned Stations

The BIA manages approximately 65 NFRDS weather stations which are scattered across the United States. In addition, there are approximately 30 non-NFRDS weather stations, which are mostly portables and are mainly used for large wildfires and prescribed fires.

- Remote automated weather stations (RAWS) that contribute to wildland fire management operations, will meet NFDRS standards as specified in the NWCG *Weather Stations* publication (PMS 426-3). The most recent copy of these standards is available at the following web site: http://www.fs.fed.us/raws/standards.shtml.

- BIA Regions and Agencies/Tribes will ensure that RAWS meet NFDRS standards. Each Unit is accountable for managing the weather stations that they own, which includes properly locating stations, security, hardware maintenance and data management. This will be documented in the Automated Sorting, Conversion and Distribution System (ASCADS) as per the NFDRS Standards.

- Regions will work with geographic areas and or zones to insure all areas are adequately covered by a weather station network and to minimize overlap.

- Regions and Agency/Tribes will coordinate with Predictive Services and/or the National Weather Service (NWS), to ensure weather observation quality and WIMS station catalog maintenance.

- Movement of existing NFDRS stations to new sites. Stations should not be moved without first consulting the NWS, Predictive Services and other cooperators.

- Weather data will be archived on a daily basis in the WIMS to ensure data is available for use in NFDRS and other applications.

- If a station quits working or sensors or other equipment malfunction Units will initiate a response within three days. This usually just involves contacting the maintenance contractor after making sure the station site is secure. If it is not practical to reach the site due to snowpack or other environmental concerns then the RAWS should be repaired as practical.

- Non-NFDRS weather 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 *NFDRS Weather Station Standards*. The maintenance will be documented in ASCADS. Examples would be portable stations or research stations. Non-NFDRS stations do not have to have a NWS number and a WIMS station catalog but Units may establish them as needed.

- Portable RAWS located at Agencies/Tribes: Regions/Agencies/Tribes are encouraged to cache portable RAWS at a central location so stations will be actively used. These RAWS should also be listed in the regional or zone mob guides.

- NIFC Fire RAWS and Project RAWS: These stations can be ordered as specified in mobilization guides. The ordering agency is responsible for funding of any needed RAWS maintenance out of the appropriate funds. The ordering Agency/Tribe will coordinate with the BLM RAWS group in Boise, ID and maintenance dollars will be collected upfront for the duration of the project. Local units who have technicians qualified to set up the equipment do not need to order technicians from NIFC. These units can be shipped directly to the requesting unit.

- Weather Station Metadata: Metadata is information that defines the weather station location, name, sighting characteristics (slope, elevation, and aspect), contact information, data transmission and many other attributes. Metadata is contained in the WIMS Catalog and in ASCADS. Units need to ensure that metadata in WIMS and ASCADS matches up as close as possible.

- Weather Station naming conventions: The names of existing stations should not be changed without a good justification. 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**. MTCRA represents Crow

Agency in Montana and "Port1" represents a unique number to identify the station.   If another portable RAWS was purchased at Crow Agency the name of that station would then be **MTCRA_Port2**. These names should not be changed.

- Weather data collection and archiving standards for NFDRS. Refer to PMS 426-3 and the WIMS handbook.

- National Environmental Satellite, Data, and Information Service (NESDIS) identifiers will be obtained through the BIA Fire Weather/RAWS coordinator in Boise, Idaho. Once assigned a NESDIS number should not be changed for any station unless that station is moved to a new location.

- NWS numbers (such as 230612) for new RAWS can be obtained from the appropriate Predictive Services office.

- Units are encouraged to obtain WIMS and NFDRS training.

- Units and Regions are encouraged to use the interagency RAWS website for information on training, maintenance etc. Units/Regions should sign up for the automated RAWS News available on this site. This web site is: http://www.fs.fed.us/raws/

2. Burned Area Emergency Response Stations

Weather alert systems for monitoring of rain and water flow are available from several private vendors. These systems include telemetry and maintenance and are more appropriate and cost effective for use on Burned Area Emergency Response (BAER) projects than the Fire RAWS (remote automated weather stations). These orders should be coordinated with the BIA BAER staff at the Regional level. Web sites for further information are as follows:

> http://nhwc.udfcd.org/
> http://www.alertsystems.org/

I. Seasonal Risk Analysis

1. Introduction

a. A Seasonal Risk Analysis is a procedure for analyzing present and future fire danger for any given area.

b. A Seasonal Risk Analysis 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.

c. Information from a Seasonal Risk Analysis can be used to modify staffing levels and pre-attack plans. It provides the basis for actions such as pre-positioning critical resources, requesting additional funding, or modifying Memoranda of Understanding (MOU) to meet anticipated needs.

d. Each field office 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 index values (ERC, BI)

- Keetch Byram or Palmer Drought Index

- 1000-hour fuel moisture (timber fuels)

- Vegetation moisture levels
  1) Live fuel moisture (brush fuels)
  2) Curing rate (grass fuels)

- Unusual weather events (early severe frost)

- Temperature levels

- Humidity levels

- Precipitation levels

- Episodic wind events (moisture drying days)

- Fire occurrence to date

e. 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.

f. If the Seasonal Risk Analysis suggests that an abnormal fire season might be anticipated, a field office should consider developing a severity request.

Seasonal Risk Analysis is an on-going process. It should be reviewed periodically and revised when significant changes in key

4-25

indicators occur. All reviews of risk analysis, even if no changes are made, should be documented.

J. Severity

1. 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 an abnormal increase in wildfire potential or danger, or to fire seasons that either start earlier or last longer than planned in the FMP. The fire danger rating operating plan or AOP should identify thresholds for identifying the need for severity resources.

2. Objective

The objective of requesting fire severity is to mitigate losses by improving suppression response capability when there is potential for abnormally severe fire behavior, or fire occurrence outside of the normal fire season. When either of these conditions exits and when suppression resources that were acquired through the approved fire planning process (e.g. 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.

3. Typical Uses

Severity funds are typically used to:

- Increasing prevention activities.

- Temporarily increase firefighting staffing.

- Pay for standby.

- Preposition initial attack suppression forces.

- Provide additional aerial reconnaissance.

- Provide for standby aircraft availability.

- Other supplemental contractual services.

4. Authorization

Authorization to use severity funding is provided in writing based on a written request with supporting documentation. Specific information required in the request is outlined in **Appendix 4-1**. Authorization is on a project by project basis and comes with a severity cost code. The Director, Branch of Fire Management will issue severity costs codes for approved severity projects.

Authorization is provided for a maximum of **thirty days** per request; however, regardless of the length of the authorization, use of severity funding must be terminated when abnormal conditions no longer exist. If the fire severity situation extends beyond the thirty day authorization, the unit must submit a request for extension with supporting documentation or prepare a new severity request.

5. Support Action Funding

Each fiscal year, Regions/Agencies/Tribes may generate support action FireCodes to meet the short-term severity needs (e.g., wind events, cold dry front passage, lightning events, and unexpected events such as OHV rallies that are expected to last less than one week). Regional Directors and Superintendents are responsible and accountable for ensuring that these funds are used only to meet the short term emergency needs. Resources must be released when the wildfire conditions do not persist and funding activities must be terminated.

6. National Level Severity Funding

The BIA-NIFC office is authorized to allocate emergency operations sub-activity; severity funds 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 timeframes specifically outlined in the authorization, and only for the objectives stated above.

Fire Severity funds are limited, and may be capped due to budget limitations.

CHAPTER 4 - READINESS

7. Appropriate Fire Severity Funding Charges

    a.   Labor

        This includes:

- 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.

- 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 for the incident.

- 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 assignments/details may last up to 30 days and the NWCG work/rest guidelines apply to all personnel funded under a severity assignment.

    b.   Vehicles and Equipment

        This includes GSA rental and mileage, agency-owned use rate, 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.

    c.   Aircraft

        This includes:

- Contract extensions.

- The daily minimum for call when needed (CWN) aircraft.

- Preposition flight time.

- Support expenses necessary for severity funded aircraft (facility rentals, utilities, telephones, etc.).

d. 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).

- Other miscellaneous travel and per diem expenses associated with the assignment.

e. 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.

- 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.

8. Inappropriate Fire Severity Charges

a. To cover differences that may exist between funds actually appropriated (including rescissions) and those identified in the fire planning process.

4-29

b. Administrative surcharges, indirect costs, fringe benefits.

c. Equipment purchases.

d. Purchase, maintenance, repair or upgrade of vehicles.

e. Purchase of telephones.

f. Purchase of pumps, saws, and similar suppression equipment.

g. Aircraft availability during contract period.

h. Cache supplies which are normally available in fire caches.

i. Backfill of Agency/Tribal resources for Agency/Tribal resources dispatched off unit for non-unit incidents.

j. Emergency Equipment Rental Agreements (EERAs) cannot be used for non-emergency activities (severity, rehabilitation, hazardous fuels, etc).

9. Interagency Requests

Agencies/Tribes working cooperatively in the same geographic area, should work together to generate and submit joint requests, and to utilize severity funded resources in an interagency manner. However, each Agency/Tribe should request funds only for its own Agency/Tribe specific 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.

10. Requesting Fire Severity Funding

Fire severity funding requests should be submitted on the Interagency Severity Funding Request Form (**Appendix 4.1**), 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. Authorizations will be returned in writing. Modifications and extensions of existing requests should be made through the same process.

11. 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 sub-activity, severity and the requesting office's severity cost code.

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 sub-activity, severity and the requesting office's severity cost code.

Regular hours worked in suppression operations will require the use of the appropriate fire sub-activity with the appropriate firecode number. Overtime in fire suppression operations will be charged to the emergency operations sub-activity, suppression with the appropriate firecode number.

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.

12. Documentation

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

13. 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

K. Automated Information Systems

1. Incident Qualification and Certification System

a. The Incident Qualification and Certification System (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 taskbooks, incident experience, qualifications, and incident qualification cards (red cards).

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

2. Wildland Fire Management Information System

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

b. System access is user specific and will require a user identification and password. See the *Wildland Fire Management Information System User Guide* for more detailed information.

3. Weather Information Management System

a. 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.

b. 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.

- Interactive communications environment.

c. System access is user specific and requires a user identification and password. A WIMS user guide is located on the web site at: http://famweb.nwcg.gov. 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.

4. Remote Automated Weather Stations

a. 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://www.fs.fed.us/raws.

b. 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.

c. 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.

5. 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.fire.org/perl/tools.cgi.

6. Wildland Fire Assessment System

a. 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.

b. 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.

7. Lightning Detection System

a. 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.

b. Identified BIA/Tribal users can access the web site 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.

c. 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):
    1) Option 1: Users can specify the "Last X hour(s)
    2) Option 2: Users can specify "Relative Time Period"

        (a) Begin X day(s) ago with hour X
        (b) End X day(s) ago with hour X

    3) Option 3: Users can specify "Fixed Time Period"

        (a) Begin (Month, Day, Year, Hour)
        (b) End (Month, Day, Year, Hour)

- POLARITY (Users have 3 options):
    1) Option 1: Both (Positive & Negative)
    2) Option 2: Positive Only
    3) Option 3: Negative Only

- STORM TRACKING (User have 2 options):

    1) Option 1: On
    2) Option 2: Off

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

    1) Major Roads
    2) Major Rivers and Lakes
    3) State Capitals
    4) Minor Roads (Oregon and Idaho)
    5) Counties

6)   States
7)   Indian Reservations
8)   National Parks
9)   National Forests

8. Resource Ordering and Status System

The National Interagency Resource Ordering and Status System (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/

9. National Fire Plan Operating and Reporting System

The National Fire Plan Operating and Reporting System (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

L. Radio Communications

1. Policy

a.   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.

b.   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.

2. Radio Frequency Management

a. Frequency assignments for normal operations or initial attack are made on a permanent basis and are requested through the bureau's telecommunications manager.

b. Mutual-aid agreements for frequency sharing can be made at the local level. A NIIMS form PMS 903-1/NFES 1519 "Radio Frequency Sharing Agreement" is available and may be used for this purpose.

c. A mutual-aid frequency sharing agreement is valid only in the specific locale it originates in. These agreements do not authorize the use of a shared frequency in any other area.

d. Do not use a frequency unless authorized to do so by communications personnel at the local, regional, or national level.

e. On an incident, the Communications Unit Leader (COML) will assign frequencies on the Communications Plan (ICS-205) for incident use. The ICS-205 is always a part of the Incident Action Plan (IAP) and distributed at every operational period briefing.

f. When incident management teams are pre-positioned in a field unit or geographical area, consideration should be given to also pre-positioning a radio kit for immediate use by the team when assigned.

g. Frequencies for Type 1 and Type 2 incidents are assigned through the National Incident Radio Support Cache (NIRSC) located at NIFC. The conversion to the narrowband frequencies in 2005 will allow more frequencies to be assigned to each incident to prevent interference. More complex situations that involve two or more incidents within the same geographic area require detailed coordination.

h. During severe situations and/or when there are significant numbers of large incidents, additional frequencies can be assigned. These are temporary assignments, and are requested by NIRSC-NIFC. This applies to frequencies for command, ground tactical, and aviation operations. Additional frequencies are provided in the following circumstances:

- The NIRSC 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.

3. Pre-assigned National Frequencies

a. National Air Guard - **168.625 MHz** is a National Air Guard frequency for government aircraft assigned to incidents. It is used in emergency communications for aviation. A separate receiver is required to permit continuous monitoring. Transmitters on this frequency should be equipped with an encoder on 110.9 Hz.

   • Restrictions for use are:

      1) Air-to-air emergency contact and coordination.
      2) Ground-to-air emergency contact.
      3) Initial call, recall, and re-direction of aircraft when no other contact frequency is available.

b. National Flight Following - **168.650 MHz** is the National Interagency Air Net frequency. It is used for flight-following of official aircraft. The intent is not to use this frequency for local large incidents unless necessary.

   • Restrictions for use are:

      1) Flight-following, dispatch, and/or re-direction of aircraft.
      2) Air-to-ground and ground-to-air administrative traffic.
      3) Not authorized for ground-to-ground traffic.

c. National Interagency Air Tactics - **166.675 MHz, 167.950 MHz, 169.150 MHz, 169.200 MHz, 170.000 MHz** are frequencies used to support air-to-air or ground-to-air communications on incidents west of the 95th meridian.

   • Restrictions for use are:

      1) These frequencies shall be used for air-to-air and ground-to-air communications only.

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

        2)   Interagency geographic area coordination centers assign these frequencies. Assignment must be coordinated through the NIFC, communications duty officer (CDO).

        3)   Transmitter power output of radios installed in aircraft operating on these frequencies shall be limited to 10 watts.

        4)   Base stations and repeaters are prohibited on these frequencies.

    d.   National Airtanker Initial Call - **123.975 MHz** is the national interagency frequency assigned to all airtanker bases for their exclusive use. No other use outside of airtanker bases is authorized.

    e.   National Government All-Call Frequencies - **163.100 MHz and 168.350 MHz** are for use anywhere, any time. They are good choices as travel frequencies for strike teams moving between assignments. They are available for ground tactical frequencies during IA or incident operations.

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

M. Unit Identifiers

All change requests new BIA Unit Identifiers must be made through the unit's respective Regional office by formal request to BIA-NIFC. BIA-NIFC 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 should not be made to the geographic area Data Custodian. Unit Identifiers should not be changed by the geographic area Data Custodians. Only after coordination and approval from BIA-NIFC will the geographic Data Custodians create or remove BIA Unit Identifiers.

Unit Identifiers were initially created by the wildland fire dispatch community as a short-cut method for designating organizational units. A 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, Fire Planning Analysis (FPA), and NFDRS/Fire Weather.

The Unit Identifier is a five or six-character code that is used to uniquely identify specific Agency or Tribal units. In addition to the code, each Unit Identifier record contains information about the organizational unit such as: department, agency, name, etc.

The NICC Unit Identifier database will serve as the official system of record for authentic Unit Identifiers. The system of record for Unit Identifiers will serve as the authoritative source for valid Unit Identifiers for all NWCG systems. By creating a data standard, it is assumed that NWCG systems must ensure that Unit Identifiers are not added, modified, or deleted without a matching transaction to the system of record.

1. General recommendations:

    a. Do not request a change of your Unit Identifier unless there is a compelling reason why it should be changed other than for cosmetics.

    b. 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.

    c. 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.* However, changing that Unit Identifier, after it has been created, is discouraged in the future, even if that Unit descriptive name changes from an Agency, Tribe, field office, work station, etc.

    d. There is less of a concern in changing the Unit Name as opposed to the Unit Identifier. The Unit Identifier is what will be used by all of these systems for tracking to a particular unit, with the name as a helpful descriptor.

    e. Creating a new Unit Identifier in the IQCS currently requires creation of a new BIA Unit Code as well, even though these will be used less in the future.

    f. 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.

    g. Once an old Unit Identifier is discarded, it cannot be used again. Considering the frequency of changes in the past few years of Agencies going to Tribes or field offices and some of these going back to Agency, we don't want to overburden the system with

constant future changes to Unit Identifiers. We want 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.

APPENDIX 4-1
Interagency Severity Funding Request
(Fund 92500, Program 92350)

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 represented by those conditions that exceed the weather and fire history conditions used in the Fire Management Planning Analysis (FMPA) and therefore should exceed the planned workload.

A request for severity funding should be made at a minimum of 5 days in advance of the proposed need. Severity is based on abnormal and prolonged conditions relevant to high fire danger. Therefore, monitoring of such conditions prior to their occurrence is critical to a timely and efficient response.

The declaration of need for severity must include involvement at the geographic area coordination center (GACC), Zone, and local levels. The declaration must identify the additional needs beyond the GACC, Zone and local levels of support. A written request from the GACC or local Zone must be provided in support of the request. The request must be submitted 5 days in advance of the expected need.

The authorization to use Emergency Operations funds for severity preparedness purposes is controlled by individual severity request and their corresponding severity cost code. A request must be submitted in the following format from the Agency/Tribe through their respective Region to BIA-NIFC office. Upon approval, a FireCode number will be assigned and funding established.

Severity funding may be used to: temporarily increase or extend seasonal 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 will not be used to hire local emergency firefighters (EFFs) under the Administratively Determined (AD) hire program for local situations. Agencies should continue to use support actions, as in the past, to hire EFFs and other resources for the immediate time of the emergency and release them when not needed. Typically the duration of hire is less than a week when not directly committed to a going fire. The support action fire report

4-41

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 below should demonstrate that fuel and weather conditions exceed those used in the fire management plan and therefore, the planned workload. Severity funds and project approval will be identified by a special FireCode number. All FireCode numbers will be identified, authorized and executed by BIA-NIFC. All 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 Federal Financial System (FFS).

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

- Precipitation/drought Palmer or standardized precipitation indicies that specify the departure from normal.

- Fuel Loading Quantitative information comparing current to the average.

- Fuel moisture, current live and dead fuel moistures compared to average and the all-time worst (local current 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.

- NWS 30-day weather outlook.

- Weather station NFRDS 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

Resources should be requested by type, quantity and cost. The severity cost estimation worksheet should be used in developing the cost for the

resources requested.

Agency/Tribe_____ Start Date_____ End Date:_____

Duration_____

Item Requested	Quantity Requested	Unit Cost	Total Cost
TOTAL REQUESTED DOLLARS			

V. SIGNATURE PAGE:

PREPARED BY:_____ Date:_____
             Agency Fire Management Officer

RECOMMENDED BY:_____ Date:_____
             Superintendent

REVIEWED BY:_____ Date:_____
             Regional Fire Management Officer

CONCURRED BY:_____ Date:_____
             Regional Director

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

SEVERITY COST CODE:_____
             (assigned by BIA-NIFC):

Cost Estimation Worksheet

Severity Cost Estimation Worksheet

Worksheet Assumptions: 1) Overtime based 2 hrs standard staffing/day; 2) Days off worked at 1/2 time; 3) Labor estimates are based on pg 6 of labor charts; 4) All overtime calculated at uncapped rates

Only Change Numbers Highlighted in Yellow. Do Not Change Grey Areas.

M&IE Local Rate: $0.00

Estimated Transportation Cost (Airline Ticket): $0.00

Per Diem and Travel

Ordered Personnel	Resource Quantity	Days Requested	Estimated Base Labor Cost	Estimated OT Labor Cost	Estimated Total Per Diem	Estimated Total Transportation Cost	Cost Per Resource	Cost Per Resource Per Day	Total Cost
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
	0	0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00

| Sub Total Ordered Personnel | 0 | | $0.00 | $0.00 | $0.00 | $0.00 | | | $0.00 |

Local Staff	Resource Quantity	Days Requested	Estimated OT Labor Costs	Cost per Resource	Cost per Resource per Day	Total Cost
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00
	0	$0.00	$0.00	$0.00

| Sub Total Local Staff Overtime | 0 | | $0.00 | | | $0.00 |

Cost Estimation Worksheet

Engines	Resource Quantity	Days Requested	Estimated Base Labor Cost	Estimated OT Labor Cost	Estimated Total Perdiem	Estimated Total Transportation Cost	Cost Per Resource	Cost Per Resource Per Day	Total Cost
		0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
		0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
		0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
Sub Total Engines	0		$0.00	$0.00	$0.00	$0.00		$0.00	$0.00

Watertenders	Resource Quantity	Days Requested	Estimated Base Labor Cost	Estimated OT Labor Cost	Estimated Total Perdiem	Estimated Total Transportation Cost	Cost Per Resource	Cost Per Resource Per Day	Total Cost
		0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
		0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
		0	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00
Sub Total Engines	0		$0.00	$0.00	$0.00	$0.00		$0.00	$0.00

Aviation	Daily/Hourly Availability Cost	Days Requested							Total Cost
Helicopter	$0.00	0						#DIV/0!	$0.00

Helicopter Transportation Time	Estimated Flight Time to Unit (Hours)								Ferry Cost
	$0.00	0							$0.00

	Number on Flight Crew				Estimated Total Perdiem	Estimated Relief Crew Transportation Cost	Cost Per Resource		Per Diem Cost
Pilot/Crew Perdiem		0			$0.00		$0.00		$0.00
Sub Total Aviation									$0.00

Total Request For Ordered, Local, Engines, Watertenders and Aviation									#NAME?
Logistics, Supplies and Fuel									$0
Total Request									#NAME?

APPENDIX 4-2
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).** (92310)	X			
B. Fires occurring on BIA Trust lands in which BIA/Tribal resources are sent from other BIA/Tribal units in support of the incident **(BIA/Tribal unit is the host unit).** (92310)	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).** (92310)		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).** (92310)			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).** (92310)	X			
F. FireCode will be used by all BIA units to charge obligations related to EFF **training (1 FireCode per Region for the season).** (92310)				X
G. FireCode will be used by BIA to identify all cost related to approved wildfire severity actions. (92350)				X
H. FireCode will be used by BIA units to identify all costs related to approved **BAER actions.** (92320).				X
I. FireCode will be used by all BIA units to identify all costs related to approved **rehabilitation actions.** (92B20)				X

Chapter - 5
Wildland Fire Prevention

A. Introduction

The implementation of Wildland Fire 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.

B. Wildland Fire Prevention Program Guidance

The Bureau released the *Wildland Fire Prevention Handbook* in 2006, to be revised in 2008. 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 content of the Handbook. The Regional WUI/Prevention Specialists, or the BIA-NIFC Deputy Fire Use Specialist, should be consulted for guidance outside the scope of this chapter or the handbook.

1. Current Program

The Bureau's prevention program capability has increased nationally and regionally with the addition of six WUI/Prevention positions placed strategically throughout the nation to serve all of Indian Country. The employees, Region's they serve, and phone numbers are identified in Appendix 5-1. Consult your local mobilization guide for further contact information.

2. Prevention Planning

Wildland Fire Prevention Plans (WFPPs) are required to secure long-term prevention program funds. Chapter 3 of the *Prevention Handbook*

5-1

(5-B above), describes the requirements and process for developing a WFPP and obtaining funding for its implementation. Refer to the Handbook or communicate directly with the Regional Prevention staff for further prevention planning assistance.

3. Funding Opportunities for Prevention Activities

a. Wildland Fire Management (WFM) Accounts

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

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

1) 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.

- Prevention personnel are funded from preparedness (92T00) and therefore do not accrue a savings in program dollars when assigned to fire suppression for their base-eight.

2) Low Complexity:
Funding may be requested to meet the basic needs of Tribes and Agencies when a prevention plan would be of little benefit. These funds are limited to each year and may be used to procure prevention training, technology, equipment and supplies. Prevention tasks would be performed as collateral duties. These funds may be recurring if sufficient funding is available. However, a written request must be provided to the Regional Office for

approval, be concurred with the Regional Prevention staff, before being sent to NIFC.

3) Severity:
The identification of prevention actions is critical to the development of a severity request; see Chapter 4, Section J of this guide for severity request criteria and procedures. Severity requests are routinely prepared by Agencies/Tribes experiencing or expecting to experience severe fire danger. Severity funds may be used to fund prevention teams, augment patrols, develop and implement local prevention campaigns, i.e., community risk assessment and mitigation plans, community outreach and education, and addressing a local arson problem. Agencies and Tribes are encouraged to include prevention activities in severity requests. The funding request for prevention activities must be submitted with the Agency Severity request to the Regional Office. These are not recurring funds.

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. Funds used in this program are non-recurring and based on availability. The Regional Office will be informed by the Regional Prevention Specialist when supplemental funding is available. These accounts may be created and funded at the Regional and/or National level. Prevention program supplemental funding associated with these accounts has very specific and limited use. Requests must be submitted on the Supplemental Request form to the Regional Office. The Supplemental Request form can be obtained from the Regional Prevention Specialists.

Appropriate uses:

- Invitational travel for prevention specific wildland fire prevention and education training for those locations currently not receiving prevention funding.
- Purchase of support items such as fire investigation kits, prevention materials, educational materials, for those locations currently not receiving prevention funding.
- The development and printing of educational materials such as brochures, flyers and banners

5-3

to be used for special events where large numbers of visitors are expected, i.e., Large Tribal rodeos, fairs, pow-wows, Memorial Day weekend camping.

- Additional Fire Danger Rating Signs.

Prohibited Uses:

- Salaries & support costs for any position
- Employee Benefits
- Overtime
- Motorized vehicles and suppression equipment
- Medical Claims
- Travel for regular government employees attending a non - prevention, education or fire investigation training
- Purchase of capitalized equipment.

Contact your Regional Prevention Specialist in your Region for additional information on how to request this funding and its funding limitations.

5) WUI Funds:
   WFPP funds are also eligible through the WUI Program. Prevention needs are entered in the Community Assistance portal of the National Fire Plan Operating Reporting System (NFPORS) annually by May 1 of each year. Community Wildland Prevention Plans (CWPP,or equivalent) development, risk assessments, mitigation plans, the Student Conservation Association-Fire Education Corps, and FIREWISE Conferences are examples of programs eligible for WUI funds. These and other regional and national initiatives should be coordinated through the Regional WUI/Prevention Specialist.

6) Department of the Interior (DOI) Administratively Determined (AD) Pay Plan for Emergency Workers Program:

   The DOI AD Pay Plan allows for the performance of prevention duties when regular employees are not available and when fire danger is very high or extreme. Patrols, homeowner risk assessments, and signing are examples of prevention actions that may be funded under the AD Pay Plan. These are not recurring funds.

4. Prevention Program Monitoring and Review

Monitoring and review is the responsibility of the Regional office, Agency, and Tribe. WFPPs 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 reviews are to be conducted as part of the preparedness program reviews and should include the Regional Prevention Specialist to insure funding intent is met. See Chapter 4, Section C, page 4-9.

5. Wildland Fire Investigation

a. Policy

[This section will be superseded upon approval of the BIA Wildland Fire Investigation Handbook.]

The Bureau of Indian Affairs (BIA), *90 IAM Part 90, Chapter 1,* policy is to investigate all wildfires occurring on lands held in trust or restricted status for Indian Tribes to determine the specific cause and origin. 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.

- A memorandum of understanding (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. The most recent version of this MOU can be obtained from the Regional Prevention Specialists.

- At the local level, OJS and Fire Management must develop and implement a Standard Operating Procedure (SOP) to further outline the roles and responsibilities of each entity at the local unit in regards to wildfire cause and determination. Refer to the standard operating procedure (SOP) and the investigation (INVF) protocol in the Prevention Handbook for further explanation and detail.

b. National Fire Investigation Teams

A Tribe, Agency or Region may request, through BIA-NIFC, a wildland fire investigation team (INVF Team) to assist if local

resources are not available when additional investigative resources are needed.

- For information on how to request or participate on a BIA Arson Investigation Team, contact the Regional Prevention Specialist.

- For additional information refer to the new 2008 BIA Wildland Fire Investigation Handbook.

6. National WeTip Program

WeTip is a national anonymous tip hotline for reporting wildland arson. 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 your Regional WUI/Prevention Specialist.

APPENDIX 5-1

<u>BIA Regional Wildland Fire Prevention Specialists</u>

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

Western, Navajo, and Southwest:
Val Christianson, (505) 563-3375

Rocky Mountain and Great Plains:
Vacant, (406) 247-7949

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

Midwest and Eastern:
Gary Hilton, (612) 725-4526

Pacific:
Jim Nanamkin, (916) 978-6148

Chapter - 6
Fire Fighting Equipment and Materials

A. Engines

1. Engine Crew Staffing

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

b. Type 3, 4 or 5 engines will have a minimum crew size of three:

- Single resource engines will be comprised of an ENGB, and two or more FFT2s.

- Task force engines will have an ENGB and the appropriate number of FFT2s.

2. Performance Requirements for Engine Crews

The following performance requirements are based on the daily duties of engine crew personnel and may exceed the standards listed in the National Wildland Fire Coordinating Group (NWCG), *Wildland Fire Qualification System Guide (PMS 310-1)*. These performance requirements must be evaluated during the Preparedness Review process.

a. Policy

- The following regulations, in conjunction with the work/rest guidelines (see Chapter 9, Driving Limitations), can help Agency Administrators/Line Officers and fire managers to provide for the safety of fire personnel who ride in or operate Bureau fire apparatus.
- The Federal Motor Carriers Safety Regulations apply to commercial vehicles and interstate transportation. However, the federal government is exempt from 49 CFR 390. This exemption is found in Part 390.3, General Applications, which states: (f) Exceptions. Unless otherwise specifically provided, the rules in the sub-chapter do not apply to... (5) The operation of fire trucks and rescue vehicles while involved in emergency and related operations. The current Bureau manual (9210.53) defines "driving" as the operation of a fire apparatus to or from an incident on a designated highway or roadway. This language is consistent with 49 CFR 390.3.

b. Casuals Hired as Drivers When Employed By BIA

See Chapter 10 Business Management and Administration.

c. BIA employees as drivers for wildland fire operations

See Chapter 10 Business Management and Administration.

d. Commercial Driver's License (CDL)

Although 390.3 exempts fire vehicles, BIA policy requires a CDL for all operators of vehicles 26,001 GVW and over.

e. Driving Limits

- Federal law restricts those driver's whose assignment requires a CDL, vehicles over 26,001 lbs. and buses, to no more than 10 hours driving time in a duty period with 8 hours between shifts.

- Drivers who's duty period is not limited by law may not exceed 10 hours of driving time in a within any duty day with 8 hours between shifts.

- 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.

  o Exception: Exception to the minimum off-duty hour requirement is allowed when essential to 1) accomplish immediate and critical suppression objectives, or 2) address immediate and critical firefighter or public safety issues. A driver shall drive only if they have had at least 8 consecutive hours off duty before beginning a shift.

- Documentation of mitigation measures implemented to manage fatigue, as provided by the existing work rest guidelines, is also required for drivers who exceed 16 hour work shifts. This is required regardless of whether the driver is still compliant with the 10 hour individual (behind the wheel) driving time limitations

f.   Speed Limits/State Laws

Operation of all vehicles must abide by state traffic regulations. Operations of all vehicles will be conducted within the limits specified by the manufacturer. Limitations based on tire maximum speed ratings and Gross Vehicle Weight (GVW) must be followed. It is the vehicle operator's responsibility to ensure vehicles meet these and any other limitations specified by the Bureau or state regulations.

3. Standards for Wildland Engines

a.   Engine Typing and respective standards are identified in the NWCG *Fireline Handbook, (PMS 410-1).*

b.   Apparatus safety and operational inspections will be accomplished either on a post-fire or daily basis. Offices are required to use this document for guidelines and record keeping. Periodic maintenance (as required by the manufacturer) shall be performed at the intervals recommended and properly documented. All annual inspections should include a pump test to assure the pump/plumbing system is operating at desired specifications.

c.   Lighting

It is highly recommended, but not required, that the lighting package meet National Fire Protection Association (NFPA) standards. Fire Management Officers (FMOs) may equip engines in service with overhead lighting packages. While off-road and/or during suppression activities, headlights and taillights shall remain illuminated at all times the vehicle is in operation. In addition, overhead lighting (or other appropriate emergency lights) shall be illuminated whenever visibility is reduced to less than 300 feet. Light bars, flashing lights, strobe lights, and other lighting equipment designed for emergency use, shall only be used for designated purposes during suppression operations and emergencies. Specific approval and training must be provided for these special uses.

d.   Chocks

At least one chock will be carried on each engine and will be properly installed whenever the engine is parked or left unattended. This includes engine operation in a stationary mode without a driver "in place."

e. Fire Extinguishers

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

f. On-Board Flammable Liquid Storage

Office of Safety and Health Administration (OSHA) regulations state that only <u>approved metal containers</u>, of not more than 5 gallons capacity, having a spring-closing lid and spout cover and so designated that it will safety relieve internal pressure when subject to fire exposure, be used for storing or transporting flammable liquids (29 CFR 1910.106). To comply with OSHA requirements and bureau directives, only OSHA approved, type II metal safety cans should replace plastic containers and traditional metal "Jerry Cans." (This does not apply to the 2-in-1 polyethylene containers used to fill chain saws nor to the Jerry can used to fuel Mark III pumps.) All flammable liquids and solids carried on engines will be stored in appropriate containers clearly marked as to their contents.

g. First Aid Equipment

Each engine shall carry, at a minimum, a property equipped 10-person first aid kit. It is strongly recommended that an adequate number of Water Jel burn packs be included.

4. Operational Procedures

All engines will be equipped, operated, and maintained within guidelines established by the Department of Transportation (DOT) and state/local operating plans, (including weight). All personnel assigned to BIA fire engine modules will meet all gear weight, cube, and manifest requirements specified in the national mobilization guide.

5. Engine Equipment Inventory

An inventory of supplies and equipment carried on each vehicle is required to maintain accountability and to obtain replacement items lost or destroyed on incidents. Recommended stocking for Bureau engines is shown in **Appendix 6-1**.

6. Suppression Chemicals & Delivery Systems

a. Foam

- Guidelines

Technical guidelines for equipment operations and general principals of foam application are discussed in *Foam vs. Fire, Class A Foam for Wildland Fires.* NWCG, PMS-446-1, NFES 2246, 2nd ed., October 1993 and *Foam vs. Fire, Aerial Applications*, NWCG, PMS 446-3, NFES 1845, October 1995.

- Policy

Standard operating procedures for fire management and suppression activities involving water as the suppression or protection agent delivered by engines and portable pumps, shall include the use of an approved Class A foam concentrate to improve the efficiency of water-except near watercourses where accidental spillage or over spray of the chemical could be harmful to the aquatic ecosystem. Foam can also be delivered by helicopters and Single Engine Airtankers (SEAT's).

- Proportioners and Nozzles

    1) Proportions are designed to provide an appropriate mix of foam concentrate and water during pumping operations rather relying on batch mixing to prepare foam solutions. Both manual and automatic proportioner systems are available. Specific agency standards may require the used of a specific type system. Manually regulated proportioners, such as around-the-pump proportioners, in-line and by-bass educators, and suction-side regulators, are acceptable for remote portable pump and wildland fire engine operations when the operator understands the device limitations.
    These devices are available as a foam kit for use with portable pumps. Around-the-pump proportioners are common on BIA Model 52 wildland fire engines.
    2) Automatic proportioners are required for compressed air foam systems to prevent slug flow. Automatically regulated proportioners, such as Robwen Flowmix 500 or Foam Pro 1600 are recommended.
    3) Proportioners should be flushed after every operational period of use.
    4) Conventional Nozzles and Backpack Pumps - Mix ratio is 0.1-0.3%. Hydraulic considerations are the same as water.

6-5

     5)   Aspiring Nozzles - Mixture ratio is 0.2 - 1.0%, but generally 0.5%, depending on nozzle, "foaminess" of concentrate used, and type of application. Adjust the ratio to best meet needs and objectives. Foam production and delivery should occur as readily as would water delivery.

- Compressed Air Foam Systems (CAFS)

     1)   Keep Static air and water pressure equal.
     2)   Start with a 0.3% mix ratio; adjust if necessary
     3)   Generally operate with 1 cfm of air for every gpm of water; adjust if necessary.
     4)   Employ a motionless mixer or 100 feet of hose to develop foam in the hose.
     5)   Foam production and delivery should occur as readily as water delivery.

- Personal Safety and Protection

     1)   Foam concentrates and solutions must be tested to meet minimum requirements with regard to mammalian toxicity, acute oral toxicity, acute dermal toxicity, primary skin irritation, and primary eye irritation (*International Specifications for Class A Foam for Wildland Fires, Aircraft or Ground Application, August 1993*).
     2)   Personnel involved in handling, mixing, and applying foam concentrates or solutions should be trained in proper procedures to protect their health and safety as well as that of the environment.
     3)   Personnel must follow the manufacturer's recommendations as found on the product label and product Material Safety Data Sheet (MSDS).
     4)   Approved foam concentrates are mildly to severely irritating to the eyes. Anyone involved with or working in the vicinity of foam concentrates should use protective splash goggles
     5)   Containers of foam concentrate or solutions, including backpack pumps and engine tanks, should be labeled to alert personnel that they do not contain plain water, and that the contents must not be used for drinking purposes.
     6)   Slickness is a hazard at storage areas and unloading and mixing sites. Because foam concentrates and solutions contribute to slippery conditions, all spills must be cleared up immediately.
     7)   Personnel applying foam should stand in untreated areas. A foam blanket can be dangerous to walk through because it conceals ground hazards. Also, foam readily

penetrates and corrodes leather boots, resulting in wet feet and potentially ruined leather.

8) All safety precautions associated with ground crews near retardant drops also apply to aerial foam drops.

9) Personnel assigned to operate a compressed air foam system must be trained in safety CAFS operations, including operating the nozzle, working around charged hose lays, and how to prevent slug flow.

b. Long-Term Retardant

- Principles of application and coverage levels are outlined in "NFES 2048, PMS 440-2".

- Policy

  Using environmentally approved long-term retardants in wildfire suppression efforts is standard in fire management and planning. The retardants are most often delivered in fixed-or-roto-wing aircraft. Environmentally approved retardants currently contain sulfate or phosphate salts.

- Operational Principles

  1) Use retardant drops before an immediate need is recognized; pretreat according to expected fire behavior.
  2) Retardant dropped in the morning will still be effective in the afternoon.
  3) Build progressive retardant lines.
  4) Use retardant drops to cool areas (reduce flame length), as necessary, in support of ground forces.
  5) Be sure the line is clear of personnel prior to dropping retardant.
  6) Be alert for gaps in retardant lines.
  7) Expect fixed-wing vortices and rotor-wing down wash.
  8) Wildfires can burn around, under, spot over, and with enough intensity, through retardant lines.

- Safety

  1) Environmentally approved long-term retardants are tested to meet specific minimum requirements regarding mammalian toxicity in the following areas: acute oral toxicity, acute dermal toxicity, primary skin irritation, and primary eye irritation.
  2) Some environmentally approved long-term retardants are mildly irritating to the eyes. Personnel that mixes or

handles retardants, and those near retardants drops, should use protective goggles.

3) Retardant drops can cause slippery footing and slippery tool handles. Take care when walking through areas that have had retardant applied; tool handles should be wiped clean of retardant.

4) Personnel involved in handling, mixing, and loading retardant should be trained in proper procedures to protect their health and safety.

5) Personnel should not be under a retardant drop. The target or drop area must be clear of personnel prior to the drop.

6) Persons downrange, but in the flight path of intended retardant drops, should also move to a location that will decrease the possibility of being hit with retardant if a drop goes long.

7) Persons near retardant drops should be alert for objects (tree limbs, rocks, etc.) that the drop could dislodge.

- Environmental Guidelines

1) Due to the sensitivity of aquatic habitats, the application of foam and retardant into bodies of water must be avoided. Leave at least a 300-foot buffer zone from the water.

2) To reduce impacts to the environment:

(a) During training or briefings, inform field personnel of the potential danger of fire chemicals, especially concentrates, in streams and lakes.

(b) Locate foam and retardant mixing and loading areas and dip-tank sites to minimize contact with natural bodies of water.

(c) Exercise care to avoid spills at mixing, loading, and application areas–especially near streams.

(d) Notify authorities promptly of any fish kill or spill into a water body. Under the Endangered Species Act (ESP) federal agencies are required to consult with the National Marine Fisheries Service (NMFS) on any action that may affect listed species.

(e) Minimize or avoid dipping from rivers or lakes with a helicopter during foam and retardant operations. Set up an adjacent reload site and manage the foam and retardant in portable tanks, or terminate the use of chemicals for that application.

2. National Model 52 Wildland Engine Program

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

a. Mission/Policy

- Provide a standardized Model 52 for the participating Agency or Tribe.
- Provide an opportunity to supply trucks for Model 52 pumping systems.
- Provide refurbishments and repair services for Fire Management Planning Analysis (FMPA) approved number of engines.
- Provide training in the use and maintenance of the Model 52 pumping system.
- Evaluate new equipment and Model 52 improvements to meet the wildland fire program needs.
- Provide emergency repair services or replacements for Model 52s.

b. Organization

The program is organized into three geographical areas.

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

c. Administration

- The program is administered through the National Wildland Fire Management Office at the National Interagency Fire Center, Boise, Idaho.

- A Board has been established to plan, develop and budget for the annual operations of the program. The board is comprised of the Model 52 Program Leads at each center and the Assistant Director, Fire Operations.

- Trucks and fabrication supplies for the Model 52 is procured through the BIA-National Interagency Fire Center office.

B. Dozers

1. Policy

Personnel assigned as Agency/Tribal dozer operators will meet the training standards for a FFT2. This includes all safety and refresher training, including annual review of the 10 Standard Fire Orders, 18 Watch Out Situations, and principles of LCES, and fire shelter use and deployment. While on fire assignment, all operators and support crew will meet PPE requirements including the use of aramid fiber clothing, hard hats, fire shelters, etc.

2. Operational Procedures

a. Since dozers operate independently, communication is essential between operators, support crew, and supervisors. BIA dozers will be equipped with programmable two-way radios, configured to allow the operator to monitor radio traffic. If not addressed in the contract, contract dozers or offer-for-hire dozers must also be provided with radio communications, either through a qualified dozer boss or an agency-supplied radio.

b. Operators of dozers and transport equipment will meet the DOT certifications and requirements regarding the use and movement of heavy equipment-including driving limitations, CDL requirements, and pilot car use.

c. Physical Fitness Standards

- Physical Fitness Standards will be defined locally.

C. All-Terrain Vehicles

The operation of an All-Terrain Vehicle (ATV) is considered high risk and should be utilized only when essential to accomplishment of the mission and not as a matter of convenience. Because of the high risk nature of ATV operations, BIA wildland fire personnel will follow the specific operational policy as highlighted below:

1. ATV Requirements

a. Four to six wheels.

   b.   Cargo capacity adequate to carry load required for task being accomplished (see manufacturer's specifications).

   c.   Rack capacity adequate (see manufacturer's specifications).

   d.   Heavy duty or puncture resistant tires.

   e.   Liquid engine cooling system or auxiliary fan if engine is air-cooled.

2. Auxiliary Equipment

   a.   Fire extinguisher

   - Minimum 2.5 lbs., Type B-C
   - Mounted to be easily accessible

3. PPE Requirements

   a.   Nomex shirt and pants

   b.   8" leather boots

   c.   Leather gloves

   d.   Eye protection (goggles, face shield or safety glasses)

   e.   Fire shelter

   f.   Helmet (DOT, ANSI-90, or SNELL M-95 approved)

4. Communications Equipment

   a.   Working radios

   b.   Extra batteries

5. Operations

   a.   The standard wildland hardhat is not acceptable protection for ATV use, and will not be worn as a substitute for an approved helmet while operating an ATV.

   b.   No passengers will be carried except in emergency situations or if the vehicle was originally designed for more than one rider.

   c.   Operating speed will be appropriate for the conditions and terrain.

d. Loads shall be mounted and secured so as to not affect the vehicle's center of gravity.

e. Load weights shall not exceed manufacturer's recommendations.

f. A risk assessment must be completed and approved by the supervisor prior to vehicle operation. (ATV JHA in **Appendix 6.2** may be used as an example)

g. Earbuds are recommended so the driver can hear the radio while operating the ATV.

6. Training

ATV operators are required to attend a basic agency or industry-provided ATV Operator Safety Course before being awarded the competency of ATVO in IQCS.

APPENDIX 6-1
Engine Equipment Inventory

Category	Item Description	NFES #	Type 3,4&5	Type 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
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		*	*

Engine Equipment Inventory, cont.

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
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

Engine Equipment Inventory, cont.

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
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" 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	*	*
	2½" NPSH-F to 1½" NH-M	2229	*	*
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

6-15

Engine Equipment Inventory, cont.

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
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.

Appendix 6-2
ATV Job Hazard Analysis, Page 1

U.S. Department of Interior Bureau of Indian Affairs	1. WORK PROJECT/ACTIVITY ATV use for Fire Operations	2. LOCATION Nationally	3. UNIT
JOB HAZARD ANALYSIS (JHA)	4. NAME OF ANALYST	5. JOB TITLE	6. DATE PREPARED

7. TASKS/PROCEDURES	8. HAZARDS	9. ABATEMENT ACTIONS Engineering Controls * Substitution * Administrative Controls * PPE
Riding ATV's on road and trails	Falls	Ride only on trails within the technical capacity and at a safe speed. Use approved Personal Protective Gear (PPE); goggles, sturdy boots, and gloves. If a rapid stop is required, apply front and rear brakes evenly.
	Head Injuries	Always wear a helmet and watch the trail ahead for low hanging limbs and shrubs.
	Ankles and Knee injuries	Keep your feet on the foot pegs when the machine is in motion. If the ATV falls over be sure to keep your legs and feet away from getting under the machine.
	Hand and wrist injuries	Install and use the hand protectors on the handlebars and operate the ATV wearing gloves.
	Dehydration	Carry plenty of drinking water with use and drink water frequently during hot weather.
	Hypothermia	Wear clothing in layers to adjust to changing weather and temperatures. Carry additional clothing if necessary.
Hauling equipment on ATV's.	Weigh Distribution	Distribute the weigh as follows: 2/3rds of weigh should be placed on the back rack and 1/3 of the weight on the front rack. When using ATV trailers, minimize the load ATV racks.
	Secure Load	The load must be secured with tie downs, bungee cord or straps in an even manner.
	Avoid Sight Restrictions	Do not load the front rack on such a way that it impedes safe vision. Keep the load low enough not to block you sight.

10. LINE OFFICER SIGNATURE	11. TITLE	12. DATE

Previous edition is obsolete

(over)

ATV Job Hazard Analysis, Page 2

JHA Instructions

The JHA shall identify the location of the work project or activity, the name of employee(s) involved in the process, the date(s) of acknowledgment, and the name of the appropriate line officer approving the JHA. The line officer acknowledges that employees have read and understand the contents, have received the required training, and are qualified to perform the work project or activity.

Blocks 1, 2, 3, 4, 5, and 6: Self-explanatory.

Block 7: Identify all tasks and procedures associated with the work project or activity that have potential to cause injury or illness to personnel and damage to property or material. Include emergency evacuation procedures (EEP).

Block 8: Identify all known or suspect hazards associated with each respective task/procedure listed in block 7. For example:

   a. Research past accidents/incidents.
   b. Research the Health and Safety Code, or other appropriate literature.
   c. Discuss the work project/activity with participants.
   d. Observe the work project/activity.
   e. A combination of the above.

Block 9: Identify appropriate actions to reduce or eliminate the hazards identified in block 8. Abatement measures listed below are in the order of the preferred abatement method:

   a. Engineering Controls (the most desirable method of abatement. For example, ergonomically designed tools, equipment, and furniture.

   b. Substitution. For example, switching to high flash point, non-toxic solvents.

   c. Administrative Controls. For example, limiting exposure by reducing the work schedule; establishing appropriate procedures and practices.

   d. PPE (least desirable method of abatement). For example, using hearing protection when working with or close to portable machines (chain saws, rock drills, and portable water pumps).

   e. A combination of the above.

Block 10: The JHA must be reviewed and approved by a line officer. Attach a copy of the JHA as justification for purchase orders when procuring PPE.

Blocks 11 and 12: Self-explanatory.

Emergency Evacuation Instructions

Work supervisors and crewmembers are responsible for developing and discussing field emergency evacuation procedures (EEP) and alternatives in the event a person(s) becomes seriously ill or injured at the worksite.

Be prepared to provide the following information:

   a. Nature of the accident or injury (avoid using victim's name).
   b. Type of assistance needed, if any (ground, air, or water evacuation).
   c. Location of accident or injury, best access route into the worksite (road name/number), identifiable ground/air landmarks.
   d. Radio frequencies.
   e. Contact person.
   f. Local hazards to ground vehicles or aviation.
   g. Weather conditions (wind speed & direction, visibility, temperature).
   h. Topography.
   i. Number of individuals to be transported.
   j. Estimated weight of individuals for air/water evacuation.

The items listed above serve only as guidelines for the development of emergency evacuation procedures.

JHA and Emergency Evacuation Procedures Acknowledgment

We, the undersigned work leader and crewmembers, acknowledge participation in the development of this JHA (as applicable) and accompanying emergency evacuation procedures. We have thoroughly discussed and understand the provisions of each of these documents:

SIGNATURE   DATE   SIGNATURE   DATE

Chapter - 7
Fire Fighting Crews

A. Introduction

The Bureau of Indian Affairs (BIA) Wildland Fire Management (WFM) program typically employs the following types of crews: Hotshot Crews, Type 2 Crews and Camp Crews. This chapter describes these crew programs. Each crew must meet the minimum National Wildfire Coordinating Group (NWCG) qualifications and standards as identified in **Appendix 7-1.**

B. Interagency Hotshot Crews

1. Policy

The BIA National Hotshot Crew program represents a cooperative effort, within the BIA and between the BIA and Tribally administered Interagency Hotshot Crews (IHC's), to set standardized operating procedures, guidelines and policy for management and administration of BIA funded IHCs.

2. Mission

The mission of the BIA National IHC program is to provide a safe, organized, mobile and highly skilled hand crew for all wildland fire management activities. The crews in this program represent elite fire fighting resources that build their professional reputations on integrity, quality and productivity. Crew members will use their skills and experience to provide training and mentoring in fire suppression and prescribed fire activities.

3. Program Guidance

   a. The *Interagency Hotshot Crew Operations Guide* documents the minimum training, qualifications, physical fitness, operational procedures, and transportation standards for all IHC's. All IHC's must be certified annually as documented in the operations guide. 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 IHC's. This guide is available on the web site at:
   http://www.fs.fed.us/fire/people/hotshots/.

7-1

b. The Bureau's *National Hotshot Crew Management Guide* documents specific guidance that is pertinent to the BIA. The program objectives are as follows:

- Establish an oversight program and guide to ensure uniform standards and procedures for the BIA National IHC Program.
- Provide the administrative and supervisory direction for management of the operations of its member crews.
- Identify legitimate uses of the BIA National IHC Program.
- Identify a process for entering into the BIA/Tribal National IHC Program.
- Establish direction and requirements for annual reporting to the IHC Management Board and BIA-National Interagency Fire Center (NIFC).
- Identify protocol for participation of BIA funded IHC's at the geographical area and national levels.

4. IHC Organization

a. The BIA/Tribal Hotshot Crew Management Board provides national level oversight for the BIA program. The board consists of the crew superintendents and is responsible for providing program accountability, operational oversight, and crew compliance to NWCG and Interagency standards and qualifications.

b. Crew organization and structure will follow the *National IHC Operations Guide* and Standardized Position Descriptions for the following positions: Superintendent, Assistant Superintendent, Squad Leader, Senior Firefighter, and Crewmember with required IQCS qualifications tied to the positions description. Each IHC will contain a minimum of seven permanent/career positions.

c. All host units will be required to ensure that the IHC has completed and document readiness reviews annually prior to seasonal availability. Documentation then has to be forwarded to the BIA-NIFC office and geographical area coordination center (GACC). There will be no exception to this requirement for the BIA Host Units or BIA IHC's. (Reference Appendix C and D of the National IHC Guidelines.)

d. The minimum mobilization standards for all IHC's are as follows.

- Must have a minimum of 18 qualified personnel to be dispatched.
- Shall have no more than 20% of the crew with less than one season of fire experience.
- Must have permanently assigned supervisory staff.

- Must have an assigned availability period with a minimum of 90 consecutive days (including required days off).
- Must work and train together a minimum of 40 hours per week during their availability period.
- Will be able to mobilize within 2 hours of receipt of orders during their availability period.
- Will be available for incident assignments with no geographic restrictions.
- Will be able to break down into at least three squads for initial attack and/or other independent operations.
- Must have assigned vehicles, hand tools, power saws and communications equipment configured for their needs.
- Will be logistically self-sufficient utilizing credit card or agency purchasing authority.

e. The BIA fully funds 9 certified IHC's. Additional information on the BIA IHCs is in **Appendix 7-2.**

5. Safety

a. BIA IHC's will promote and maintain a passion for safety. Tactical assignments for crews will not be initiated or continued without strict adherence to the 10 Standard Fire Orders, 18 Watch Out Situations, and principles of Lookouts, Communications, Escape Routes and Safety Zones (LCES). It is the responsibility of each crew member to function safely.

b. Violation of the minimum mobilization standards of 18 crew members will be considered a safety violation and possible disbanding of the crew immediately. Responsibility to follow this standard belongs to the Host Unit Supervisor and the Crew Superintendent.

6. Training

a. All members of an IHC must receive an annual minimum of 80 hours of required training (refer to Appendix B of the *National Interagency Hotshot Crew Operations Guide*). All returning members of an IHC must receive 24 hours of critical training before their first assignment in a fire season. All new members of an IHC must receive the required training for an IHC crew member prior to being dispatched as a member of an IHC.

b. Critical training will include, but is not limited to, crew safety, risk management, firefighting safety, fire behavior, communications, and organization. The final responsibility for crew availability will

rest with the Superintendent's certification to management that all training is complete.

7. Physical Fitness Standards

Minimum physical fitness requirement are identified in the *National Interagency Hotshot Crew Operations Guide.*

8. Operational Procedures

The core tour of availability for national mobilization, excluding required training periods, for BIA IHC's will be a minimum of 10 pay periods. The core period will be established by the home unit and the GACG.

In the event that a crew is not available for the 10 pay periods of national availability. The crew will lose national funding and will be disbanded immediately.

9. Communications

BIA IHC's will provide a minimum of five programmable multi-channel radios per crew.

10. Transportation

Crews will be provided adequate transportation. This should not exceed four vehicles. All vehicles must adhere to the certified maximum Gross Vehicle Weight (GVW) limitations.

11. Equipment Inventory

Equipment inventory shall be completed annually and forwarded to the respective Regional offices and BIA-NIFC office. All equipment that was purchased using the national IHC account shall be recorded and tagged following property requirements of the BIA property management guidelines.

In the event a crew is disbanded for any reason all equipment will be returned to the Regional office and used with other IHC's within the Region. In the event that Region has no need for the equipment it should be transferred to another Region that hosts BIA IHC's. The BIA-NIFC office will help facilitate this process if requested to move the property following BIA property regulations.

12. IHC Development Process

After reviewing and evaluating the criteria for the establishment of an IHC the following process must be followed to pursue funding and recognition within the BIA and wildland fire community.

a. The Home Unit must submit an IHC proposal through their respective Regional office to the supporting GACG for consideration of development of a new IHC. This proposal must identify that there is local support for the crew, develop a training plan to meet the national standards, and develop a budget based on the training program. Additional information can be found in the BIA *National Hotshot Crew Management Guide*.

b. If the GACG verifies the need for additional IHCs and the Regional office confirms, the request should be officially sent to BIA-NIFC, Operations.

c. BIA-NIFC will consolidate proposals and provide them to the BIA Hotshot Crew Management Board.

d. The Hotshot Crew Management Board will evaluate proposals and make recommendations to BIA-NIFC for incorporation of crews into the BIA funded National IHC Program.

e. The request for funding new IHC's will be incorporated into the Bureau's two year out budget request when only funding is available.

f. If funds are secured, BIA-NIFC will notify the appropriate Regional office(s) of newly funded IHC(s). The Regional office should work closely with the supporting GACG to ensure the crews are incorporated into the system as an IHC trainee crew.

g. Once certified (see *National IHC Guide* for certification process) the servicing GACG will nominate the crew to the National Interagency Coordination Center (NICC) for inclusion in the *National Interagency Mobilization Guide* as a designated national IHC. This certification process will be completed annually by all BIA-IHC;s crews.

h. BIA-NIFC will provide available funding for the IHC to the Home Unit through the respective Regional office.

i. The Home Unit shall provide direction, support, and review processes to ensure IHC operations are safe, efficient and meet the operations standards as are set forth in the *National Interagency Hotshot Crew Operation Guide*, BIA Hotshot Crew Annual

Operating Plan, BIA *National Hotshot Crew Management Guide*, *National Interagency Mobilization Guide, Interagency Fire Business Management Handbook, Fireline Handbook* and other governing documents.

C. Type 2 Crews

The BIA WFM Program has a long history of providing emergency firefighter (EFF) crews as its contribution to the national wildland fire suppression effort. At maximum mobilization nearly 50% of all Type II Crews are Native American Indian EFF crews. The EFF program provides an important employment opportunity to the Tribes.

For the Bureau, Type 2 crews usually consist of agency personnel, contract crews, or emergency fire fighters (EFF). 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 fire fighting crews and camp crews typically consist of local individuals that are hired under the Department of the Interior (DOI) Administratively Determined (AD) Pay Plan for Emergency Workers. They are hired for the duration of the emergency and then released from employment.

1. Policy

    a.   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. Information specific to this program is documented in the BIA *Wildland Fire Emergency Fire Fighter and Crew Management Guide.*

    b.   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

    c.   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.

    d.   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.

2. Mission

a. Provide organized, skilled crews for wildland fire operations by instilling standards, funding and operational consistency throughout the Bureau's WFM program.

b. Provide local, regional and national crew resources as the Bureau's contribution and fair share to the wildland fire management effort.

c. Work with Tribes to enhance employment opportunities, and support the long term tradition of Native American Indian Firefighters.

3. Crew Organization

a. Fire Fighting Crews

- Crew composition shall consist of one Crew Boss, a minimum of two 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 their selves in a work-safe manner at all times.

b. 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 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.

4. National Minimum Standards (Physical Fitness and Training) for Fire Fighters

a. Assigned crew overhead (crew boss/squad boss) must meet the minimum standards set forth in NWCG *Wildland Fire Qualification System Guide (PMS 310-1).*

b. Individuals must meet the arduous physical fitness level as defined in the *Fitness and Work Capacity* publication.

c. Individuals must be available for 14-day minimum assignment, excluding travel.

d. Crew members are required to have complete S-130 and S-190 and annual refresher training prior to crew assignment. Field exercises that compliment classroom training are recommended.

e. Minimum NWCG training and experience requirements are shown in **Appendix 7-3**.

5. Personal Gear Requirements for Firefighters

a. The following personal gear represents the minimum NWCG requirements for dispatch outside the local unit for wildland fire fighters.

- Personal protective clothing (hard hat, fire resistant shirt and trousers, 8 inch leather boots, leather gloves, hearing and eye protection, fire shelter)
- Sleeping bags.
- Four programmable radios.
- Crew First Aid kit and personal First Aid kits.
- Web gear, headlamp with batteries, 1 qt. canteen.
- Maximum total crew weight 5100 lbs.
- Crew members will be allowed two bags (one soft bag, 45 pounds and one day bag, 20 pounds) weighing a total of 65 pounds per individual. All gear and personal items will be carried inside the bag. No aluminum frames will be allowed.

b. Government supplied Items (to be issued prior to assignments). All government property will be turned into the home unit upon return, even if an item is damaged beyond repair.

- Hard hat, Fire shelter (fireline crews only).

- Flame resistant shirt (2 each).
- Flame resistant trousers.
- Belt First Aid Kit (Crew Boss and one Squad Boss).
- Personal Pack.
- Canteen (fireline crews only).
- Headlamp, work gloves (all leather), ear plugs, goggles.
- Individual first aid kit (fireline crews).
- Day pack/Line pack (fireline crews only, standardized at home unit option).

c.   Recommended Personal Items

- Work shirt; all cotton, long sleeve (at least one).
- Work trousers; all cotton, without cuffs (at least one).
- Coat, jacket or sweatshirt.
- Underclothes; cotton.
- Socks; heavy wool or heavy cotton.
- Handkerchiefs.
- Ground cloth; plastic or rubber.
- Personal items; toothbrush, toothpaste, shaving gear and sanitary napkins or tampons, prescription medication (at least a 14 day supply), etc.

6. EFF Program Management and Funding

a.   Management and Administration

- 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:

    1)   Facilitating and providing accountability for training and crew qualifications.
    2)   Reviewing, prioritizing and consolidating program funding requests.
    3)   Identifying and verifying the number of BIA EFF crews available to the national crew system. Report annually to Regional Mobilization Guides prior to print.
    4)   Establishing procedures to respond to employee conduct issues that are beyond the scope of the home unit.
    5)   Crew Management Plans are to be sent to the National Office upon revision or implementation, (geographic and/or Agency Specific).

b.   Request For Funding Authorization

7-9

- The authorization and procedure for use of the emergency operations "suppression" (92310) program account, for emergency firefighter training is as follows.

  1) A funding request plan must be completed that identifies the program need for EFF funding.
  2) The request must be submitted through the EFF Crew Management Boards or equivalent to the respective Regional Fire Management Officer (FMO) by January 1st of each year.
  3) Requests will be reviewed and authorized in writing to the respective Crew Management Board and/or Agency.
  4) BIA-NIFC will do random audits of this process to ensure program compliance.

c. 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.

- BIA-NIFC will identify a unique FireCode for each BIA Regional office to be used for EFF fire training within their Region. BIA units must use the designated FireCode for their respective region to charge obligations for EFF training.

- The FireCode will be used in place of the support action fire number when entering an obligation to the Federal Finance System (FFS).

- When entering the accounting for obligations the four characters from FireCode must be entered into the BIA unit's FFS 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.

d. 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 program.

- Procurement of training course materials and supplies.

e. 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:

  1) Not to exceed a total of 80 hours per year for an individual in preparation for emergency fire situations.
  2) 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.
  3) 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 effort. All activities that can be planned well in advance must use traditional methods of payment.
  4) <u>Training should take place during regular work hours</u>.

f. Supplies and Materials Funding

- Preparedness funding (92120) 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:

  1) The format in the BIA *Emergency Fire Fighter Crew Management Guide*, Appendix C, must be used to develop a one time request.

  2) A documented and approved EFF training program must

7-11

> 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.
>
> 3) The EFF Crew Management Board or equivalent should develop a consolidated funding request.
>
> 4) 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 FMOs to BIA-NIFC Operations by January 1st of each year. Funding requests will be reviewed and authorized in writing to the respective Regional FMO.

    g. Qualifications and Experience

- Program Administration

   1) All EFF Crew members will meet the minimum qualifications, training and experience requirements per the NWCG, PMS 310-1.

   2) All EFF fire fighting crew members will be certified by using the Emergency Firefighter Certification process through the Incident Qualification and Certification System (IQCS).

   3) 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. <u>IQCS provides the only valid qualification credentials for Bureau sponsored wildland fire fighters.</u>

   4) Home Unit FMOs are responsible for ensuring EFF firefighting personnel are entered into the IQCS. <u>FMOs will be held accountable for dispatching qualified personnel.</u> Each crew boss will carry a list of respective crew members certified in the IQCS while on assignment.

    h. Crew Mobilization Process

- Dispatch procedures are established by the home unit, respective zone dispatch and/or GACC. Dispatch procedures must be established and documented at each home unit.

- Crew dispatches will be identified by the Agency's name, number, Crew Boss last name and respective dispatch number. This will provide some identity to the respective crew and a point of contact during and after assignment.

- Crew/Individual Member Preparedness Guidelines

1) Crew members must be familiar with mobilization/demobilization procedures.
2) Crew members should not carry expensive personal items (radio, camera, tape recorder, jewelry, etc.) Management will not be responsible for lost, stolen, damaged, or destroyed personal items not essential to the job.
3) Individuals accepting an assignment agree that, under ordinary circumstances, they will remain with the crew for the duration of the crew assignment. Examples of extraordinary circumstances include illness or injury, or disciplinary actions. Return transportation will normally be provided for individuals who quit or are fired while on assignment, however, the cost of the transportation will be deducted from the individual's pay.
4) Crews will be available for a 14 day assignment, excluding travel. Under usual circumstances, the assignment may be extended but may not exceed 21 days.
5) Rest and Relaxation (R&R) will be administered per the *Interagency Incident Business Management Handbook*.
6) Normal work shifts for crews on fires are intended to be 12 hours duty time per shift, and a minimum of 8 hours non-duty time between shifts. Any shift in excess of 16 hours will require a written justification by the incident commander (IC)

i.   Crew Demobilization Process

- Functional Responsibility

1) IC: Responsible for determining the need for retention or release of all resources assigned to an incident. Individual crews may request release or express a desire to be worked longer through the Crew Representative/Interagency Resource Representative (IARR), but the final decision rests with the IC.
2) Coordination Centers: May be involved in demobilization either on a local, regional, or national level. Coordination Centers are responsible for establishing demobilization schedules and travel methods based on tentative release from the incident.
3) Crew Representative: If a Crew representative is assigned that person will accompany the crew to the mobilization staging area and remain with the crew until the crew completes the release process. The Crew Representative will provide to the home unit a complete Crew Representative Report. The Crew Representative Report will consist of :

7-13

        (a) Copies of ICS - Unit Logs.

        (b) Special/specific documentation regarding significant performance or major offenses.

        (c) Original CA-1, CA-2, CA-16, Crew Time Report, Crew Performance Ratings, and other required forms.

        (d) Any other information the home unit may be able to use in the management of crews.

        (e) Should be a GS employee with purchasing capabilities to logistically support the crew upon dispatch. (Meals and Lodging)

  4) Crew Boss: Fill the role of the Crew Representative if one is not assigned. Ensure that the crew sleeping area is policed and provide assistance to the incident management team (IMT) in demobilization of incident camp. Ensure that crew members are aware that their actions in the hours of demobilization are as important as their fireline actions and have just as much impact on total crew performance evaluations.

APPENDIX 7-1
Minimum Crew Standards For National Mobilization

Minimum Standards	Type I	Type 2 with IA Capability	Type 2
Fireline Capability	Initial attack/can be broken up into squads, fireline construction, complex firing operations(backfire)	Initial attack/can be broken up into squads, fireline construction, firing to include burnout	Initial attack, fireline construction, firing to include burnout
Crew Size	18-20	18-20	18-20
Leadership Qualifications	Permanent Supervision Superintendent: TFLD, ICT4 Asst Supt: STCR, ICT4 3 Squad Bosses: CRWB (T), ICT5	CRWB and 3 ICT5	CRWB and 3 FFT1
Experience	80% 1 season or more	60% 1 season or more	40% 1 season or more
Full Time Organized Crew	Yes	No	No
Communications	5 programmable radios	4 programmable radios	4 programmable radios
Sawyers	3 agency qualified	3 agency qualified	0
Training	80 hours annual training	Basic firefighter training and/or annual firefighter safety refresher	Basic firefighter training and/or annual firefighter safety refresher
Fitness	Arduous	Arduous	Arduous
Logistics	Self-sufficient	Not self-sufficient	Not self-sufficient
Maximum Weight	5100 lbs	5100 lbs	5100 lbs
Dispatch Availability	1 hour	Variable	Variable
Production Factor	1.0	0.8	0.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools & Equipment	Fully equipped	Not equipped	Not equipped

Minimum Standards	Type I	Type 2 with IA Capability	Type 2
Personal Gear	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag
PPE	Arrives with: Hardhat, fire resistant shirt/ pants, 8" leather boots, leather gloves, fire shelter, hearing/ eye protection	Arrives with: Hardhat, fire resistant shirt/ pants, 8" leather boots, leather gloves, fire shelter, hearing/ eye protection	Arrives with: Hardhat, fire resistant shirt/ pants, 8" leather boots, leather gloves, fire shelter, hearing/ eye protection

Notes: Interagency Hotshot Crews (IHC) are a Type I crew that exceeds the Type I standards as required by the National IHC Operations Guide (2001) in the following categories:

- Permanent Supervision with 7 career appointments (Superintendent, Assistant Superintendent, 3 Squad Bosses)
- IHCs work and train as a unit 40 hours per week
- IHCs are a national resource

APPENDIX 7-2
BIA/Tribal Hotshot Crews

HOTSHOT CREW NAME	ADDRESS	PHONE/FAX
Ft. Apache	Ft Apache Agency Box 560 F White River, AZ 85941	(928) 338-5631 Fax 6170
Geronimo	San Carlos Apache Tribe P.O. Box 0 San Carlos, AZ 85550	(928) 475-3696 Fax 5798
Chief Mountain	Blackfeet Agency Branch of Forestry P.O. Box 850 Browning, MT 59417	(406) 338-2938 Fax 3786
Mescalero	Mescalero Agency P.O. Box 189 Mescalero, NM 88340	(505) 464-0314 Fax 4899
Warm Springs	Warm Springs Agency Box 1239 Warm Springs, OR 97761	(541) 553-1146 Fax 2431
Zuni	Zuni Hotshots P.O. Box 369 Zuni, NM 87327	(505) 782-3367 Fax 3017
Bear Paw	Rocky Boy Agency RR1, P.O. Box 542 Box Elder, MT 59521	(406) 395-5048 Fax 4382
Navajo	Navajo Forestry P.O. Box 1060/MC443 Gallup, AZ 87305	(928) 729-7391 Fax 5029
Golden Eagles	Golden Eagles 5449 Dehesa Rd El Cajon, CA 92019	(619) 445-0117 Fax 0378

APPENDIX 7-3
Training Requirements for Line and Camp Crews

	Basic Type-2 Hand Crew [1]			Camp Crew [2]	
	FFT2	FFT1	CRWB	Member	Leader
I-100, Introduction to ICS	XX			X	XX
I-200, Basic ICS			X		
L-180, Human Factors on the Fireline [3]	XX			X	XX
L-280, Followership To Leadership		X	X		
RT-130, Annual Fireline Safety Refresher Training	XX	XX	XX		
S-130, Firefighter Training	XX				
S-131, Firefighter Type 1		XX			
S-133, Look Up, Look Down, Look Around		XX			
S-190, Introduction to Wildland Fire Behavior	XX				
S-211, Portable Pumps and Water Use		X			
S-212, Wildland Fire Chain Saws		X			
S-230, Crew Boss (Single Resource)			XX		
S-234, Ignition Operations			X		
S-260, Interagency Incident Business Management			X		
S-270, Basic Air Operations			X		
S-290, Intermediate Wildland Fire Behavior			XX		
XX = Required Training X = Other Training Which Supports Development of Knowledge and Skills (may be obtained on the job)					

Footnotes for Appendix 7-3:

1) Basic Type-2 Hand Crew Positions

Firefighter Type 2 (FFT2): This is an entry level position. The only requirement is to successfully complete the training listed above and other administrative requirements (Medical Exam, Work Capacity Test, and Drug Test, if required)

Firefighter Type 1 (FFT1): Prerequisite qualifications are 1) qualified as an FFT2, 2) completion of all required training listed above, 3) certification of position task book for Firefighter Type 1 (FFT1), and 4) completion of other administrative requirements (Medical Exam, Work Capacity Test, and Drug Test, if required).

Crew Boss, Single Resource (CRWB): Prerequisite qualifications are 1) qualified as an FFT1, 2) completion of all required training listed above, 3) certification of position task book for Crew Boss, Single Resource (CRWB), and 4) completion of other administrative requirements (Medical Exam, Work Capacity Test, and Drug Test, if required).

2) Camp Crew Positions

Members: I-100 and L-180 concepts will be learned "on-the-job".

Leaders: Must have previously held the position of FFT1 or, completed the required training as identified above. Those who have held the position of FFT1 do not need to take I-100 or L-180.

3) L-180

An adapted version of L-180 is included as Unit 4 in the 2003 edition of S-130, Firefighter Training. Anyone who completed this or a later version of S-130 does not need to take L-180 again.

Chapter - 8
Aviation Operations

A. Introduction

Aviation managers have leadership responsibility for resource missions that use aircraft. Standard and prerequisite qualifications ensure that aviation services are practical, low risk, and benefit the Bureau of Indian Affairs (BIA) and the public.

Clear direction and good management practices can reduce risks inherent to aviation missions. Aviation program success increases with planning, high standards, training, and commitment to safety for each mission.

The four major emphases of aviation management are safety, management, planning and evaluation, and operations. Refer to the chart for an illustration of these component and their sub-components.

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┌─────────────────────────────────────────┐
│                 Safety                   │
│   Training  ◄──  /\  ──►  Airspace       │
│                                          │
│  Risk Management      Accident/Incident  │
│                       Reporting, Investigation │
│                                          │
│              Management                  │
│   Policy  ◄──  ┬  ──►  Standardization   │
│              Administration              │
│                                          │
│         Planning & Evaluation            │
│  Budget & AWP ◄── ┬ ──► Evaluation       │
│           Program Guidance               │
│                                          │
│              Operations                  │
│  Technical ◄── ┬ ──► Facilities          │
│  Support                                 │
│           Fleet Management               │
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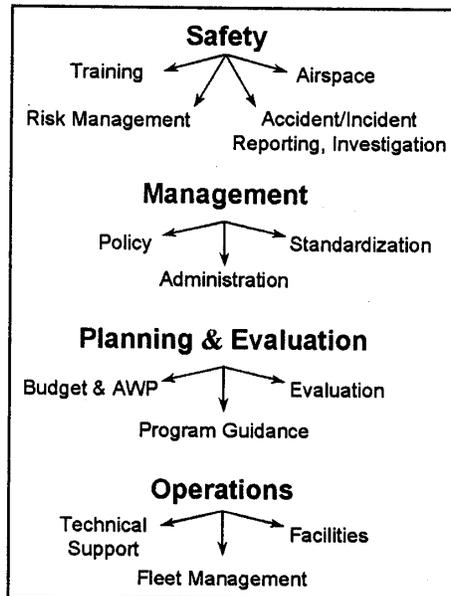
B. Roles and Responsibilities

1. Aviation Management Directorate

Aviation Management Directorate - The Aviation Management Directorate (AMD), of the National Business Center, is responsible for aviation policy development, aircraft acquisition, financial services, and maintenance management within the agencies of the Department of the Interior (DOI). AMD has no operational responsibility. AMD provides aviation safety program oversight, accident investigation, aircraft, pilot inspection and approval for DOI use.

2. National Office Level

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-National Interagency Fire Center (NIFC) office has established two Inter-Regional aviation management offices to provide technical aviation expertise support for Regional, Agency, and other field offices. Each of these offices is assigned specific BIA Regions for primary support. Each of the Inter-Regional offices is staffed by an inter-Regional Aviation manager (IRAM) and an Aviation Operations Specialist (AOS), both of which are available to provide support for any Region. In addition, there is a National Safety and Training Manager specifically assigned to support aviation activities. The primary goals of each of these positions are safety and cost-effectiveness. The BIA-NIFC office promotes accident prevention efforts and supports Bureau functions and missions, including fire suppression. Refer to *Indian Affairs Manual; Part 57* for further information on aviation policy and procedures.

3. Regional Office Level

a. Regional aviation program managers 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 operations management plan is required to outline goals of the Region's aviation program and to identify policy and procedures specific to that Region.

b. 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 Director, Branch of Fire Management.

4. Local Level

Field managers, staff and manage their programs as necessary to conduct their aviation operations safely. Unit Aviation Managers (UAMs) serve as the focal point for the Unit Aviation Program by providing technical expertise and management of aviation resources to support Field Office programs. While many field offices have aviation management as a collateral duty, during periods of intense wildfire activity, it is still absolutely critical that aviation oversight be maintained. Assistance from the Regional office, cooperators, resource ordering assistance, Aviation Safety Assistance Team (ASTAT), are all resources that should be considered when other duties interfere with aviation management. Field/District Offices are responsible for hosting, supporting, providing daily management, and dispatching all aircraft assigned to their unit. Field Offices have the authority to request additional resources, establish priorities, and make assignments for all aircraft assigned to the BIA within their unit or zone. All local offices utilizing aircraft should have an aviation management plan on file.

C. Aviation Information Resources

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

1. Reference Materials

a. 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.

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

c. Tactical aircraft bases and other fire users of aviation resources (e.g., air tactical group supervisors) should maintain those applicable portions of the overall aviation reference library.

D. Aviation Safety

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:
- Identify hazards associated with all specified and implied tasks for the mission.
- Assess hazards to determine potential of occurrence and severity of consequences.
- Develop controls to mitigate or remove risk, and make decisions based on accepting the least risk for the best benefit.
- Implement controls - (1) education controls, (2) physical controls, and (3) avoidance controls.
- Supervise and evaluate - enforce standards and continuously re-evaluate their effectiveness in reducing or removing risk. Ensure that controls are communicated, implemented, and enforced.

THE RISK MANAGEMENT PROCESS
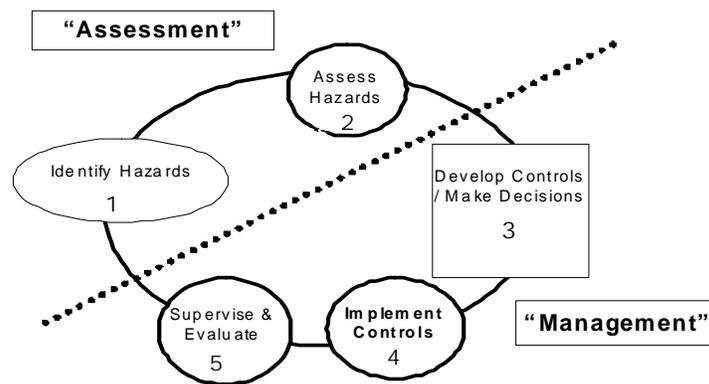
1. Aviation Safety Assistance

During high aviation activity as in wildfire suppression activity, it is advisable to request, through the BIA Regional and National aviation offices, an ASTAT for helicopter or fixed-wing operations. They should be requested through the agency chain of command and operate under a Delegation of Authority 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.

a. An ASTAT may include the following positions:

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

b. ASTAT members will be identified by the IRAM or the National Aviation Program Manager, and resource ordered to the area.

2. Aviation Watch Out Situations

a. Risk Management

- As part of risk management, especially during high wildfire activity, each aviation manager and employee should ask the following questions:

    1) Is the flight necessary?
    2) Who is in Charge?
    3) Are all hazards identified and have you made them known?
    4) Should the operation or flight be stopped due to change in conditions?
    5) Communications?
    6) Confusion?
    7) Personnel?
    8) Weather, Turbulence?
    9) Conflicting priorities?
    10) Is there a better way to do it?
    11) Are you driven by the task and a sense of urgency?
    12) Can you justify your actions?
    13) Are other aircraft in the area?
    14) Does the pilot accept the mission?
    15) Are any guidelines being ignored or policies being broken?
    16) Are communications getting tense?
    17) Are you deviating from the assigned operation or flight?

3. Mission Planning/Hazard Mitigation

a. Pre-flight Planning

- Pre-flight planning will reduce inherent risks to any aviation mission to acceptable levels. During flight planning and scheduling, at a minimum, the following must be addressed:

8-5

> 1) Completion/submission of the aircraft flight request/schedule.
> 2) Cost Analysis.
> 3) Assessment and mitigation of hazards.
> 4) Selection of aircraft.
> 5) Scheduling of aircraft with vendors or agency pilots.
> 6) Pilot and aircraft approvals checked.
> 7) Pre-flight briefings.

4. Aircraft and Pilot Carding

a. AMD is responsible for procurement, approval, and carding of pilots and aircraft used and paid for by BIA. With the exception of life-threatening situations or undercover law enforcement missions, personnel shall not fly with pilots or in aircraft that have not been approved (carded). Note that some state agency aircraft and pilots are approved by either the AMD or the USDA Forest Service. These pilots may or may not carry a card, but they must have a letter of approval.

b. The BIA may use aircraft carded by the USDA Forest Service for exclusive use and Call-When-Needed (CWN) flight services.

c. For aircraft carding, contact the BIA IRAM or the AMD.

d. Dispatchers or aviation managers are responsible for verifying pilot and aircraft carding during mission planning and aircraft procurement. Prior to any flight, it is the responsibility of the helicopter manager, flight manager, or employee to check for pilot and aircraft cards or letters of approval.

e. Field personnel have no authority to suspend or revoke a pilot's card. Only the agency contracting officer or other agency-designated officials may suspend or revoke a card. However, other individuals (e.g., helicopter managers, helibase managers) can suspend operations that are being conducted improperly.

5. Use of Military or National Guard aircraft and pilots

The *Military Use Handbook*, (NFES 2175) should be used when planning or conducting aviation operations involving military aircraft. All ordering of military assets is done through the National Interagency Coordination Center (NICC); all ordering of National Guard assets is done through the governor of the state that owns the Guard resources.

6. Aviation Safety Briefing

Every passenger will receive a briefing prior to each flight. The briefing may be conducted by the pilot, flight manager, helicopter manager, fixed-wing base manager, or an individual with the required training and experience to conduct an aviation safety briefing. For Briefing procedures, refer to the *Incident Response Pocket Guide* (IRPG) and IHOG Chapter 10.

7. Low-level Flight and Congested Area Operations

Note: When referring to retardant dropping in congested areas, the terms airtanker coordinator, leadplane pilot, air tactical pilot, air tactical group supervisor, and aerial supervision module (ASM) all mean the same thing.

a. Aircraft engaged in fire retardant or water drops may operate without regard for the following requirements, provided the deviation is limited to fire operations for cargo dropping, and leadplane operations associated with the aerial application of water, fire suppression, or retardants are conducted by or for DOI.

- A thorough air survey for obstacles, and check for air conditions in each operating area, shall be made prior to low-level flight operations.

- All flights below 500 feet shall be confined to immediate areas being treated or where operational requirements make such low-level flight essential.

- All aircraft must follow planned flight course.

- Low-level flight operations must be under VFR conditions and during daylight hours – ½ hour before sunrise to ½ hour after sunset. (See local sunrise/sunset chart for actual times)

- Prior clearance must be obtained from the appropriate air traffic controller before any flight can be made in a controlled air space.

- Pilot will avoid creating any hazard to passengers or to persons or property on the ground.

b. Airtankers can drop retardant in congested areas during emergencies under the authority given by the Federal Aviation Administration (FAA). Dropping fire retardant in congested areas shall be avoided in normal situations. Where such operations are

considered necessary, depending on special circumstances, they may be authorized subject to these special limitations:

- Airtanker operations in congested areas may be conducted at the special request of the responsible agency (city, rural fire department, county, state or federal fire suppression agency)

- A qualified airtanker coordinator (leadplane pilot/air tactical pilot) will be ordered immediately on identification of the congested area and will directly supervise all airtanker drops.

- The FAA office (air traffic control center, tower, or flight service station) responsible for airspace control in the vicinity of proposed airtanker operations will be notified prior to or as soon as possible after the beginning of the operation, and the appropriate airspace restriction must be requested by the responsible fire agency prior to or as soon as possible after beginning airtanker operations. (Request all temporary flight restrictions from the ATC, but notify local tower and FSS)

- No operation shall be conducted until a positive communication link has been established between the airtanker coordinator or ASM (Air Attack), airtanker pilot(s), and the official directly supervising fire suppression for the responsible fire suppression agency.

- The official supervising fire suppression for the responsible fire agency or designee shall advise the Air Attack that all non-essential people and movable property has been cleared from the area to be treated by airtankers prior to commencing airtanker operations.

- The Air Attack shall be personally satisfied that no non-essential people or movable property will be placed in hazard by the proposed airtanker operation prior to ordering any airtanker drops.

- The first retardant pass of each series (repeated retardant drops using the same pattern) shall be preceded by a dry run flow on the same pattern as the planned retardant drops.

c. Temporary Flight Restriction protocols are published in the *Interagency Airspace Coordination Guide* (IACG) referenced in section K.4 of this chapter.

E. Aviation Hazards

1. Definition

An aviation hazard is any condition, act, or set of circumstances that compromises the safety of personnel engaged in aviation activities.

All aviation personnel are responsible for hazard identification and mitigation. This includes pilots, flight crew personnel, aviation managers, incident air operations personnel, and passengers Pilots, flight crew personnel, aviation managers, incident air operations personnel, and passengers are responsible for hazard identification and mitigation. Aviation hazards include 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 Aviation Life Support Equipment (ALSE).
- Failure to meet qualification standards or training requirements.
- Extreme environmental conditions.
- Improper ground operations.
- Improper pilot procedures.
- Fuel contamination.
- Unsafe actions by pilot, air crew, passengers, or support personnel.

2. Aerial Hazards

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 Ch 3.V.J.1.c page 3-20).

F. Aircraft Incident/Accidents

1. Incidents

a. An aircraft "incident" results in damage which meets less than serious criteria, or in an injury not requiring medical attention (first-aid only). Examples of incidents are:

- Damage to aircraft (less than accident criteria).

- Forced landing necessitated by failure of engines, systems, or components.

- Precautionary landing necessitated by apparent impending failure of engines, systems or components, or incapacitation of the flight crew.

- Aircraft ground mishap (in which there is no intent to fly).

- Ground damage to aircraft (damage is incurred requiring repair or replacement before flight).

- Near mid-air collision (when airborne aircraft encroaches within 500 feet of another airborne aircraft, or a pilot or crew member determines that a collision hazard existed).

2. SAFECOM - Incident/Hazard/ Maintenance Deficiency Reporting

a. The DOI bureaus and USDA Forest Service have adopted a common incident/hazard reporting form called the SAFECOM (Safety Communiqué), see **Appendix 8-1**.

b. The local aviation management staff or designed individual is responsible for immediate completion and transmittal of the form. In their absence, any responsible agency individual with knowledge of the accident should make the report. This form is routed immediately to AMD, the Agency's headquarters office, Regional Aviation Manager, and National Aviation Safety Manager.

c. The report shall be forwarded by electronic mail or telefax to the national aviation manager within 72 hours after occurrence. Notify AMD and BIA aviation safety managers whenever an aircraft mishap involved damage or injury. Use the hot line or the most expeditious means possible. Call 1-888-464-7427. An electronic

version of the SAFECOM form can be accessed at the following web site: http//www.safecom.gov.

d.   The objectives of the form are:

-   To report any damage or injury (less than accident criteria) and any condition, act, observance, maintenance deficiency or circumstance which has potential to cause an aviation-related accident.

-   To document all aviation hazards and incidents.

-   To perform trend analyses for short or long term changes in policy and procedures, identify areas needing training, etc.

-   To provide accountability for aviation mission participants and employee safety.

e.   Responsibility

-   It is the responsibility of any individual (including contractors) who observes or who is involved in an aviation mishap to report the occurrence immediately to local aviation management staff. The local aviation manager is responsible for reviewing the report and forwarding it through agency channels. Within 48 hours after an aircraft incident, aviation hazard, or maintenance deficiency, the local aviation manager or participant in the flight shall complete and submit the SAFECOM form. Timely reporting is essential in problem identification and accident prevention.

-   The agency with operational control of the aircraft at the time of the occurrence is responsible for completion of the SAFECOM and to submit it through its agency channels.

3. Accidents

The definition of aircraft "accident" is lengthy and fairly technical. An investigation team will make the final determination as to classification. In general, if an occurrence was more serious than those described under the definition of "incident" above, then the occurrence should be treated as an accident.

G. Air Operations

The DOI DM 350-354 DM and *Indian Affairs Manual (IAM) Part 57, Aviation Management* are the umbrella documents for aviation policy and operations in the Bureau. It is the responsibility of aviation managers and associated personnel (pilots, dispatchers, fire managers, etc.) to obtain necessary documents and become familiar with their contents.

1. Interagency Interim Flight and Duty Limitations

a. 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.
- 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 at their discretion, as is currently provided for in agency direction and contract specifications.

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.

Implementation decisions will be made on a coordinated, interagency basis, involving the GACC, NICC, NMAC and National Aviation Representatives at NIFC.

Official notification of implementation should be made by the Regional Aviation managers through the GACC and, for broader scope implementations, by National Aviation Management through NIFC.

b. 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.

c. 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 based on Paragraph b. of Phase 3 provisions may be requested through the local Aviation Manager or COR, but must be approved by the Inter-regional Aviation Manager.

2. Helicopter Operations

The Interagency Helicopter Operations Guide (IHOG) is policy for helicopter operations whether in support of wildland fire or natural resource missions, and provides guidance for helitack and helicopter operations.

a. PPE Requirements

As stated in the IHOG, for firefighters "the only acceptable situation where a hard hat may be substituted for a flight helmet is as follows: passenger transportation between an established, managed helispot/helibase and an established, managed helispot/helibase." Firefighters in this case are defined as hand crews being shuttled to and from camp primarily on project type fires. All other firefighters, e.g., initial attack (IA) helitack crews, miscellaneous fire overhead, for recon and scouting, will be required to wear full PPE, including a flight helmet.

b. Helicopter Rappel and Cargo Let-Down

The *Interagency Heli-Rappel Guide* (IHRG) is the reference for helicopter rappel and cargo let-down operations; all rappel and cargo let-down operations must be in compliance with the IHRG, reviewed by the National Aviation Program Manager and approved by Director, Branch of Fire Management.

c. Aerial Ignition

The *Interagency Aerial Ignition Guide* (IAIG) is the reference for all aerial ignition activities. All Aerial Ignition operations must be in compliance with the IAIG, reviewed by the Regional Aviation Program Manager and approved by the appropriate Line Officer.

These guides (IHOG, IHRG, and IAIG) were developed to: define and standardize national interagency operating procedures for all helicopter operations, both fire and non-fire; facilitate the exchange of personnel from other agencies during periods of high fire activity (through standardization); provide a common interagency approach in the government's relationship with helicopter contractors; provide checklists, operational requirements, and special instructions for personnel at helibases; and provide a framework within which each government helibase with contract helicopters can provide supplemental site-specific guidance.

3. Helitack

Helitack crews provide highly trained and skilled personnel to perform suppression and support operations on IA, extended attack, and large wildfires, and to manage helicopter operations in order to accomplish resource management objectives.

a. Policy

The BIA has adopted the IHOG as its standard for 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 optional.

b. Organization

The standard helitack configuration is a module of seven crew personnel. <u>Daily operations shall always meet the minimum staffing of a Helicopter manager and two qualified crewmen</u>.

- Individual crew structure is based on the following positions, with career status positions based on local need.

    1) Fire Helicopter Crew Supervisor (FHCS-PFT)
    2) Assistant Fire Helicopter Crew Supervisor (FHAS-PST)
    3) Fire Helicopter Squad Leader (FHSL-PST/SEA)
    4) Fire Helicopter Crew Member (FHCM-SEA)

Exception to these minimum crew staffing standards must be exempted by the National Aviation Office.

c. Safety

Helitack crews provide safe and efficient aviation services in support of bureau and Interagency goals and objectives. All helitack crews will consider risk and take appropriate action in order to fight fire safely. Tactical decisions will be made in accordance with the <u>10 Standard Fire Orders, 18 Watch Out Situations, and principles of LCES</u>. Personnel involved in helicopter operations must follow rules, regulations, and mandates specified by the FAA, OAS, BIA, and other contractual and operational procedures identified in the IHOG.

A continual risk assessment will be made during helitack and aviation missions. For further information on the risk assessment and management process, see the IHOG, Chpt. 3.

d. Training, Qualifications and Experience

The primary helitack crew mission is to fight fire; therefore, all members will meet minimum fire qualifications as prescribed by the National Wildfire Coordinating Group (NWCG) *Wildland Fire Qualifications System Guide* (PMS 310-1). In addition, personnel will meet the Bureau training and experience requirements for each position, see **Appendix 8-2.**

e. Physical Fitness Standards

Helitack personnel must meet the physical fitness requirements for arduous assignments. It is recommended that helitack crews meet the fitness requirements of a Type I Crew.

f. Operational Procedures

- The IHOG specifies how helicopter operations should be conducted, whether in support of wildland fire or natural resource missions, and provides guidance for bureau helitack and helicopter operations. The IHOG serves as the interagency standards for operations, and has been adopted by the BIA, as well as other agencies.

- Exclusive-use Type 3 helicopters and helitack crews are controlled and dispatched locally by the administrative unit.

- Type 2 helicopters and helitack crews may be categorized as either national or local resources. As national resources, they are available for assignment when ordered by NICC, unless otherwise already committed.

- When aircraft are re-assigned to another location the respective GACC will be notified and coordinated with by the local unit. All movement will be conducted in accordance with local geographic area Aircraft Mobilization/ Demobilization guidelines. Under no circumstances will an aircraft be moved without a resource order.

- Recommended and required equipment for helitack crews and helicopters changes frequently. Consult the IHOG (Chapter 9) and the terms of the contract as appropriate, if uncertain about requirements.

g. Communications

The helitack crew standard is one handheld programmable multi-channel FM radio per every 2 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.

h. Transportation

Due to both the amount and cost of cost of the specialized equipment required for the helitack operation, a dedicated vehicle(s) with adequate storage and security will be provided for helitack crews. The required gross vehicle weight (GVW) of the vehicle(s) will be dependent upon the size class of the helicopter and the number of helitack crew members. The recommended minimum vehicle compliment for a seven person crew will consist of one Class 661 Helitack Support Vehicle and one Class 156, six passenger pickup or Class 166 carryall.

H. Air Tankers

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. All airtanker services are obtained through the contracting process (except the MAFFS, which are military aviation assets and used to supplement the contract fleet when needed).

Airtankers are operated by commercial vendors in accordance with FAR Part 137. The management of Large Airtankers is governed by:

1. FS - Forest Service operates Large Airtankers under FSM 5703 and Grant of Exemption 392 as referenced in FSM 5714.
2. BLM - the requirements of the DM' and BLM Manual 9400

1. Airtanker Base Personnel

The IATBOG identifies a generic table of organization and recommended staffing level for airtanker bases. This guide also describes the duties of various positions used at airtanker bases. There is currently no identified training for the positions at airtanker bases; however, the IATBOG contains a chart identifying recommended training for each position. It is also critical that reload bases staff up commensurate with the need during periods of moderate or high wildire activity at the base.

2. Airtanker Categories

Airtankers are typed by the size of retardant load that they can carry.

8-17

Type 1 - 3,000 gallons
Type 2 - 1,800 to 2,999 gallons
Type 3 - 800 to 1,799 gallons
Type 4 - 799 gallons (single engine airtankers)

3. Qualifications

Airtanker crews fall into two categories: IA qualified, and IA candidates.

a. IA Qualified: Means the crew may drop retardant on arrival at a fire without aerial supervision. This does not negate the requirements for a lead plane, if ordering agency policies, terrain, or congested areas dictate otherwise.

b. IA Candidate: Refers to a crew that is in the process of acquiring the experience, training, and prerequisite drop-but in the interim requires aerial supervision.

4. Tanker Bases & Reload Facilities

a. Tanker bases may be Type 1 bases, meaning they have tankers assigned there, or reload facilities. They may be contract bases or operated on Force Account, and may be operated by the Bureau of Land Management (BLM), USDA Forest Service, or state agencies. Types of retardant (dry powder, liquid concentrate, etc.) will vary with locations.

b. The fleet provides a mix of capabilities and availability. Certain parameters for the operation of airtankers are agency-specific. For dispatch procedures and limitations, startup/cutoff times, specific requirements for Air Tactical Group Supervisor (ATGS) or Airtanker Coordinator (ATCO), and other operational considerations, refer to geographic area mobilization guides and the *Interagency Airtanker Base Operations Guide* (IATBOG).

5. Airtanker Base Operations

a. Large airtankers are procured under national contracts. The management of these resources are governed by the requirements of the IAM Part 57 and the IATBOG. Airtankers are operated by commercial vendors in accordance with *Federal Acquisition Regulations (FAR) Part 137*.

b. The IATBOG is the reference for all airtanker base operations. This guide defines and standardizes national interagency operating procedures at all airtanker bases; facilitates the exchange of personnel from other agencies during periods of high fire activity

(through standardization); provides a common interagency approach in the government's relationship with airtanker and retardant contractors; provide checklists, orientation outlines, and special instructions for personnel at airtanker bases; and provides a framework within which each airtanker base can provide supplemental site-specific guidance.

c.   All personnel conducting airtanker base operations should know the IATBOG and have it available.

d.   Startup/Cutoff Times

The startup/cutoff times are as outlined in the *Interagency Leadplane Operations Guide (ILOG).*   These limitations apply to the time the aircraft arrives over the fire.

- Normally airtankers shall be dispatched to arrive over the fire not earlier than 30 minutes after official sunrise and not later than 30 minutes before official sunset.

- Airtankers may be dispatched to arrive over a fire as early as 30 minutes prior to official sunrise, or 30 minutes after official sunset, provided:

     (1) A qualified ATGS, ASM1, or ATCO is on the scene; and
     (2) Has determined visibility and other safety factors are suitable for dropping retardant; and
     (3) Notifies the appropriate dispatcher of this determination.

- An airtanker, crewed by an initial attack-rated captain, may be dispatched to arrive over a fire without aerial supervision provided the airtanker's arrival and drop activities are conducted between 30 minutes after official sunrise and 30 minutes before official sunset in the lower 48 states. In Alaska, an airtanker pilot will not drop retardant during   periods outside civil twilight.

6. Canadian Airtankers

Use of Canadian airtankers is approved under DOI policy if that aircraft is working under an agreement between the BIA and Canada or one of our cooperators and Canada. If questions arise, contact an IRAM or the BIA-NIFC office.

I. Single Engine Airtanker (SEAT) Operations, Procedures and Safety

Single Engine Airtankers (SEATs) are an effective, efficient and safe BIA fire suppression tool that are not a national resource and can, with proper planning, be obtained on a local basis. Even though these aircraft have been effectively used on extended attack wildfires, they are most effective when included as an integral part of the IA strategy.

The Interagency SEAT Operating Guide (ISOG) (NFES #1844) defines operating standards and is policy for both the DOI and FS.

1. SEAT Manager Position

In order to ensure adherence to contract regulations, safety requirements, and fiscal accountability, a qualified SEAT Manager (SEMG) will be assigned to each operating location. The SEMG's duties and responsibilities are outlined in the ISOG.

2. Operational Procedures

Using SEATs 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, SEATs are capable of dropping suppressants, water, or approved chemical retardants. Because of the load capacities of the SEATs (400 to 800 gallons), quick turn-around times should be a prime consideration. SEATs 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 Forest Service Airtanker base operating plans will permit SEAT loading in conjunction with Large Airtankers.

2. Communications

All SEATs must have two VHF-AM and one VHF-FM (programmable) multi-channel radios. (See contract specifications.)

J. Leadplane Operations

Leadplanes are national resources responsible for the tactical deployment of airtankers over an incident. Leadplane pilots evaluate flight hazards, visibility, wind, storm activity, turbulence, terrain, and other factors to ensure aerial suppression operations are conducted safely and efficiently. Congested airspace, populated areas, and the limited maneuverability of large airtankers all contribute to the need for leadplanes.

1. Policy

a. The ILOG is adopted by the Wildland Fire and Aviation Management program as operating procedures for BIA. Unless for reasons of safety, and deviation from the policies and procedures contained in the ILOG must be approved in writing by the Director, Branch of Fire Management.

b. The only approved fixed wing, low-level operation below 500 feet for fire suppression activities are leadplane, ASM, and paracargo missions with approved pilots, aircraft and aircrew.

c. The ILOG is the reference standard for leadplane operations. This guide was developed to define and standardize national interagency operating procedures for leadplanes; facilitate the exchange of personnel for other agencies during periods of high fire activity (through standardization); and provide checklists, orientation outlines, and special instructions for leadplane pilots.

d. All personnel conducting or involved in leadplane operations (e.g., ATGSs) should know the ILOG and have it available.

e. A leadplane is required when:

- The airtanker pilot is not initial attack rated
- MAFFS C-130 airtankers are assigned to the incident
- When foreign government airtankers are being used
- When two or more airtankers are over the incident, a leadplane or ASM must be on order.
- When the airtanker flight crew requests a leadplane

2. Operating Practices

There are a number of techniques used by leadplanes. The three most frequent are:

a. The leadplanes orbits the fire at 1,000 feet above ground level and directs the airtankers by radio. The high level technique affords

better visibility of both the ground and air operations, but radio exchanges are often time consuming, which is costly.

b. The leadplanes perform a low-level "show me" pass with the airtanker observing from a higher vantage orbit. In this manner the leadplane can switch positions with the airtanker and observe the drop from a higher vantage point.

c. The leadplane performs a low-level "follow me" pass, simulating the airtanker run, and identified the target for the airtanker captain by radio or a smoke trail. The leadplane pilot also confirms if there are firefighting personnel or others in the proposed drop area, and if so, notifies the ATGS or incident commander (IC) so ground resources can be warned or moved.

3. Operational Considerations

a. Some operating practices are specific by agency as follows:

- USDA Forest Service

    1) Require leadplanes to be ordered when two or more airtankers are over the incident.
    2) For operations over congested areas, USDA Forest Service policy is that air operations be conducted under an FAA Grant of Exemption No. 392, from FAR 91.119.

- BIA

    1) Require aerial supervision to be on order when more than two aircraft are actually over the incident.
    2) The BIA does not require leadplanes to operate SEATs. The "more than two aircraft" standard for requiring aerial tactical supervision can be met with an ATGS.

b. Aerial Supervision Modules

Some of the leadplanes will carry an ATGS. In those instances, the leadplane may perform both the leadplane and ATGS missions. This combination of the leadplane pilot and ATGS is an Aerial Supervision Module 1 (ASM-1). Additional training is required for an ASM to be fielded operationally.

Situation	Lead/ATCO/ASM1	Ref	ATGS	Ref
Airtanker 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 airtankers.	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 airtankers assigned.	Order	1	Order	1
2 or more helicopters with 2 or more airtankers over an incident.	Order	1	Order	1
Periods of marginal weather, poor visibility or turbulence.	Order	1	Order	1
2 or more airtankers over an incident.	Order	1	Order if no Lead/ATCO/ASM1.	3
When requested by airtanker or ATGS	Required	1	Required	
Smokejumper or paracargo aircraft with 2 or more airtankers 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

K. Air Tactical Operations

The ATGS provides direction, coordination, and supervision to aerial suppression resources–from initial attack to project fires. The ATGS ensures safe and effective air operations to support ground operations, monitors fire behavior, and provides aerial oversight and guidance for firefighters. The minimum Red Card qualifications for an ATGS is Division Supervisor. Although not required, it is highly recommended that ATGS candidates have an aviation background. The transponder code for tactical fire aircraft, on a mission, is 1255.

1. Policy

a.   Aerial supervision is required to be on order when operations are conducted over congested areas. An ATGS, ASM, or ATCO is required for aerial supervision.

b.   Aerial supervision over an incident is recommended when there are more than two aircraft or a mix of aircraft over the incident at the same time. An ASM, ATGS, ATCO (Leadplane), or smokejumper spotter (during smokejumper operations), is recommended for aerial supervision.

c.   During initial response operations the aerial supervision, in priority order with regard to safety and efficiency, is as follows:

  •   ASM
  •   ATGS
  •   ATCO (Leadplane)
  •   Smokejumper spotter
  •   Helicopter manager
  •   If aerial operations will continue beyond initial response, an ASM, ATGS or ATCO will be ordered. Aerial supervision response will be commensurate with expected complexity.

d.   The only approved fixed-wing, low-level operations for fire suppression activities are leadplane, ASM, and paracargo dropping missions. These missions will be conducted with approved and qualified pilots, aircraft, and aircrew. PPE is required for all fixed-wing, low-level flights. Helmets are not required for smokejumpers pilots and ASM flight/aircrew members.

e.   PPE (flight suit or fire shirt and pants, gloves, and boots) is recommended, but not required for fire reconnaissance and air tactical missions; these missions are not low level.

f.   Fire aircraft will use transponder settings of 1255 when over incident or not in controlled airspace.

2. Organization

a.   ATGS

  •   The ATGS is an identified position in the ICS, with training and qualifications prescribed by the NWCG 310-1. The ATGS is a tactical position with two subordinate specialty positions to assist when required - ATCO and Helicopter Coordinator (HLCO). The ATCO, commonly called a leadplane pilot, deals

with fixed-wing retardant aircraft, while the HLCO deals with tactical coordination and airspace management for rotary wing aircraft. Some geographic areas and agencies have full time ATGS personnel, while the majority of field units rely on a qualified local person or order the position through the coordination system to perform the job.

b. Operational Procedures

- Currently there are four operational modes for ATGSs

    1) ASM-1 - The ATGS is in the aircraft with a qualified leadplane pilot. In this module, the ATGS and ATCO missions are combined, with low-level "follow me" and "show me" passes performed as well as the command and control function of the ATGS. ASM Crew Resource Management, and ground and flight familiarization in aircraft type and with avionics is required prior to an ATGS becoming operational in this module. Leadplane pilots and qualified air tactical personnel are responsible for familiarization. Currently only BIA, Alaska State Department of Forestry, and designated USDA Forest Service ATGS are authorized to be on the aircraft, if low-level fight is anticipated. Other ATGS personnel are not authorized to be part of this module. Authorization for other agency personnel to operate in this module must be initiated by the requesting agency and approved by the BIA Aviation Program Manager. Aerial or incident complexity and environmental conditions will dictate when the module ceases low-level operations. The ASM-1 is a national resource.
    2) The ATGS is in a contracted, CWN, or Aircraft Rental Agreement (ARA) fixed-wing aircraft in orbit over the incident. <u>This is not a low-level flight scenario; it will always occur above 500 AGL. Pilot/aircraft carding requirements must be met, and PPE is recommended.</u>
    3) The ATGS is in a contracted, CWN, or ARA rotary wing aircraft. This mode of operation occurs most often on Type 1 or Type 2 incidents. (Refer to Chapter 13, Aviation Operations)
    4) The ATGS is on the ground with a vantage point of the entire incident. Generally only used due to an aircraft shortage, it is effective when the entire area can be viewed from the ground and the ATGS has VHF-AM and VHF-FM radio communication capability. Helicopter coordination has been used extensively in this manner.

- Any aircraft selected should have as a minimum of two 720 channel VHF-AM radios and one programmable VHF-FM with stand alone guard; the pilot will be carded to perform the air tactical mission. Handheld VHF-FM radios are not acceptable as the only VHF-FM.

3. Operational Considerations

a. A relief ATGS and aircraft should be ordered for sustained operations to ensure continuous coverage over an incident.

b. Personnel who are performing aerial reconnaissance and detection should not perform tactical duties unless they are fully qualified as an ATGS.

4. 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 and USDA Forest Service. Additional guidance may be found in the National Interagency Mobilization Guide and supplemented by local Mobilization Guides.

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

Flight planning and Temporary Flight Restriction (TFR) information on World Aeronautical, Sectional and Global Navigational Charts has been made available at the National Interagency Airspace System website http://airspace.nifc.gov. TFRs are updated every 30 minutes during normal business hours 7 days a week. A tactical chart with TFR specific information with incident names, frequencies and altitudes are available. These charts can be found at http://airspace.nifc.gov/mapping/nifc/index.cfm

Additional references can be found by contacting:

a. Regional Aviation Manager
b. Inter-regional Aviation Manager
c. GACC Airspace Coordinator

Regional Aviation Managers are the primary contacts for airspace management issues.

L. Flight Management/Flight Following

1. Policy

   a. All flights will have a flight plan with aircraft and passenger information.

   b. Special use flight plans require approval by the immediate supervisor and final approval by the appropriate line manager.

   c. Bureau policy requires designating a fixed-wing manager for each point-to-point flight transporting personnel.

   d. Flight following is the responsibility of the scheduling office and will remain so until transferred through a documented, positive hand-off. Flight-following reports from the aircraft are the responsibility of the pilot-in-command (PIC) in accordance with 14 CFR. Violation of flight following standards requires submission of the SAFECOM per the Departmental Manual.

   e. For tactical aircraft that cross dispatch area geographic boundaries, the receiving unit is responsible to confirm arrival of the aircraft via telephone to the receiving GACC.

   f. National Flight Following Frequency is 168.650

2. Types of Flights – Fire & Fire Support

   a. There are two basic types of flights: Point-to-point and special use. Point-to-point flights typically originate at one developed airport or permanent helibase, with the direct flight to another developed airport or permanent helibase. Point-to-point flights are conducted solely for the purpose of transportation of personnel or cargo, and do not involve special use flight.

   b. Special use flights are defined by exclusion as all flights not meeting the definition of point-to-point flight. As such, special use flight requires work to be performed in the air (e.g. retardant or water delivery and fire reconnaissance), or through a combination of ground and aerial work (e.g., delivery of personnel and/or cargo from helibases to helispots or unimproved landing sites, rappelling or cargo letdown, horse herding).

   c. Special use flights inherently require greater planning due to the greater number of hazards and consequent higher degree of risk commonly involved in non-point-to-point flights. These special use flights require approved pilots, air crew, and aircraft.

    d.   A point-to-point flight is conducted at greater than 500 feet above ground level (AGL) with no descent at any time below 500 feet AGL. By exclusion, all other flights are special use.

3. End Product Flights

Some activities requiring the use of aircraft, such as aerial reseeding, photography, BAER projects, chemical application and others, may be accomplished under an End Product Agreement, acquired through conventional Tribal or BIA procurement or contract administration. This requires no specific aviation oversight, as the result of the operation is the product and the agency is not responsible for flight operations. However, in the event that aviation services are acquired through the AMD the activity is, by definition, a full service aviation contract and is subject to all the oversight required of any other flight activity, to include the risk assessment and approval process, a project aviation plan, and operational oversight by qualified aviation management personnel.

If an aviation service is requested through AMD, it shall be requested and approved through the appropriate IRAM and administered by a qualified Contracting Officers Representative (COR).

4. Flight Manager Responsibilities for Fixed-wing Aircraft Point-to-point Flights

    a.   Check pilot card to ensure qualifications are current for aircraft type.

    b.   Check aircraft card to ensure that aircraft is current and approved for mission.

    c.   Flight plan/flight following: filed with FAA or Agency, facilitate as needed. (Filing, opening, and closing the FAA flight plan is the responsibility of the pilot.) National Flight Following Frequency is 168.650.

    d.   Brief pilot on fight routine/mission objective.

    e.   Pilot briefing to passengers.

    f.   Ensure passengers have received and understand briefing; all personnel on board are either crew members, or authorized or official passengers.

g. Check fiscal documents; ensure flight payment paperwork is accurate and, if BIA is paying for the flight that the aircraft is under some type of procurement document and all signatures secured.

5. Tactical/Special Use Flights - Fixed Wing

a. Tactical missions are aircraft operations associated with IA of wildfires and large wildfire support. The fixed-wing or helicopter manager will brief the pilot, and is responsible for the welfare of the Bureau/Tribal employee(s) while on the mission. All <u>SEAT dispatches will be backed up by a resource order.</u>

b. PPE is required for a special-use mission.

c. All personnel will meet training and qualification standards required for the mission.

d. Special-use-flight

- Includes the following flight missions:

    1) Flights conducted within 500 feet AGL
    2) Water or retardant application
    3) Parachute delivery of cargo
    4) ATGS operations
    5) Airtanker coordinator operations
    6) Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, pinnacles, or surface conditions.
    7) Fire reconnaissance (precision recon)

6. Tactical/Special Use Flights - Helicopters

a. All dispatches of contract or CWN helicopters for initial attack or other tactical missions will be backed up by a resource order.

b. Special-use helicopter flights

- Includes the following:

    1) Flights conducted within 500 feet AGL.
    2) Water or retardant application.
    3) Helicopter coordinator and air tactical group supervisor operations.
    4) Aerial ignition activities
    5) External load operations
    6) Night vision goggle operations

       7)   Hoversite/autosurvey
       8)   Rappelling
       9)   Aerial capture, eradication, and tagging of animals
      10) Offshore vessel or platform landings
      11) Toe-in, single-skid and step-out landings (prior authorization or exemption required).
      12) Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, pinnacles, or surface conditions.
      13) Free-fall cargo

  c.   The use of PPE is required for both helicopter flight missions and ground operations. The specific items to be worn are dependent on either the type of flight, the function an individual is performing, or the type of ground operation being conducted. Refer to the tables in Chapter 9 of the IHOG for specific requirements.

APPENDIX 8-1
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

APPENDIX 8-2
BIA Exclusive Use Helicopter Module Positions

Position[1]	Minimum Prerequisite Experience[2]	Minimum Required Training[3]	Currency Requirements	Target Training[4]	Target Quals.[5]
Fire Helicopter Crew Supervisor **FHCS**	1) One Season[6] as an FHAS 2) HMGR 3) ICT4 4) HEB2	I-300 S-381 or L-380	RT-372[7]	S-300 S-390 J-375 S-378	ICT3 HEB1 ASGS HLCO
Fire Helicopter Assistant Crew Supervisor **FHAS**	1) One Season[6] as an FHSL 2) HMGR 3) ICT4 4) HEB2(T)	I-200 S-200 S-215 S-230 S-234 S-260 S-270 S-290 S-371 COR	RT-372[7]	I-300 S-381 or L-380	ICT3 HEB2
Fire Helicopter Squad Leader **FHSL**	1) One Season[6] as an FHCM 2) FFT1 3) ICT5	S-131 S-133 S-211 S-212 S-281	S-271[8]	I-200 S-200 S-215 S-230 S-234 S-260 S-270 S-290 S-372 S-371	ICT4 HMGR HELB DECK
Fire Helicopter Crewmember **FHCM**	1) One Season[6] as an FFT2 2) HECM Taskbook	I-100 S-130 S-190 S-271	S-271[8]	S-131 S-133 S-211 S-212 S-281	FFT1 ICT5 ABRO HESM
Helicopter Longline Hooker **HELR**	1) FFT2	A-219			

Exclusive Use Helicopter Position Footnotes:
1) **All Exclusive Use Fire Helicopter positions require an arduous fitness rating**.
2) Minimum experience and qualifications required prior to performing in the Exclusive Use position. **Task books must be completed.**
3) Minimum training required to perform in the position. Each level must have met the training requirements of the previous level(s).
4) Additional training, which augments the current position or prepares the individual for advancement.
5) Additional qualifications, which augment the current position or prepares the individual for advancement.
6) A **"season"** is continuous employment on a full time Wildland fire crew for a period of 90 days or more.
7) After completing S-372 must attend the Interagency Helicopter Manager Workshop (RT-372) once every three years.
8) Must receive S-271 or serve as S-271 instructor once every three years.
Note: Exceptions to the above position standards may be granted, on a case-by-case basis, by the BIA National Aviation Office.
Note: Some positions may be designated as COR/Alternate-COR. If so, see individual Agency COR training & currency requirements.

Chapter - 9
Safety Management

A. Introduction

The Bureau of Indian Affairs (BIA), as well as the other Department of the Interior (DOI) Wildland Fire Management (WFM) bureaus, are committed to "Zero Tolerance" of carelessness and unsafe actions. The commitment to and accountability for safety is a joint responsibility of all firefighters, managers, and administrators. All land management plans and all suppression plans and actions must reflect this commitment. Individuals must be personally committed and responsible for their own performance and accountability.

1. Firefighting Code of Safe Practices

a. Every Firefighter, Every Fireline Supervisor, Every Fire Manager, and Every Agency Administrator has the Responsibility to Ensure Compliance with Established Safe Firefighting Practices.

b. Every supervisor, employee, and volunteer is responsible for following safe work practices and procedures, as well as identifying and reporting unsafe conditions.

c. Attention to safety factors is critical to the individual employee incident position evaluation process. These evaluations must be honest appraisals of performances. The documentation of sub-standard or unsafe performances is mandatory.

B. Policy

1. Safety Policy

a. Firefighter and public safety is the first priority. All Fire Management Plans and activities must reflect this commitment *Federal Wildland Fire Policy*, December, 1995 and as revised 2001.

b. Every BIA supervisor, employee, and volunteer is responsible for following safe work practices and procedures, and identifying and reporting unsafe conditions.

C. Program 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 a wildland fire, and must be practiced at all operational levels from the BIA Director, Regional Director, Superintendent/Tribe 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. Additional Safety Guidance and References: *Fireline Handbook* (PMS 410-1, NFES 0065); *Incident Response Pocket Guide* (IRPG) (PMS 461, NFES 1077).

D. Physical Fitness Standards, Work Capacity, Physical Examinations

Physical fitness plays an important role in improving fireline safety and effectiveness; unfit persons can quickly become a hazard to themselves as well as others. The Work Capacity Tests (Pack, Field and Walk Test) and physical examinations are the means used for fitness screening of employees who have wildland fire jobs.

1. Physical Training

Physical training should include both aerobic conditioning and strength exercises. Agency Administrators and Fire Management Officers (FMOs) are responsible for ensuring firefighter fitness.

Employees who have a position description requiring them to maintain an arduous redcard rating should be authorized one hour a day for fitness conditioning.

Employees who do not have a position description requiring them to maintain an arduous redcard rating, but who have arduous jobs on their redcard, may be authorized up to three hours per week of duty time for fitness conditioning.

The physical training program should be structured and productive. A fitness initiative by the name of "**FireFit**" has been created to provide a comprehensive, easy-to-follow, fitness curriculum. It can be found on the web site at: http://www.nifc.gov/FireFit/index.htm

2. Work Capacity Testing

FMOs are responsible for administering Work Capacity Tests (WCTs) to all employees who will be serving in fitness dependant wildland fire positions. The WCT can be used to evaluate an employee's level of physical fitness at any time. Employees must have medical clearance prior to taking the WCT. The WCT must be passed prior to assigning the employee to wildland fire duty.

a. Procedure

- The WCT must be administered and passed at the appropriate level prior to Red Card issue. Testing should follow the procedures outlined in the *Test Administrators Guide for Work Capacity Tests*.

- Persons administering the WCT must understand the testing instructions and be in command of the testing process. The WCT - Job Hazard Analysis (JHA) identified in **Appendix 9-1**, should be used to analyze the testing program hazards at the local unit.

- Accurate documentation of the test results must be completed for all employees, see **Appendix 9-2.** This documentation must be retained until the next WCT is administered.

- Test results must be entered into the IQCS. Physical fitness dates entered in IQCS will reflect the date the employee passed the fitness test. Tests should be administered every calendar year, prior to the fire season.

- BIA policy allows for two hours to be charged against the DOI Administratively Determined (AD) Pay Plan for Emergency Workers for an individual to take the WCT.

b. Standards for the work capacity test ratings are as follows:

- Arduous- 3 mile walk carrying 45 lbs in 45 minutes or less

- Moderate- 2 mile walk carrying 25 lbs in 30 minutes or less

- Light- 1 mile walk with no weight in 16 minutes or less

c. Fitness ratings for all incident responder positions can be found in the National Wildfire Coordinating Group (NWCG), *Wildland Fire Qualification System Guide* (PMS 310-1).

d. Frequency of Work Capacity Testing

- The WCT is the accepted interagency screening tool for rating fitness. It should be considered a minimum standard. The WCT is not considered physical training. The test will not be administered repeatedly until an individual is eventually able to complete it. 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 elapse between the first and second tests. If the

individual fails the second test attempt, they will not be allowed to take the test again for 9 months from the date of the failed second attempt.

- If extenuating circumstances exist, the FMO may determine 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.

3. Medical Exams

a. Medical examinations are a diagnostic tool that can give an early warning to employees involved in wildland fire activities about potential health problems.

The BIA is a signatory to the Interagency Wildland Firefighter Medical Standards Program, and as such utilizes the forms and standards of that program. If the employee is determined to be unfit for arduous-level duty based on the results of the examination, they are not allowed to take the work capacity test or participate in wildland fire at the arduous level.

b. Medical examination requirements see **Appendix 9-3.**

- For permanent and seasonal BIA employees, there are two circumstances that require a physical examination.

  1) First, a position description may require an employee to be qualified for a wildland fire position at the arduous level of fitness.
  2) Secondly, regardless of an employee position description, if the employee participates in wildland fire activities at the arduous level, he or she is required to complete a physical examination.

- For employees working in positions rated moderate or light, there are no medical examination requirements, although a HSQ, see **Appendix 9-4**, must be completed before participating in the WCT.

- AD/EFF employees, under the age of 45, participating in wildland fire activities at the arduous level will be required to complete a HSQ before participating in the WCT. These employees will not be required to complete the Medical Standards Annual Exam.

- AD/EFF employees 45 years and older, with an arduous duty position on their red card, are required to take the Medical

Standards Annual Exam prior to participating in the WCT. These employees will not be required to take the Periodic Form every three years.

- No employee or applicant who fails to meet the Medical Standards as a seasonal/temporary or permanent employee may be hired as an AD/emergency firefighter (EFF) in order to circumvent the medical qualification standards.

- The 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 their FMO, Tribal employees may elect to participate in the Medical Standards program 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.

- If for any reason, a change in a firefighters medical status emerges between yearly exams, and that change prevents the firefighter from meeting any of the *Wildland Firefighter Medical Standards*, then the firefighter and his/her supervisor have an obligation to report this change to the Community Health Service (CHS). Upon receipt of the information CHS will make a determination regarding the firefighter's status as pending or cleared.

- More information on the *Wildland Firefighter Medical Standards* can be found at the following web site: http://www.nifc.gov/medical_standards.

E. Safety Refresher Training

1. Policy

a. The BIA requires all personnel who will serve in a fireline position to participate in 8 hours of annual safety refresher training. In addition to red-carded BIA and Tribal personnel, this includes all EFF mobilized for local, regional or national use. Refresher training may taken in-house or through another NWCG member agency. The refresher will include mandatory hands on fire shelter inspection and deployment practice.

BIA policy allows for up to 8 hours to be charged against the AD pay authority for an individual to take Annual Safety Refresher Training.

b. Refresher training should include pertinent local safety issues, as well as discussions on the following:

-   Entrapments

    Use training and reference materials to study the risk management process (as identified in the IRPG) and rules of engagement (as appropriate to the participants, e.g., LCES, Standard Firefighting Orders, Eighteen Watch Out Situations, WFSA direction, Fire Management Plan priorities, etc.).

-   Current Issues

    Review and discuss identified "hot topics" and "national emphasis topics" as found on the current WFSTAR web site at: http://www.nifc.gov/wfstar/index.htm. Review forecasts and assessments for the upcoming fire season and discuss implications for firefighter safety.

-   Fire Shelter

    Review and discuss last resort survival. Conduct "hands-on" fire shelter inspections. Practice shelter deployments in applicable crew/module configurations. When possible practice shelter deployments should be conducted in rough terrain and windy conditions. No "live fire" exercises for the purpose of fire shelter deployment training will be conducted.

-   Other Hazards and Safety Issues

    Choose additional hazard and safety subjects, which could include SAFENET, current safety alerts, site/unit specific safety issues and hazards.

c. The WFSTAR website has been established to provide a centralized resource for instructors of refresher training. This web site can be found at: http://www.nifc.gov/wfstar/index.htm.

F. Food and Nutrition

Nutritious food can be a morale booster, but more importantly, it fuels muscles for hard work and internal organs for health and fitness. A firefighter may burn 5,000 to 6,000 calories a day. These calories must be

replaced to avoid cramping, fatigue, and impaired judgment. Government-provided food must be low in fats and high in complex carbohydrates.

Drinks provided must replace essential fluids lost from the body during exercise. On a normal fireline assignment, firefighters may replace 12 or more quarts of fluids a day. In some cases, firefighters may need to replace one to two quarts of fluids per hour. Water is an excellent way to replenish fluid loss. Natural juices and sport drinks contain energy-restoring glucose. Avoid caffeinated, carbonated, and "diet" drinks.

G. Fatigue

Firefighting is hard, dirty, and inherently dangerous work. The fire itself creates much of that danger, but fatigue is a less visible threat. Without enough sleep and rest even the fittest worker tires. Fire management staff, dispatchers, and support personnel are subject to long hours and high levels of stress as well. At any level in the fire organization or management, fatigue can lead to mistakes which result in accidents and injuries. Here are some ways to monitor fatigue:

1. Management of Fatigue

a. Managers and incident management teams should establish work and rest schedules that minimize fatigue in the following ways:

- Establish record-keeping systems that track crew work time.

- Plan and strive to provide one hour of sleep or rest for every two hours worked.

- When deviating from work/rest guidelines, the Agency Administrator or IC must approve in writing.

- Start each operational period with rested crews.

- Provide an adequate sleep environment.

- Breaks during fire operations should be from 10 to 30 minutes in length.

- Frequent breaks of between 10 to 30 minutes should be encouraged.

b. The pulse is a good way to gauge fatigue. The pulse should recover to less than 110 beats per minute; if not, a longer break is needed. A firefighter's wake-up pulse can signal potential

problems. If it is 10% or more above normal, it can mean fatigue, dehydration, or even a pending illness.

H. Work/Rest Guidelines

In order to assure safe, productive fire operations, supervisory fire management personnel and fire program management must manage work/rest periods for crew, overhead and support personnel. BIA policy follows guidelines outlined in the NWCG *Interagency Incident Business Management Handbook* (PMS 902, NFES 3139), Chapter 10, Section 12.7.

1. Policy For Work/Rest

a.   Work Rest Guidelines should be met on all incidents. Plan for and ensure that crews, overhead personnel, and support personnel are provided a minimum 2:1 work to rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest).

b.   The IC or Agency Administrator shall justify and document, in the daily incident records, work shifts exceeding 16 hours, and periods that do not meet 2:1 work to rest ratio, including travel time.

c.   Any period where the 2:1 work/rest ratio is not met should be the exception. However, in those situations where it does occur, incident management personnel will work towards resuming 2:1 work/rest as quickly as possible. Documentation should include mitigation measures employed to reduce fatigue.

d.   Days Off

- Supervisors must manage work schedules for initial attack, dispatch and incident support personnel during extended incident operations. Every employees schedule should include regularly scheduled days off, regardless of fire activity. During periods of non-routine or extended activity, employees will have a minimum of 1 day off in any 21 day period.

- If an employee has been on assignment away from their home unit, upon completion of a 14 day assignment and return to the home unit, two days off will be provided and charged to the incident. Pay entitlement, including administrative leave, for a paid day off cannot be authorized on the employee's regular day off at their home unit.

- AD/EFF employees are not entitled to a paid day off upon release from the incident.

e. Length of Assignment

- 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 commencement of return travel to the home unit.

- Standard assignment length is 14 days, exclusive of travel from at to home units. Possibilities for extensions are identified below.

- Time spent in staging and preposition status counts toward the 14-day limit, regardless of pay status.

- Assignments may be extended in situations where life and property are imminently threatened, suppression objectives are close to being met, a military battalion has been assigned, or replacement resources were ordered and unable to fill.

- Upon completion of the standard 14-day assignment, an extension of up to an additional 14 days may be allowed (exclusive of mandatory day off). Regardless of the duration of the extension, prior to the 21st day, two mandatory days off will be provided.

- Upon release from the assignment, regardless of extension duration, two mandatory days off will be provided immediately following the return to the employees home unit, chargeable to the incident.

- "Military battalions" are mobilized on a 30 day commitment (including training and travel), by prior agreement, as well as the Crew Advisors and Battalion Liaisons assigned to those units. Military Crew Advisors and Battalion Military Liaisons can expect to be staged in hotel accommodations up to 5 days prior to actual assignment to a military unit, at which time the 30 day commitment begins.

- Assignments to Federal Emergency Management Agency (FEMA) incidents may also be extended to 30 days. However, ICs will give strong consideration as to the health and condition of these crews by varying the intensity and exposure of their assignments.

I. Heat Stress

Heat becomes a problem when humidity, air temperature, and radiant heat combine with hard work to raise body temperature beyond safe limits. Sweat is your main defense. Everyone on the fireline must understand the importance of drinking water often.

There are three forms of heat stress. The mildest is heat cramps. Heat stress can progress to heat exhaustion and eventually heat stroke. Heat stroke is a medical emergency! Delayed treatment can result in brain damage and even death. At the first sign of heat stress, stop work, get into the shade, and begin drinking fluid.

J. Smoke and Carbon Monoxide

For decades, firefighters and fire managers have been concerned about the health effects of smoke from wildland fires. In 1997, a NWCG team studying the short and long-term effects of exposure to smoke reached consensus on a risk management plan that could be implemented within the existing fire management structure.

In brief, participants concluded that while toxic emissions were present in smoke, that the incidence of exposure in excess of Occupational Safety and Health Administration (OSHA) permissible exposure limits was relatively low (fewer than five percent of prescribed fire cases, even less in wildfire), and that documented health effects were moderate and often reversible.

Call United States Department of Agriculture (USDA) Forest Service, Technology and Development Program, Publications, (406) 329-3978, and ask for *Health Hazards of Smoke, Recommendations of the Consensus Conference*, April 1997 (Item Number 97512836). Copies are available free of charge in limited numbers.

1. Tactics to Minimizing Exposure to Smoke

a. Include smoke hazards on the ICS-215A worksheet at planning and briefing sessions.

b. Use flanking attack as opposed to head attack (where appropriate), in heavy smoke situations.

c. Minimize mop-up when possible.

d. Adjust operational periods on mop-up to avoid periods of inversion.

e. Use time and patience instead of water to put the fire out: use burn piles, allow areas to burn themselves out. Rely on burn-up instead of mop-up.

f. Minimize snag failing, consistent with safety concerns, to avoid putting heavy fuels on the ground that will require mop-up.

g. In heavy smoke conditions, give up acres to gain control.

h. Fire behavior forecasts should discuss smoke and inversion potentials.

i. Locate camps and incident command posts in areas that are not prone to inversions.

j. Reduce dust by watering roads at the incident, on drier roads leading to the incident, and in the incident base area.

k. Use minimum impact suppression techniques (MIST).

K. Driving Limitations

1. Policy

a. This policy addresses driving by operations personnel actively engaged in wildland fire or all-risk activities; including driving while assigned to a specific incident (check-in to check-out) or during initial attack fire response (includes time required to control the fire and travel to a rest location).

b. Agency resources assigned to an incident or engaged in initial attack fire response will adhere to the current BIA 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 1) accomplish immediate and critical

- Documentation of mitigation measures implemented to manage fatigue, as provided by the existing work rest guidelines, is also required for drivers who exceed 16 hour work shifts. This is required regardless of whether the driver is still compliant with the 10 hour individual (behind the wheel) driving time limitations.

c. 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 the Casual must also have safe driving record in carrying out duties in support of wildland fire operations.

- Agencies should recruit prior to fire season a pool of drivers. They must submit the General Services Administration (GSA) Form 3807, Government Motor Vehicle License and Driving Record in advance to verify they have a favorable driving record. The GSA 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 GSA Form 3807.

- Meeting the qualification requirements for a motor vehicle license is a condition of employment with the BIA for those individuals whose duties require the operation of a motor vehicle for official Wildland operations business. Failure to adhere to the policy will result in automatic termination of the casual.

L. Personal Protective Equipment (PPE)

1. Policy

All operational personnel on wildland fires are required to use PPE. Employees must be trained to use safety equipment effectively. Common permanent-press materials are not to be worn, as they melt and stick to the skin when exposed to flame or heat. Because most synthetic fibers melt when exposed to flame or extreme radiant heat, personnel should wear only undergarments made of 100 percent cotton or wool, aramid, or other fire resistant material.

2. Required PPE

a. 8" high laced leather boots with lug soles (condition of hire)

    Personnel assigned to wildland fires must wear heavy duty, all leather, lace-type work boots with non-slip (Vibram type), melt-resistant soles and heels. The leather top must be at least 8 inches in height, measured from the bottom of the heel. The boots are a condition of hire for firefighting positions and are purchased by the employee prior to employment. Non-traditional style boots (e.g., Glacier Boot) that meet the footware standard as described above are authorized for firefighting.

b. Fire shelter

    Fire shelters will be issued and worn by all line personnel. They will be inspected regularly, and "training" shelters will be deployed annually at required refresher safety training. Supervisors and firefighters must never rely on fire shelters instead of using well-defined and pre-located escape routes and safety zones. <u>The shelter is to be viewed as a last resort, and will not be used as a tactical tool</u>.

c. Hard hat with chin-strap

    •   Personnel must be equipped with hard hats and wear them at all times while on the fireline. Hard hats must be equipped with a chin strap–which must be fastened while riding in, or in the vicinity of, helicopters.

    •   Helicopter crew persons and helitack crews will be issued and wear flight helmets–with chin strap securely fastened when riding in helicopters. All contract helicopter personnel must comply with this standard.

    •   Acceptable helmets for fireline use are "Helmet, safety, plastic" (NFES 0109, 8415-01-055-2265/GSA) listed in NWCGs *National Fire Equipment System Catalog: Fire Supplies and Equipment*, or equivalent helmet meeting 1977 NFPA Standard requirements.

d. Aramid shirts

e. Aramid trousers

f. Leather gloves

g. The Job Hazard Analysis (JHA) will determine when eye and hearing protection is required.

h. Special PPE and a JHA are required for operations involving aluma-gel. Aluma-gel mixing crews must be equipped with eye protection, fire retardant anti-static or 100 percent cotton coveralls, dust masks, and gloves.

i. Eye and Face Protection

The following positions require the wearing of eye protection: nozzle person, chainsaw operator/faller, heliport and ramp personnel, and retardant mixing crew. Other personnel in the immediate vicinity of these operations may also require eye protection. Face shields providing full face protection must be worn by Terra-Torch nozzle operators and power sharpener operators.

j. Hearing Protection

*   Personnel who are exposed to a noise level in excess of 80db 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, retardant mixing personnel, and any other personnel exposed on a regular basis to damaging noise levels.

*   Seasonal fire suppression personnel must be issued two pairs of earplugs (either universal or fitted), at the beginning of the fire season. Other fire crew members must be issued earplugs upon fire assignment. Personnel must be trained to use and clean earplugs to prevent hearing damage and hygiene problems. Hearing protection may be required on helicopter flights.

k. Face and Neck Protection

Nomex "shrouds" are not required PPE. If used, the shrouds must meet the design and performance requirements identified in the NFPA 1977 *Standard on Protective Clothing and Equipment for Wildland Fire Fighting*, 1998 ed.

l. Leg Protection

Chainsaw chaps, in good condition, must be worn by all chainsaw operators/fallers and swampers.

M. Fireline Safety

1. Incident Briefings

a. The fire manager must ensure that safety briefings are occurring throughout the fire organization, and that safety factors are covered with incident personnel at all operational briefings.

b. The IC, Safety Officer, Fire Behavior Analyst, and remainder of the command and general staff will use the 10 Standard Fire Orders, 18 Watch Out Situations, and the LCES Analysis of Tactical Applications on the Incident Action Plan Safety Analysis (ICS 215-A) for guidance at strategy meetings, during briefings, and when developing the incident action plan, safety message, and medical plan.

c. A web site has been established that incorporates a daily safety message called "Six Minutes for Safety". The web site address is: http://www.nifc.gov.

d. The elements of a briefing checklist, adopted by NWCG and identified in the IRPG, should be used in all operational briefings, see **Appendix 9-5**.

2. LCES–A System for Operational Safety

a. Purpose

- LCES is a safety procedure put in place before fighting the fire. It is a self-triggering mechanism that functions sequentially: lookouts assess–and reassess–the fire environment; lookouts communicate to each firefighter threats to safety; firefighters use escape routes and move to safety zones.

> **L** - Lookout(s)
> **C** - Communication(s)
> **E** - Escape Route(s)
> **S** - Safety Zone(s)

1) Before safety is threatened, each firefighter must be informed on how the LCES system will be used.
2) The LCES system must be continuously reevaluated as fire conditions change.

- While individual lookouts may be designated and posted, all firefighters should be alert to changes in the fire environment and have the authority to initiate communication.

9-15

    b.   Using the Principles of LCES for Risk Analysis

- "Safety" is defined as freedom from exposure to danger, exemption from injury, and to protect from accident. Being safe requires knowledge and skill in methods of avoiding accidents, injury, and exposure to hazards. As such, it requires an ability and attitude that grows with experience and training.

- In fire management activities there are objective and subjective hazards. The objective hazards, such as fire entrapment, snags, rolling debris, and terrain cannot be eliminated–these are risks inherent to firefighting. The possibility of injury or entrapment is always there; the probability may be large or small.

- Subjective hazards are those that we create and also have control over (attitudes and abilities). By using a set procedure during each operational period, we can ensure our safety by taking the following steps to minimize our exposure to hazards:

        1)   Define the assignment.
        2)   Identify the hazards.
        3)   Analyze and reevaluate the situation as it changes.

3. Risk Management Process

The risk management process is a tool. It helps ensure that critical factors and risks associated with fireline operations are considered during decision-making.

In situations of low complexity you may be able to do your risk management in your head. However, as the situation gets more complex (more hazards or higher probabilities), a more formal risk management process is required.

The Risk Management Process checklist can be found in **Appendix 9-6**, and in the IRPG.

4. Escape Routes and Safety Zones

    a.   An **Escape Route** is "a preplanned and understood route firefighters take to move to a Safety Zone or other low-risk area. When escape routes deviate from a defined physical path, they should be clearly marked (flagged)."

b. A **Safety Zone** is "an area cleared of flammable materials used for escape in the event the line is outflanked or in case a spot fire causes fuels outside the control line to render the line unsafe. In firing operations, crews progress so as to maintain a safety zone close at hand allowing the fuels inside the control line to be consumed before going ahead. Safety zones may also be constructed as integral parts of fuelbreaks; they are greatly enlarged areas which can be used with relative safety by firefighters and their equipment in the event of blowup in the vicinity."

- Identification of Escape Routes and Safety Zones is one of the primary responsibilities of any wildland firefighter working on or near the fireline. The following guidelines can be used when selecting Safety Zones:

    1) The best escape route is usually fireline constructed against the "black". Similarly, the most secure safety zone is also "the black",
    2) A safety zone should be large enough so that the distance between firefighter and flames is at least four times the maximum flame height.
    3) If potential for the fire to burn completely around the Safety Zone exists, the diameter should be twice the values indicated above.
    4) Factors that will reduce Safety Zone size include reduction in flame height by thinning or burnout operations, shielding the Safety Zone from direct exposure to the flame by locating it on the lee side of ridges or other geographic structures, or reducing flame temperatures by applying fire retardant to the area around the Safety Zone.
    5) Keep in mind that these guidelines do not address convective energy.

5. Standard Safety Flagging

The NWCG has established the following standard for wildland fire activities:

- Safety Zones/Escape Routes- Hot-Pink flagging marked **ESCAPE ROUTE** (NFES 0566).   When flagging no longer shows valid escape routes/safety zones, remove it immediately.

- Hazards- yellow w/black diagonal stripes, fluorescent, biodegradable 1" wide (NFES 0267).

6. Common Denominators of Fire Behavior on Tragedy Fires

a. Most incidents happen on the smaller wildfires or on isolated portions of larger wildfires.

b. Most fires are innocent in appearance before unexpected shifts in wind direction and/or speed results in "flare-ups" or "extreme wildfire behavior." In some cases, tragedies occur in the mop-up stage.

c. Flare-ups generally occur in deceptively light fuels, such as grass and light brush.

d. Wildfires run uphill surprisingly fast in chimneys, gullies, and on steep slopes.

e. Some suppression tools, such as helicopters or airtankers, can adversely affect fire behavior. The blasts of air from low flying helicopters and airtankers have been known to cause flare-ups.

7. Downhill / Indirect Line Construction Guidelines

a. Management must be aware of the potential hazards of downhill line construction when determining incident objectives and strategies, developing alternatives in the Wildland Fire Situation Analysis (WFSA) process, and providing overall direction to ICs.

b. Fireline can be constructed with handtools, mechanized equipment, water, or retardant. Some line, in order to be reliable, must be cut to mineral soil, constructed so as to catch rolling material, and built along the wildfire's edge.

c. As a general rule, construct line moving uphill. If there is no practical alternative to constructing line downhill, do so with extreme caution. Many firefighters have lost their lives attacking wildfires from above. Direct attack methods should be used whenever possible. The following guidelines also apply to fireline that is being constructed some distance from the wildfire's edge, where wildfire behavior cannot be observed and responded to.

d. The decision is made by a qualified supervisor after evaluating the situation.

e. Downhill line construction should not be attempted when wildfire is present directly below the proposed anchor point.

f.   The fireline should not lie adjacent to a chute or chimney that could burn out while the crew is in the area.

g.   Communication is established between the crew working downhill and crews working toward them from below. When neither crew can adequately observe the wildfire, communications will be established between the crews, supervising overhead, and a lookout posted where the wildfire can be seen.

h.   The crew must be able to rapidly reach a Safety Zone from any point along the line if the wildfire unexpectedly crosses below them.

i.   A downhill line should be securely anchored at the top. Avoid underslung line if at all possible.

j.   Line firing should be done as the line progresses, beginning from the anchor point at the top. Go as fast as is safe. The burned out area provides a continuous safety zone for the crew and reduces the likelihood of wildfire crossing the line.

k.   Maintain full compliance with the 10 Standard Fire Orders.

l.   Be aware of and avoid the 18 Watch Out Situations.

8. Six Minutes for Safety

Six Minutes for Safety is an interagency safety initiative that, on a daily basis, addresses the high risk situations that historically get firefighters in trouble. The intent of the program is to give firefighters six minutes of training every day on high risk fire activities that are performed infrequently.

All BIA fire programs are encouraged to participate in daily 6 Minutes for Safety training. The program can be accessed at the following web site: http://www.nifc.gov/sixminutes/index_j.asp.

N. Unexploded Ordnance (UXO)

1. Managing the Risk

a.   Millions of acres of in the United States contain unexploded ordnance (UXO), most a result of weapons system testing and troop training activities conducted by the Department of Defense. The risks posed by property containing UXO could be great depending on the types and amount of UXO present and how the property is or may be used.

b. Those who use and manage property with UXO, as well as those responsible for making decisions regarding the property, need information on the risks presented by UXO, options for eliminating or reducing the risks, and factors to be considered in the decision-making process.

c. A person's ability to recognize a UXO is the first and most important step in reducing the risk posed by a UXO hazard.

d. The following types of UXO are those most likely to be encountered on active military sites and FUD and BRAC sites:

*   Small arms munitions
*   Rockets
*   Projectiles
*   Projected grenades
*   Sub-munitions

e. UXO may be found fully intact or in parts or fragments. All UXO, whether intact or in parts, present a potential hazard and should be treated as such.

f. Being Safe Around UXO.

*   "IF YOU DIDN'T DROP IT, DON'T PICK IT UP!"
*   When you see UXO, stop. Do not move closer.
*   Never transmit radio frequencies (including walkie talkies, citizens' band radios, and cell phones).
*   Never attempt to remove anything near a UXO.
*   Never attempt to touch, move, or disturb a UXO.
*   Clearly mark the UXO area.
*   Avoid any area where UXO is located.
*   Keep a minimum of 500 feet away from any UXO that is on fire.
*   Report discovery of UXO to your immediate supervisor.

O. Hazardous Materials

1. Purchasing

Purchase of hazardous materials (products containing chemicals) should be done using waste minimization principles to prevent surplus of product. Many products are sold with a shelf life that can expire before use if not managed properly. Material Safety Data Sheets (MSDSs) should be obtained at time of purchase and used as part of safety briefings.

2. Use

Use of any product containing chemicals must be in compliance with OSHAs Hazard Communication Standard, 29 CFR 1910.1200. The primary elements of that standard require employee training, MSDSs (including hazard determination), inventory of products, and a written hazard communication plan intended to protect employees using the products.

3. Storage

Proper storage of hazardous materials is essential for the protection of employees. This is particularly important in the case of flammables and combustibles. The quantity of product affects storage requirements, and should be considered when purchasing is done. Storage of flammables and combustibles must be in compliance with OSHA 29 CFR 1910.106.

4. Surplus

Avoid the over purchase of products. Surplus products remain the field, and may create a disposal or use problem for the field office that receives them. Any products left behind after an incident <u>must</u> be properly labeled and be accompanied by the appropriate MSDS.

5. Classification

The National Fire Protection Agency (NFPA) 704 HazMat Classification descriptions can be found in the IRPG.

P. Safety For Managers Visiting Fires

The BIA recognizes the need for Agency Administrators to become actively involved in the management of wildfires, and to personally visit an appropriate number of escaped wildfires each year. PPE is required for certain scenarios. If you have any questions, please discuss them with your fire and aviation management staff.

1. Visit to Incident Base

The minimum requirements for PPE at an incident base are the same as all field locations.

- 8-inch leather lace boots with non-slip soles and heels
- Long trousers
- Long-sleeve shirt

2. Visits to the Fireline

a.   When visiting the fireline, there are two major considerations: required PPE, and the required physical fitness and training requirements which vary based on whether or not the manager is escorted or unescorted. Escorts must be qualified at the Single Resource Boss (Crew or Engine) level.

b.   PPE Required

- 8-inch leather lace boots with non-slip soles and heels
- Long trousers made of flame-resistant material
- Long-sleeve shirt made of flame-resistant material
- Hard hat
- Leather gloves
- Fire shelter and hand tool
- Water canteen and personal first-aid kit

c.   Training and Physical Fitness Requirements

- If Escorted

  No previous training required. No specific physical fitness requirements; however, managers must able to walk in mountainous terrain and be in good physical condition with no known limiting conditions.

- If Unescorted

  A fitness level of Moderate is required, plus successful completion of the following:

  1) Introduction to Fire Behavior (S-190)
  2) Firefighter Training/Standards for Survival (S-130)

3. Helicopter Observation Flights

a.   Managers who take helicopter flights to observe fires must receive a passenger briefing and wear the following required PPE:

- Flight helmet
- Leather boots
- Fire-resistant clothing
- All leather or leather and aramid gloves

b. Training Requirements can be met by any of the following courses: B1 Basic Helicopter Safety, B3 Basic Helicopter/Airplane Safety, or, S-270 Basic Air Operations. Occasional passengers have no training requirement, but a qualified flight manager must supervise loading and unloading of passengers.

4. Fixed-Wing Observation Flights

a. No PPE is required for managers who take fixed-wing flights to observe wildland fires; however, a passenger briefing is required, and the flight level must not drop below 500 feet AGL.

b. Training Requirements can be met by any of the following courses: B2 Basic Airplane Safety; B3 Basic Helicopter/Airplane Safety; or, S-270 Basic Air Operations.

Q. SAFENET

1. Reporting Unsafe Situations In Wildland Fire Operations

a. The DOI bureaus and the USDA Forest Service have created and adopted a common reporting form and system to report unsafe situations or close calls in wildland fire operations, all-risk incidents, and training events. SAFENET is the "SAFECOM" for on-the-ground fire incidents. SAFENET denotes "safety and health network in fire operations."

b. 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.

- Primarily intended for wildland and prescribe fire situations; however, SAFENET can be used for training and all-risk events.

c. Individuals who observe or who are involved in an unsafe situation should initiate corrective action, if possible, and then report the occurrence using SAFENET. You are encouraged, but not required, to put your name on the report.

    d.   There is no punishment or penalty for filing a SAFENET. SAFENET submissions may be done anonymously.

    e.   Prompt replies to the originator (if name provided), timely action to correct problems, and discussion of filed SAFENETs at local level meetings encourage program participation and active reporting.

    f.   SAFENET does not replace agency accident reporting criteria. See the SAFENET form in **Appendix 9-7**.

R. Reviews and Investigation Procedures

1. Introduction

Reviews and investigations are two methods used by wildland fire and aviation managers to ensure or improve safety and efficiency, determine if any policy or operational changes should be initiated, and identify any management system failures. Reviews are usually based on improving performance and increasing safety, while investigations are conducted when an accident or incident with potential for injury or fatality occurs.

Depending on the complexity and severity, reviews and investigations may be conducted at the local, regional, or national level.

2. Policy

DOI and BIA policy require investigation or review 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.

3. Reviews

Reviews address all or any aspects of wildland fire and aviation management. Reviews may focus on program oversight, safety, leadership, operations, specific incidents, preparedness, training, staffing, business practices, budget, planning, interagency cooperation, and linkage between fire and other BIA programs. Review teams will develop findings and recommendations and establish priorities for action.

Reviews may be conducted in the form of Preparedness Reviews, Fire and Aviation Safety Team Reviews (FAST), Individual Fire Reviews, or program specific reviews. An example Delegation of Authority (DOA) for such reviews is attached in **Appendix 9-8.**

4. Incident/Accidents Requiring An Investigation

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).

a. Entrapment

    Defined by NWCG as situations where personnel are unexpectedly caught in a fire behavior-related, life-threatening position where planned escape routes and safety zones are absent, inadequate, or have been compromised. Entrapments may or may not include deployment of a fire shelter for its intended purpose, and they may or may not result in injury.

b. Incidents with Potential and/or Non-Serious Injury

    Include wildland fire-related mishaps that result in serious or non-serious injuries involving 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.

c. Wildland Fire Serious Accident

    Defined as accidents where one or more fatalities occur and/or three or more personnel are inpatient hospitalized as a direct result, or in support of, wildland fire operations, and substantial property or equipment damage of $250,000 or more occurs.

d. Shelter deployment

    May occur in situations where individuals are not entrapped. However, any time a shelter is deployed (other than for training purposes), regardless of circumstances, notification to the National Fire and Aviation Safety Officer is required. Level of investigation will be determined at the national level.

5. Investigation Process

Immediately following an incident or accident identified in any of the proceeding categories, the following groups and individuals should be notified: Agency Superintendent, BIA National Fire and Aviation Safety Specialist, law enforcement (if appropriate), National Interagency Coordination Center (NICC), Regional FMO, and BIA Director, Branch of Fire Management.

a. Following initial notifications, the Director, Branch of Fire Management will form the investigation team and coordinate their dispatch through the National Interagency Coordination Center (NICC). Investigation team composition, as outlined in 485 DM 7, is as follows:

- Team Leader

  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 Designated Agency Safety and Health Official (DASHO).

- Chief Investigator

  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

  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.

- 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, weather, and terrain.

b. The senior Agency Administrator/Line Officer with jurisdiction (usually the Regional Director) will receive the factual and management reports once they have been completed by the

Investigation Team. The Agency Administrator/Line Officer, in conjunction with the BIA National office of Forestry and Fire Management, will convene a board of review (if necessary) to evaluate the adequacy of the factual and management reports and suggest corrective actions

6. Fire and Aviation Team (FAST) Protocols

A FAST is activated during periods of high wildland fire activity. They assist agency administrators in the mitigation of critical operational issues. The FAST can also assist the agency administrator by providing guidance on safe fire and aviation activities, reviewing and clarifying compliance with OSHA abatement plans and other safety-related action plans, and provide short-term technical or managerial assistance.

a. Requests

Requests for a FAST will be routed through agency's Multi-Agency Coordinating Group (GMAC) representative. The request must specify mission objectives and skills required. FAST teams receive Delegation of Authority (DOA) from the GMAC. If the GMAC is not activated and an Agency or Tribe employs the services of a FAST, the operational and reporting protocols described herein should be maintained. The national Multi-Agency Coordination group (NMAC) may order a FAST team for multi-area assignment(s). In these instances, the NMAC will be responsible to complete a DOA for the team, to coordinate with the GMACs involved, and to follow the FAST management duties listed below.

b. Membership

FAST composition should be interagency whenever possible. At a **minimum**, a FAST should include the following:

- A team leader that is qualified as an agency administrator or fire/aviation program leader, selected with the objectives of the mission in mind.
- A safety and health manager.
- Technical experts necessary to address the objectives set out in the DOA.
- Scribe (if available).

The assigning GMAC has the responsibility to ensure technical representatives assigned to the FAST are qualified at or above the complexity level of the operation being reviewed or assisted.

c. Operating Procedures

- The GMAC group or assigned representatives will conduct an entry briefing with the FAST to review and provide the DOA, specific tasks, issues, incidents/ organizations/operations, and time frames allotted to complete the review(s) and/or provide assistance.

- Each agency representative on the GMAC will notify the respective agency field-unit managers of the impending visit by the FAST. The Zone or Local Coordination Centers will notify the IC (when applicable) and / or the local unit manager responsible for the incident/organization/operation to be reviewed and/or assisted.

- The FAST will provide an entry briefing with the Agency Administrator and assigned ICs responsible for oversight of an incident, or the appropriate manager of the organization/operation being reviewed or assisted.

d. Reporting

The FAST should report regularly to the GMAC as agreed during the entry briefing. FAST operational activities are preeminent, however it is critical that significant findings, solutions, and observations be recorded and reported. Reports need not be lengthy nor include detail beyond that necessary to describe the conditions, mitigations, or other significant safety-related details of the assignment. The FAST will prepare a report for each incident/organization/operation reviewed or assisted (mission segment). Upon completion of the mission the GMAC will conduct an out-briefing with the FAST, who will then present the final report. (See "FAST Final Report Outline", contained in Delegation of Authority – Template, **Appendix 9-8**.)

- The GMAC coordinator will forward a copy of the mission segment report(s) to the agency administrator or IC responsible for the incident/organization/operation which was/were reviewed or assisted for necessary follow up actions. The GMAC coordinator will forward a copy of the final report to all members of the GMAC and to the NICC coordinator at the National Interagency Fire Center (NIFC) in Boise, ID. The NICC coordinator will forward the copy to the Chair, FAST for necessary follow up actions, trend analysis, and archiving.

e. Administration

Each GACC will be responsible for maintaining a list of qualified FAST members, identified by area(s) of expertise. If the organizing GMAC requires assistance to form a team, requests may be forwarded to the Federal Fire and Aviation Safety Team (FFAST), located at NIFC, for names of qualified members. (See Delegation of Authority and Reporting templates in **Appendix 9-8.**)

S. Firefighter Burn Injury Protocol

The following procedures will be used when DOI employees sustain burn injuries, regardless of agency jurisdiction. These procedures will also apply to federal employees, casuals, and other personnel covered by the Federal Employee's Compensation Act who are burned during a wildland fire operation within DOI jurisdiction.

1. Procedures

After on-site medical response, initial medical stabilization, and evaluation are completed, the agency administrator will coordinate with the attending physician to ensure that an employee whose injuries meet any of the following burn injury criteria (identified by the American Burn Association as warranting immediate referral to an accredited burn center) is immediately referred to the nearest regional burn center. A list of possible burn care facilities can be found at: http://www.blm.gov/nifc/st/en/prog/fire/im.html.

The decision to refer the employee to a regional burn center will be made directly by the attending physician or may be requested of the physician by the agency administrator.

a. Burn Injury Criteria

- Partial thickness burns (second degree) involving greater than 5% Total Body Surface Area (TBSA).
- Burns 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.

It is imperative that action is expeditious, as burn injuries are often difficult to evaluate and may take 72 hours to manifest themselves. When there is any doubt as to the severity of the injury, the required action is to immediately refer and transport the employee to a regional burn center.

APPENDIX 9-1
Work Capacity Testing - Job Hazard Analysis

U.S. Department of the Interior Bureau of Indian Affairs JOB HAZARD ANALYSIS	Date: Page 1 of 3	New ☐ Revised ☐ Issued by: (Safety Mgr)
Field Office/work Group	Supervisor:	Qual, Trng, Experience Reqd:

This JHA must be reviewed, approved, and signed by the Agency Administrator:
Name   **Title**   **Date**

BASIC JOB STEPS	POTENTIAL HAZARDS	SAFE JOB PROCEDURES
Work Capacity Testing	Physical Overexertion	1. Provide prospective test subjects information about the test and describe how to prepare for it.
		2. Test subjects complete the Health Screen. Only appropriate responses of the prospective subjects to the Health Screen will result in administering the Work Capacity Test.
		3. Brief test subjects about the test just prior to the test -- answer questions concerning the test. Make them understand they are to quit and get help from one of the Test Administrators on the course if they begin to feel ill during the test.
		4. Test Administrators monitor subjects for distress during test. Test Administrator is to terminate test if indicated by level of subject distress.
		5. Provide prospective test subjects official time for fitness training where policy permits.
		6. Schedule tests when environmental conditions are most favorable.
		7. Have a person currently qualified in first aid and CPR (with first aid supplies and equipment) on site when testing is done.
		8. Have unit medivac plan and make sure Test Administrators know how to activate it.
		9. Make sure test subjects do not exceed a walking pace.
		10. Ensure test subjects are properly hydrated.

Work Capacity Testing	Strains and Sprains	1.	Provide information to prospective subjects describing how to get into shape for the tests.
		2.	Provide prospective subjects official time for fitness training where policy permits.
		3.	Brief subjects about the test just prior to beginning.
		4.	Monitor subjects for indications of distress and terminate the test for them.
		5.	Ensure test subjects have comfortable footwear that provides adequate support and protection to feet and ankles.
		6.	Give subjects time to adjust packs for comfort prior to beginning the test.
		7.	Provide time prior to starting the test for subjects to warm up and stretch.
		8.	Have subjects cool down and stretch after the test.
		9.	Make sure the test subjects do not exceed a walking pace.
Work Capacity Testing	Heat Stress	1.	Make sure Test Administrators understand the effects of exercising in heat, ran recognize the symptoms of heat stress, and how to treat it.
		2.	Where possible, schedule tests for the most favorable environmental conditions. Use the Heat Stress chart, *Fitness and Work Capacity*, 2nd Edition, (p. 29). Avoid the "High" range.
		3.	Inform prospective test subjects on how to dress for the conditions and include the information in the pre-test briefing.
		4.	Make sure test subjects are aware of the need for acclimatization. Provide time for employees to become acclimatized if conditions of their employment permit.
		5.	Test Administrators include heat stress information in the test briefing if appropriate.
		6.	Provide water at key points along the test course if conditions dictate.
		7.	Test Administrators monitor all test subjects for signs of heat stress, terminate test if is stress is indicated, and are prepared to provide treatment needed.

Work Capacity Testing	Cold Temperature	1. Make sure Test Administrators knows symptoms of cold-related physical effects and are prepared to treat them.
		2. Inform prospective test subjects on how to dress for the conditions and include information in the pre-test briefing.
		3. Locate an indoor facility suitable for testing if conditions warrant.
		4. Postpone testing if conditions warrant.
Work Capacity Testing	Slippery Course Conditions (ice, snow, mud)	1. Locate a suitable test surface. Consider indoor facility, plowed airport, plowed road or other safe area.
		2. Postpone testing if conditions warrant.
		3. Test subjects wear footwear with good traction.
Work Capacity Testing	Traffic	1. Select test course without traffic.
		2. Arrange for traffic control to eliminate traffic hazard.
		3. Make sure test subjects are briefed about traffic hazard and controls implemented prior to the test.
Work Capacity Testing	Pack Rubbing, Chafing, or Straining Subjects	1. Make sure test subjects have practiced with a pack and have become work hardened to carry a pack.
		2. Recommend upper body clothing that protects from pack rubbing.
		3. Makes sure subjects have an opportunity prior to testing to adjust and try out the pack.
		4. Terminate testing for subjects struggling to carry the pack or maintain a pace adequate to complete the test successfully.
		5. Permit subjects to use a self-provided pack that meets the applicable weight requirement.

APPENDIX 9-2
Work Capacity Test Record

To be completed by employee:

Name (Last, first): _____

Where employed: _____

Date test taken: _____

Test administered by: _____
                                              (print name)

ICS position for which test is required (highest needed) _____

Performance level needed (circle one):   Arduous   Moderate   Light

Type of test taken (circle one): Pack Test   Field Test   Walk Test

Work Capacity Test Descriptions:

	Pack Test	Field Test	Walk Test
Pack weight	45 lbs.	25 lbs.	none
Distance	3 miles	2 miles	1 mile
Time	45 minutes	30 minutes	16 minutes

To be completed by test administrator:

Test result time: _____

Employee passed test (circle one): yes / no

I certify that the pack test was administered according to Bureau guidelines.

_____
                (Signature of Test Administrator)

_____   _____
                (Title)   (Date)

9-33

APPENDIX 9-3
BIA Medical Examination Requirement

Employment	Fitness Requirement	Medical Examination Type	
Status	Arduous	IMQS	HSQ
Permanent Full Time	Arduous	X	
	Moderate/Light		X
Permanent Furlough	Arduous	X	
	Moderate/Light		X
Temporary Seasonal	Arduous	X	
	Moderate/Light		X
AD/EFF Under Age 45	Arduous		X
	Moderate/Light		X
AD/EFF Age 45 and Older	Arduous	**X** (annual)	
	Moderate/Light		X

Note: IMQS: Interagency Medical Qualifications Standards Examination

Permanent and Permanent Furlough Employees
a. Baseline exam in the first year.
b. A "Periodic Exam" every 5th year when under age 45.
c. A "Periodic Exam" every 3rd year when age 45 and older.
d. A "Annual Exam" in intervening years.
e. Exit exam upon retirement.

Seasonal Employees
a. Annual Exam every year when under age 45.
b. a :Periodic Exam" at age 45 and every 3rd year thereafter.
c. A "Annual Exam" in intervening years when over age 45.

HSQ: Health Screen Questionnaire

APPENDIX 9-4
Wildland Firefighter Health Screen Questionnaire

The purpose is to identify individuals who may be at risk in taking the Work Capacity Test (WCT) and recommend an exercise program and/or medical examination prior to taking the WCT.

Employees are required to answer the following questions. The questions were designed, in consultation with occupational health physicians, to identify individuals who may be at risk when taking a WCT. The HSQ is not a medical examination. Any medical concerns you have that place you or your health at risk should be reviewed with your personal physician prior to participating in the WCT.

The information on this form may be disclosed as permitted by the Privacy Act (5USC552a(b)) to meet employment requirements.

Circle the appropriate Yes or No response to the following questions.
Yes No

Y N 1) During the past 12 months have you at any time (during physical activity or while resting) experienced pain, discomfort, or pressure in your chest?

Y N 2) During the past 12 months have you experienced difficulty breathing, shortness of breath, dizziness, fainting, or blackouts?

Y N 3) Do you have a blood pressure with systolic (top#) greater than 140 or diastolic (bottom#) greater than 90?

Y N 4) Have you ever been diagnosed or treated for any heart disease, heart murmur, chest pain (angina), palpitations (irregular beat), or heart attack?

Y N 5) Have you ever had heart surgery, angioplasty, pacemaker, valve replacement, or heart transplant?

Y N 6) Do you have a resting pulse greater than 100 beats per minute?

Y N 7) Do you have any arthritis, back trouble, hip/knee/joint pain, or any other bone or joint condition that could be aggravated or made worse by the Work Capacity Test?

Y N 8) Do you have personal experience or doctor's advice of any other medical or physical reason that would prohibit you from taking the Work Capacity Test?

Y N 9) Has your personal physician recommended against taking the Work Capacity Test because of asthma, diabetes, epilepsy, elevated cholesterol, or a hernia?

Regardless whether you are taking the Work Capacity Test at the Arduous, Moderate or Light duty level, a "Yes" answer requires a determination from your personal physician stating that you are able to participate. For Arduous Duty Employees, if you do not have a personal physician determination allowing you to take the Work Capacity Test, the FMO may request an Annual Form examination through the Interagency Wildland Firefighter Medical Standards Program.

I understand that if I need to be evaluated, it will be based on the fitness requirements of the position(s) for which I am qualified.

_____ _____ _____
Participant   Administrator   Date

9-35

APPENDIX 9-5
Elements of an Incident Briefing

SITUATION

- Fire name, location, map orientation, other incidents in the area
- Terrain influences
- Fuel type and conditions
- Fire weather (previous, current, and expected)
- Fire behavior (previous, current, and expected)

MISSION/EXECUTION

- Command (Incident commander/Immediate Supervisor)
- Commanders Intent (Overall strategy/Objectives)
- Specific tactical assignments
- Contingency Plans

COMMUNICATIONS

- Communication plan (Tactical, Command, A/G frequencies, Cell phone numbers, etc.)
- Medivac Plan

SERVICE/SUPPORT

- Other resources
  - working adjacent
  - available to order
  - aviation operations
- Logistics
  - Transportation
  - Supplies and equipment

RISK MANAGEMENT

- Identify known hazards and risks
- Identify control measures to eliminate hazards and reduce risk
- Identify trigger points for disengagement, or reevaluation of operational plan

QUESTIONS OR CONCERNS

APPENDIX 9-6
Risk Management Process

Step 1- Situational Awareness

Gather Information: Objectives   Previous Fire Behavior
                            Communication   Weather Forecast
                            Who's in Charge   Local Factors
                            Scout the Fire

Step 2- Hazard Assessment

Estimate Potential Fire Behavior Hazards - Look up/Down/Around
    Indicators
Identify Tactical Hazards - Watch Outs
What other safety hazards exist?
Consider severity vs. probability

Step 3- Hazard Control

Fire Orders and LCES Checklist- Mandatory
        - Anchor Point
        - Downhill Checklist (if applicable)
What other controls are necessary?

Step 4- Decision Point

Are controls in place for identified hazards?
        NO- Reassess situation   YES- Next question
Are selected tactics based on expected fire behavior?
        NO- Reassess situation   YES- Next question
Have instructions been given and understood
        NO- Reassess situation   YES- Initiate Action

Step 5- Evaluate

Personnel: Low experience level with local factors?
                Distracted from primary tasks?
                Fatigue or stress reaction?
                Hazardous attitude?
The Situation: What is changing?
                Are strategy and tactics working?

APPENDIX 9-7
SAFENET

S A F E N E T
Wildland Fire Safety and Health Network

REPORTED BY

Name (optional)_____Phone _____

Agency/Organization_____ Date Reported_____

EVENT

Date and Time_____ Jurisdiction/Local Unit _____
Incident Name & Number_____ State _____

Incident Type	Incident Activity	Stage of Incident
☐ Wildland	☐ Line	☐ Initial Attack
☐ Prescribed	☐ Support	☐ Extended Attack
☐ Wildland Fire Use	☐ Transport to/from	☐ Transition
☐ All Risk	☐ Readiness/Preparedness	☐ Mop Up
☐ Training		☐ Demobed
☐ Fuel Treatment		☐ Non-Incident
☐ Work Capacity Test		☐ Other

Position Title

Task

Management Level

Resources Involved

CONTRIBUTING FACTORS

☐ Fire Behavior ☐ Environmental ☐ Communications
☐ Human Factors ☐ Equipment ☐ Other (Explain Below)

 Other:

NARRATIVE

Describe in detail what happened including the concern of potential issue, the environment (weather, terrain, fire behavior, etc), and the resulting safety/health issue. If more room is required, write on a separate piece of paper and include it with this form.

EXAMPLE

NO POSTAGE
NECESSARY IF
MAILED IN THE
UNITED STATES

BUSINESS REPLAY MAIL

FIRST-CLASS MAIL   PERMIT NO. 253   BOISE, ID

BOISE ID 83715-9730

....
Fold on dotted line

S A F E N E T

Wildland Fire Safety and Health Network

The purpose of SAFENET is:
1.   To provide reporting and documentation of unsafe situations or close calls.
2.   To provide a means of sharing safety information throughout the fire community.
3.   To provide long-term data that will result in identifying trends.
Submitting a SAFENET is not a substitute for on the spot corrections!

When filing a SAFENET:
You have the option of submitting SAFENET at any level of the organization, but are encouraged to submit it to your supervisor for immediate corrective action.
If you submit SAFENET directly to the national center, you are encouraged to provide a copy to your supervisor. You have the right to report unsafe conditions anonymously, in accordance with 29 CFR 1960.

File a SAFENET by Phone
1-888-670-3938
....
Fold on dotted line

Please document how you tried to resolve the problem and list anything that, if changed, would prevent this safety issue in the future.

9-39   2008 Blue Book

APPENDIX 9-8

Delegation of Authority - Template
Fire & Aviation Safety Team (FAST)

_____ Geographic Area

Situation Summary (Issues and Concerns. Reason for ordering the FAST)

Objectives (Quantifiable)

Team Skills Required (Per Objectives listed above.)

The final team composition will be determined at time of dispatch and members named on the resource order.

Mission

The FAST is to conduct an independent assessment and evaluation of operational and managerial activities (related to the specific objectives stated above) at the following locations (mission segments):

The team may determine visits to other incidents/organizations/operations are appropriate, and may do so after coordination with the GMAC.

The FAST will contact the GMAC Coordinator (describe frequency of contact): _____.

The FAST is to provide technical or managerial assistance when requested and where necessary to immediately correct an identified, critical problem. The FAST may also provide short-term assistance in managing situations or incidents when requested by the incident, organization, or operation, and when doing so will enable the accomplishment of critical, near-term objectives.

Protocols

The FAST will organize and conduct an entry briefing with the appropriate managers of the locations/incidents identified previously. The entry briefing will provide the objectives and operational parameters of the mission.

Once the mission segment is completed, the FAST will organize and conduct an exit briefing with the same officials or their designees, during which a draft of the mission-segment report will be presented and discussed. Components of this report will include:

Mission Segment Report Outline

A. Purpose and Objectives

B. Findings, Commendations, and Recommendations

C. Follow-up Actions Needed

    1. Immediate
    2. Long-term
    3. Scope [local, area, national]

The FAST will provide a final written report to the GMAC Coordinator upon completion of all mission segments. This report will include:

FAST Final Report Outline

A. Executive Summary

    1. Summary (Findings, Recommendations, Commendations, Assistance Provided)
    2. Critical and Immediate Follow-up Actions Required

B. Mission Segments (Summary of Incidents, Organizations, Operations Reviewed. Include copies of Mission Segment Reports.)

C. Findings and Trends, Commendations, and Recommendations

D. Follow-up Actions Needed

    1. Immediate
    2. Long-term
    3. Scope [local, area, national]

E. A copy of the DOA

The _____ Multi-Agency Coordination Group hereby charters and delegates the preceding authority to _____, FAST Leader, effective on _____.

Chapter - 10
Business Management and Administration

A. Policy

The Bureau of Indian Affairs (BIA) follows the uniform application of the interagency policies and guidelines as developed in the *Interagency Incident Business Management Handbook* (IIBMH). The BIA will follow the direction set forth in the IIBMH in all incident business management functions except where specific agency legal mandates, policies, rules or regulations dictate otherwise.

The following pages address some of the more important elements of Business Management and Administration.

B. Hiring of Emergency Workers

The AD Pay Plan for Emergency Workers is policy as it pertains to the hiring of emergency workers.

Chapter 10, Section 11 of the IIBMH provides information and procedures regarding management of human resources such as recruitment, pay, injury compensation, travel, and commissary.

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.

C. Driving Policy

1. Casuals Hired as Drivers When Employed by BIA

   a. 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 the Casual must also have safe driving record in carrying out duties in support of wildland fire operations.

   b. Agencies should recruit prior to fire season a pool of drivers. They must submit the General Services Administration (GSA) Form 3807 Government Motor Vehicle License and Driving Record in advance to verify they have a favorable driving record. The GSA 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 the GSA Form 3807.

c. Meeting the qualification requirements for a motor vehicle license is a condition of employment with the BIA for those individuals whose duties require the operation of a motor vehicle for official wildland operations business. Failure to adhere to the policy will result in automatic termination of the casual.

2. BIA Employees Who Drive

a. All BIA employees who are required to operate a motor vehicle either as a condition of employment or incidentally in support of their primary job functions are required to possess a valid driver's license and have a safe driving record.

b. Prior to operating a motor vehicle in an official capacity, agencies and employees will complete GSA Form 3807, Government Motor Vehicle License and Driving Record, to verify they have a favorable driving record. Form 3807 will be processed through regional channels. The form is used to retrieve the applicant's driving record from the State or National Driver Registry. The Division of Safety and Risk Management can be contacted for more information.

D. Pay Provisions

The following are administrative procedures for the BIA pertaining to pay provisions.

1. Overtime

This section pertains to overtime and hazard pay for personnel in General Schedule (GS) or Wage Grade (WG) positions.

a. Overtime, Full Time and a Half
Public Law 106-558, signed December 21, 2000, requires employees of the Department of the Interior and the United States Forest Service, 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. Prior to this law, the overtime pay rate was restricted to that calculated at the GS-10, step 1 level.

The receipt of full time and a half applies under the following circumstances:

(1) Those assigned to emergency wildland fire activities (including wildland fire use) whose overtime work is exempt from coverage under the Fair Labor Standards Act (FLSA).

(2) Those involved in the preparation and approval of a Burned Area Emergency Stabilization and Rehabilitation Plan (ESR) whose overtime hours worked are exempt from coverage under the FLSA. The new overtime provision will apply only until the initial ESR plan is submitted for approval.

(3) Those required to augment planned preparedness staffing levels to enhance short term suppression response capability, severity activities, accident or after action reviews or emergency wildland fire funded prevention activities, whose overtime hours worked are exempt from coverage under FLSA.

(4) Those involved in similar wildland fire activities that are approved for coverage on a case-by-case basis by an agency fire director.

(5) In order to qualify for the new pay provision. The employee's overtime work must be charged to wildland fire, ESR, severity, or wildland fire suppression funds tied to the support of suppression operations and that overtime work must be recorded on a time sheet approved by an appropriate supervisor.

The new 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.

b. Paycode 113
Use of pay code 113 authorizes employees to be paid under the annual rather than the bi-weekly maximum earnings limitation. FPPS has established pay code 113 to record overtime worked by FLSA exempt firefighters engaged in emergency wildland fire suppression activities as a result of Public Law 106-558. Overtime hours coded as 113 will be paid at the true time and a half base rate, regardless of exempt or nonexempt status

c. Annual Pay Cap
Annual maximum pay is restricted to earning to no more than the maximum rate received by a GS-15 step 10. Employees who earn more than the annual cap will be required to pay back the amount in excess of the GS-15 step 10 salary or, go on leave without pay for the remainder of the year once the cap is met.

10-3

2. Hazard Pay

a. <u>General Schedule Employees (GS)</u> - will receive a 25% hazardous duty differential for "all hours in a pay status" on a day on which the duty is performed. (Example: A GS employee works in a hazardous situation for one hour and regular non-hazardous duty for the remaining hours of their scheduled tour. The employee will receive 25% of their base salary for all hours worked that day.) 5 CFR 550.905 Appendix A.

b. <u>Wage Grade Employees (WG)</u> – will receive a 25% environmental differential for "all hours in a pay status" for a day in which they are: 1) fighting a fire on the fireline; 2) participating or assisting in firefighting operations on the immediate fire scene and in direct exposure to the hazards inherent in containing or extinguishing wildfires; or 3) participating in search and rescue operations on the fireline. 5 CFR 532.511 Appendix A, Part II

3. Base-8

All personnel funded from the Wildland Fire Management (WFM) Appropriation will charge their regular base 8 time to the preparedness account. Incident overtime and hazard pay is charged to the appropriate incident.

a. Non-Fire Personnel

Qualified personnel from other Bureau programs often participate as incident responders. Non fire-funded incident responders may charge their base-8 to the incident.

E. Personnel Timekeeping/Recording

1. Objective

The primary objective is to keep time records for individuals under a system of control. Emergency Firefighter Time Reports, OF-288's, that have been certified as accurate by an authorized signature are considered to be accurate for pay purposes. Home unit timekeepers will not make changes to this official document, except to correct mathematical errors and/or to complete return travel entries. If home unit timekeepers have questions concerning the Emergency Firefighter Time Report, OF-288, they should contact the incident agency for clarification. (IIBMH, Chapter 10, section 13.)

2. OF-288 and SF-261

All fire hours must be reported on an Emergency Firefighter Time Report (OF-288) or a Crew Time Report (SF-261) for a GS or WG employee when engaged in emergency operations. The OF-288 and SF-261 verify and authorize official hours worked.

The incident supervisor or Fire Management Officer will certify time worked by inspecting and signing the Crew Time Report (CTR). The CTR is the document on which time for all crews and overhead is initially recorded and which later is typically transferred to the OF-288. Detailed instructions and samples for the CTR are shown in Section 13.6, of the IIBMH.

3. Closing Out the OF-288

a. The Time Unit Leader reviews the OF-288s, ensures all on-shift and commissary issues have been posted and signs Block 26. All Casuals and regular government employees must sign Block 25 of the OF-288. The OF-288 may be a computer generated form (I Suite) or the official preprinted form, as long as the appropriate number of copies is made and an original signature is on the payment document.

b. Initial attack crews that are moved from incident to incident are required to start a new column on the OF-288 for each new incident. It is not always necessary to close out the OF-288 and start a new one.

c. The SF-261 is acceptable for verification of overtime for GS employees in lieu of the OF-288.

F. Commissary

Commissaries are becoming scarce as incident responders are more self sufficient than they were in the past. Refer to IIBMH Chapter 10, Section 14.

1. Posting Commissary Issues

a. The personnel time recorder will post commissary issues on 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.

b. Upon receipt of the OF-288, the home unit/Agency will ensure that all appropriate commissary charges are deducted from the employee's pay.

G. Travel

1. Responsibility

An employee's home unit/Agency is responsible for providing a travel authorization (TA) in accordance with agency regulations and policy. Refer to IIBMH Chapter 10, Section 17.

2. Travel Authorization and Vouchers

a. A TA is required for all employees subject to fire assignments outside their assigned duty stations. In the event an employee may have several fire assignments during the fire season, a travel authorization may be issued at the beginning of the fire season, or quarterly. <u>For emergencies, travel authorizations must be completed within five days of starting travel</u>.

b. An employee on incident assignment is entitled to the same compensation as any other employee. The only difference is that large fire camps normally provide for meals and lodging (tent camping). An employee cannot claim meals on their voucher when being supported by fire camp. When supported by a fire camp, the employee is still entitled to incidental expenses, currently $3.00/day.

c. Travel vouchers must be filed within five days of returning from assignment. For extended travel, vouchers may be filed more frequently.

3. Government Charge Cards

Regular federal government employees who travel on official business are required to use a government charge card for the following.

*   Airfare
*   Lodging
*   Meals
*   Cash Advances
*   Rental Cars

H. Acquisitions

1. Authority

a. This section sets forth procedures governing emergency incident acquisition. Authority is derived from the Federal Property and Administrative Services Act of 1949, 41 U.S.C. 253, as amended.

b. Delegations of procurement authority for an incident shall be made in accordance with agency policy. Delegation of Authorities (DOAs) issued by federal agencies may be honored as authority to procure during incidents. It is incumbent on ordering officials to request and permit only those with the properly delegated procurement authority to be assigned as Procurement Officers. Procurement Officers shall provide a copy of their warrant and delegated procurement authority to the incident agency and must adhere to our Agency regulations.

c. Procurement Officers (e.g. procurement unit leaders and buying team members) must have a home-unit issued purchase card that can be used on incident assignments.

d. Per *90 Indian Affairs Manual* (IAM), the WFM program for the BIA, requires the use of the IIBMH in the conducting wildland fire business.

2. Acquisition Methods

The following outlines procedures for the appropriate use of charge cards during emergency incidents.

a. 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). Emergency incident acquisition methods, which are different from standard acquisition procedures are described below. Credit cards are the most convenient and efficient to use, for the vendor as well as Agency.

b. Purchases under the micro-purchase threshold of $3,000 for supplies and $2,500 for services may be made by non-warranted personnel using their charge card or convenience checks.

c. The BIA Branch of Fire Management's waiver for fire/emergency personnel purchases are cited in Memoranda dated 3/17/99. The exceptions are identified below:

- Meals, beverages and lodging

  This exception will be used to lodge and feed emergency firefighters (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, footwear and/or toiletries, for fire crew/emergency personnel when items are destroyed, lost or stolen while serving on the fire crew/emergency team.

3. Government Credit Card Procedures

a. Warranted Contracting Officers may use 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 purchase orders, incident claims (non-Tort) and Blanket Purchase Agreements (BPAs). BPAs provide a convenient method to procure goods and services when there is a recurring need.

b. Blanket Purchase Agreements

- The Blanket Purchase Agreements (BPAs) used in conjunction with the Government Credit card saves time. The Agency Purchasing Agent or Contracting Officers should establish BPAs 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:

  1) Meals, beverages and lodging - This exception will be used to lodge and feed EFF and seasonal employees serving on fire crews in emergency situations.
  2) 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 acquired through other means such as auto dealers and local rental agencies.
  3) Personal Gear - This exception will be used to purchase personal items such as clothing, footwear or toiletries for

    fire crew/emergency personnel when items are destroyed, lost or stolen when on a wildland fire assignment.

  4) Payment of medical treatment for EFF firefighters when authorized by Agency Provided Medical Care (AMPC).

- 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 BPAs annually. BPAs with local vendors may provide goods or services and are established to shorten the procurement cycle.

c. Service and Supply Plan

- Agencies should maintain a Service and Supply Plan that identifies anticipated supply and service needs. This plan should be established prior to fire season and include the following:

  1) Emergency Equipment Rental Agreements, OF-294.
  2) Blanket Purchase Agreements.
  3) Other agency contracts.
  4) Available local Open-market sources. List sources for heavy demand items, such as food items, water, food service (including menus), handtools, fuel, vehicle and equipment rentals, office equipment rentals, local pharmacies, local hospital services, repairs.
  5) Local interagency and/or cooperative agreements and annual operating plans.
  6) Geographic area supplement for standard emergency equipment rental rates covering different types of equipment and vehicles.
  7) Geographic area supplemental food policy.
  8) Geographic area AD-5 rates.

d. Incident Procedures For Purchasing

- Agencies should also maintain Incident Business Operating Guidelines which provide for consistent incident business management operations at the unit and support Incident Management Teams. These Guidelines should be established prior to fire season and include the following:

  1) IBA delegation responsibilities if the incident Agency/Tribe requests an IBA for Type I or II fires.
  1) Responsibilities
  2) Organization and Communications
  3) Procurement
  4) Commissary

5) Compensation for Injury and AMPC
6) Information Systems Management
7) Incident Payments
8) AD Rates
9) End of Pay Period & Attendance Reports
10) Law Enforcement
11) Cooperative Agreements
12) Closeout

- Individuals assigned to incidents or Agency staff that has micro-purchase authority must coordinate all purchases with the IMT Finance Section Chief, or Procurement Unit Leader or Agency Administrator.

- All purchases made on an incident must be documented with a resource order and a copy of all procurement documents must be turned into the IMT Finance Chief or Agency Administrator prior to leaving the incident. The resource order may be used in lieu of agency requisition forms.

e. Credit Card Template - Fire

- A fire template is a credit card option set to allow fire personnel (FMOs, Hot Shot Crew Superintendents, Buying Team members, Fire Dispatchers, Crew Representatives and Crew Bosses) to purchase meals, lodging, supplies and services for their crews and have all purchases centrally billed.

- The Regional FMO may determine who is assigned to a fire template. Once the determination to assign is made, the Regional Agency Program Coordinator (APC) will be notified. This should be done prior to fire season.

- When assignment to a fire template is approved by the Regional office, the Agency Point of Contact (APOC) will notify appropriate Agency personnel (e.g. Administrative Staff responsible for travel voucher processing, etc.).

- The APOC must contact the Bank of America (BOA) at 1-800-472-1424 and request the individual be assigned to one of the fire option set templates. This change may be done in the Electronics Accounts Government Ledger System (EAGLS) and will be effective in 24 hours. If there is a need for immediate access to the higher purchase levels, the APC may contact a BOA Customer Service Representative and request an immediate change.

- 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.

1) Option Set#03043: Non-warranted Personnel, Single Purchase limit - $2,500.
2) Option Set#03044: Personnel with $10,000 limited warrant, Single Purchase limit - $10,000.
3) 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

  1) Individuals with fire templates have purchasing authority for themselves and their entire crew. A Resource Order must support the purchases. When lodging and meals are paid with the BOA Charge Card, crew members will be only authorized to submit a travel voucher for miscellaneous expenses.
  2) Individuals must ensure that only authorized expenses are charged on the 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.
  3) Phone calls, both business and authorized personal calls, will be made using the approved Government issued calling card.

- Accountability

  1) Receipts for all centrally billed items must be filed with the BOA cardholder account statement. Individuals and Regional APOCs are responsible for ensuring that travel-related expenses comply with BIA travel regulations and are within per diem limits.
  2) When changing costs from centrally billed to individually billed, the traveler with a fire template must file a voucher for meals and incidental expenses (M&IE). In these instances, the traveler will submit to the Regional APOC the following:

     (a) Account Number: Last 12 digits
     (b) Transaction Posting Date

10-11

(c) Transaction Amount
(d) Merchant Name
(e) Reference Number (If available)
(f) A brief justification for the request to transfer the transaction.

3) 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. All personnel are responsible for ensuring that current per diem rates for destination are utilized when requesting reimbursement.

4) Supervisors/individuals must notify the Agency Administrator or Agency Program Coordinator of the default cost structure for their credit card. When necessary, the Agency Administrator can change the default cost structure for costs incurred by a fire emergency.

• Prompt Submission of Travel Vouchers

To receive reimbursement for travel, all emergency fire personnel must ensure a TA is filed as soon as possible after return to their duty station. All fire personnel must adhere to Regional office procedures for filing travel vouchers.

I. Convenience Checks For Emergency Incident Support

1. Procedure

a. Convenience checks may be issued to vendors only when the vendor does not accept the charge card. Convenience checks are limited to $2,500 per transaction.

b. 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.

c. Persons arriving at incidents who have micro-purchase authority must coordinate all purchases with the Finance/Administration Section Chief, or Procurement Unit Leader. All purchases made on an incident must be documented with a resource order and a copy

of all transactions must be turned in to the Finance Section Chief or
home unit prior to leaving the incident.

d. Contracting Officers are responsible for adhering to BIA policy
regarding check issuance, check completion, responsible check
use, completion of 1099s for Internal Revenue Service reporting,
and documentation of related Budget Object Codes.

J. Emergency Equipment Rental Agreements

1. Procedure

Emergency Equipment Rental Agreements document the agreement
between the government and the contractor and sets forth the terms
and conditions of rental. Refer to the IIBMH, Chapter 20, Section 26,
EERA Administration.

Contracting Officers should review EERAs preseason to determine if
there is a likelihood that the equipment will be dispatched and payments
will be made; if so, these EERAs should be added to the vendor table if
they are not already included. During an active fire season, Contracting
Officers should work closely with their local dispatch officers to ensure
that vendor Central Contractor Registration System (CCR) information
is included in the vendor table, prior to receiving any invoices.

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 Administrative Payment Team (APT) can be
requested through dispatch. See the *National Interagency Mobilization
Guide* (NFES 2092) for information on dispatch procedures for the
APTs.

2. Contractor Registration

Effective October 1, 2003, all vendors and contractors that conduct
business with the Federal Government must be registered in the Central
Contractor Registration System (CCR) at http://www.ccr.gov. In order to
do this, contractors must also have a Dun and Bradstreet, Data
Universal Numbering System (DUNS) Identification Number which can
be acquired at http://www.dnb.com.

The only exception to this requirement is found in Federal Acquisition
Regulations (FAR) 4.1102(3) (ii), whereby " Prospective contractors
shall be registered in the CCR database prior to award of a contract or
agreement, except for … Contracts awarded by … Contracting officers
in the conduct of emergency operations, such as responses to natural

or environmental disasters or national or civil emergencies" Although this exception is authorized, it should be avoided.

a. The BIA, Division of Accounting Management (DAM) at Reston, Virginia will process payments covered by emergency rental agreements. If the vendor or contractor has properly registered in the CCR system, reimbursement for services should be prompt.

K. Centralized Emergency Firefighter Payment Center

1. Authority

a. Department of the Interior and Related Agencies appropriation Act of FY 2001 & Subsequent Years, P.O. 106-291.

b. Federal Land Policy and Management Act of 1976 (43 U.S.C. & 1702).

c. National Wildlife Refuge Administration Act of June 27, 1998 (16 U.S.C. & 668dd).

d. National Indian Forest Resources Management Act of 1990 (25 U.S.C. & 3101).

e. *Interagency Incident Business Management Handbook.*

2. Policy

a. The emergency firefighter (EFF) System provides an automated method to pay and record transaction of EFFs. The EFF System will be referred to as the Casual Pay System. The Casual Pay System is now a part of the FPPS.

The Centralized Payment Center is located in Boise, ID and managed out of the National Interagency Fire Center (NIFC) by the Bureau of Land Management (BLM) with operations beginning January 1, 2005. The BIA, U.S Fish and Wildlife Service and BLM have entered into an agreement to centralize the processing of EFF payrolls. Detailed policy and procedures concerning the Centralized Payment Center will be submitted to all Regions and Agencies by Instruction Memorandum and implemented through the *Wildland Fire and Aviation Program Management and Operations Guide*.

b. Emergency incidents include pre-disaster, declared major disasters, and emergencies related to the safeguarding of lives and property from floods, fires, and other causes, in cooperation with state governments and appropriate federal agencies.

c. 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).

e. The Agency Administrators and FMOs are responsible for implementing the AD Pay Plan pursuant to 5 U.S.C. 5102(c) (19), 7 U.S.C. 2225 and 2226, and 43 U.S.C. 1469. The Agency Administrator may delegate the hiring authority to the FMOs.

3. Regional Points of Contacts

Regional Points of Contacts (POCs) have been established and have the following responsibilities:

a. Provide program leadership and oversight for the Casual Pay Payment Program.

b. Disseminate program information for incident business.

4. Regional and Agency Responsibilities

a. The following documents are required at the Casual Payment Center in order for payments to be processed:

- 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. (If Applicable).

- Casual Hire Payment Information, Direct Deposit, SF-1199a.

10-15

b. The EFF OF-288 timesheets will be reviewed for the following information before by Agency submits them to the Regional office:

- Regular government and Tribal employees OF-288 timesheets do not get processed. They will be sorted and provided to the appropriated agency and tribal payroll clerks.

- OF-288 timesheets will be arranged in alphabetical order.

- Ensure BIA is indicated on the OF-288 timesheet.

- Ensure the timesheet is legible.

- Two or more OF-288 timesheet for the same individual will indicate in the right corner of timesheet, "Page 1 of 2; Page 2 of 2".

- Each OF-288 timesheet will be checked for completion of all items. Item no. 2 through 26 (check for accuracy).

- Ensure correction accounting information is on the OF-288 timehseet.

- 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 timesheet.

- Documentation for work performed more than sixteen 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 timesheet in item no 23, remark section.

- Transmittal sheet will be submitted with the batches of timesheets either to Regional POC or directly to the Payment Center.

Chapter - 11
Incident Organization, Management
and Operations

A. Introduction

The Incident Command System (ICS) will be used by all Federal Wildland Fire Management (WFM) Agencies to manage all incidents. The ICS provides for a management/organizational structure on incidents that evolve in complexity or increase in size, whether within a few hours or over several days.

Wildfire incidents may require different levels of local and external organizations to coordinate, support and manage incident operations. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

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.

B. Incident Organization

All wildfires, regardless of size, will have an Incident Commander (IC) i.e., a single individual responsible to the Agency Administrator for all incident command level functions and incident activities.

All teams are ordered through the established ordering channels from local dispatch offices, Geographic Area Coordination Centers (GACCs), and the National Interagency Coordination Center (NICC).

1. Type 5 Incident

a. Resources required typically vary from two to six firefighters.

b. The incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.

c. Additional firefighting resources or logistical support are usually not required.

d. IC Type 5 qualifications

- Training

    Look-Up, Look-Down, Look-Around (S-133)

11-1

Annual Fireline Safety Refresher (RT-130)

- Experience

  Firefighter Type I and satisfactory trainee assignment as an (ICT5).

2. Type 4 Incident

a. Command and general staff positions are not activated.

b. Resources vary from a single resource to multiple resources task force or strike team.

c. The incident is limited to one operational period in the control phase. Mop-up may extend into multiple periods.

d. No written incident action plan (IAP) is required. However, a documented operational briefing should be completed for all incoming resources (see Chapter 12, Initial Attack and the Appendix).

e. Role of the Agency Administrator:

- Operational Plans which include Objectives and Priorities

f. IC Type 4 qualifications (ICT4)

- Training

  Initial Attack Incident Commander (S-200)

  Annual Fireline Safety Refresher (RT-130)

- Experience

  Single Resource Boss (Crew, Dozer, Engine, Tractor/Plow) and satisfactory trainee performance as an ICT4.

3. Type 3 Incident (Extended Attack)

a. Organization

Type 3 ICs (ICT3s) are qualified according to the National Wildfire Coordinating Group (NWCG) *Wildland Fire Qualification System Guide PMS 310-1*. ICT3s are required to manage the incident. They must not have concurrent responsibilities that are not

associated with the incident, and they must not concurrently perform single resource boss duties. ICT3s establish the appropriate organizational structure to manage the incident based on span of control and incident complexity. ICT3s may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. The PMS 310-1 establishes Type 3 specific qualifications standards for safety officers and information officers. Minimum qualifications for all other functional areas are established by agency policy in the chart below.

Type 3 Competencies

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
Safety	Safety Officer, Line
Information	Public Information Officer
Operations	Strike Team Leader or Task Force Leader
Division	Single Resource Boss
Logistics	No minimum qualification
Plans	No minimum qualification
Finance	No minimum qualification

- Some of the command and general staff positions may be activated, usually at the division/group supervisor and/or unit leader level.

- Resources vary from several resources to several task forces/strike teams.

- The incident may be divided into divisions, but usually does not meet the division/group supervisor complexity for span-of-control.

b. Management

- The incident may involve multiple operational periods prior to control, may require a written Incident Action Plan (IAP).

- Staging areas and a base may be used.

- IC Type 3 (ICT3) qualifications

    1) Training

        Introduction to wildland fire behavior (S-390) and

11-3   2008 Blue Book

prerequisites.

2) Experience

(a) ICT4 and Task Force Leader and satisfactory performance as a trainee ICT3.
Or
(b) Strike Team Leader and qualified in at least 2 single resources positions (must include either engines or crews) and ICT4 and satisfactory performance as a trainee ICT3.

c. Role of Agency Administrator:

- Provide/approve objectives and priorities for the management of the Incident.

- Insure the completion of a Wildfire Complexity Analysis (WCA).

- Develop and approve the Wildland Fire Situation Analysis (WFSA).

- If non-agency personnel are assigned management of the incident a Delegation of Authority (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.

- Oversight of incident business management at the local level for acquisition, personnel, work and rest guidelines, claims, agreements (local/Tribal).

4. Type 2 Incident

a. Organization

- These teams are ordered through the respective GACC. The teams can be ordered in one of two configurations - short (nine members) or long (approximately 27-33 members). The national standard configuration of Type 1 and 2 teams is the same; however, GACCs may adjust the makeup of teams for use in their area.

1) Short Team:

   (a) Incident Commander (ICT2)
   (b) Planning Section Chief (PSC2)
   (c) Safety Officer (SOF2)
   (d) Logistics Section Chief (LSC2)
   (e) Finance Section Chief (FSC2)
   (f) Operations Section Chief (OSC2)
   (g) Air Support Group Supervisor (ASGS)

2) Additional Long Team Members:

   (a) Situation Unit Leader (SITL)
   (b) Communication Unit Leader (COML)
   (c) Supply Unit Leader (SPUL)
   (d) Facilities Unit Leader (FACL)
   (e) Ground Support Unit Leader (GSUL)
   (f) Time Unit Leader (TIME)
   (g) Procurement Unit Leader (PROC)
   (h) Division Supervisor (DIVS) (4 each)
   (i) Resource Unit Leader (RESQ (2 each)
   (j) Fire Behavior Analyst (FBAN)
   (k) Information Officer (IOF2)
   (l) Compensation / Claims Unit Leader (COMP)
   (m) Air Tactical Group Supervisor (ATGS)

- Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (numbers are guidelines only).

b. Management

- Incident base/camps are established.

- The incident extends into multiple operational periods.

- A written IAP is required for each operational period.

- Divisions are usually established to geographically facilitate work assignments; a qualified division/group supervisor is not required on divisions established for reasons other than span-of-control or other complexity factors.

- IC Type 2 (ICT2) qualifications

  1) Training

     Command and general staff (S-420) and prerequisites.

2) Experience

   (a) ICT3 and Operations Section Chief Type 2 and satisfactory trainee assignment as an ICT2.
       Or

   (b) ICT3 and Planning Section Chief Type 2 and satisfactory trainee assignment as an ICT2.
       Or

   (c) ICT3 and Logistics Section Chief Type 2 and satisfactory trainee assignment as an ICT2.
       Or

   (d) ICT3 and Finance Section Chief Type 2 and satisfactory trainee assignment as an ICT2.

c. Role of Agency Administrator:

- Provide/approve objectives and priorities for the management of the Incident

- Insure the completion of a WCA.

- Develop and approve the WFSA 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 11-1**.

- 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, Administrative Payment Team (APT), Incident Business Advisor (IBA).

- Identify the need for additional incident management and resources, such as a Type I incident management teams (IMTs), Area Command (AC), and potential business management issues, e.g. cost share agreements, support teams, Federal Emergency Management Agency (FEMA)

declaration, military or national guard or Burned Area
Emergency Response (BAER) team.

5. Type 1 Incident

Characteristics include all of the criteria for a Type 2 incident, plus:

a. Organization

- All command and general staff positions are activated.

- There are 16 Type 1 national interagency teams. These teams
  are mobilized according to national call-out procedures and
  rotation. Teams ordered through the National Interagency
  Coordination Center (NICC) will be in either long or short-team
  configuration. Any variation from the standard configuration is
  only allowed at the discretion of the requesting unit.

- Operations personnel often exceed 500 per operational period
  and total personnel will usually exceed 1000 (numbers are
  guideline only).

b. Management

- Divisions are established requiring division supervisor qualified
  personnel.

- May require the establishment of branches.

- Use of local Agency/Tribal resource advisors at the incident
  base is required.

- High impact on the local office occurs, requiring additional staff
  for office administrative and support functions.

- IC Type 1 (ICT1) qualifications

  1) Training

     Advanced Incident Management (S-520) and prerequisites

  2) Experience

     ICT2 and satisfactory trainee assignment as an ICT1.

c. Role of Agency Administrator:

- Provide/approve objectives and priorities for the management of the incident.

- Insure the completion of a WCA.

- Develop and approve the WFSA 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 11-1**.

- 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.

- 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.

6. Unified Command

a. Organization

- A representative from each of the involved jurisdictions shares command, and at times, other functions. Collectively they direct the management of the incident to accomplish common objectives. Unified Command (UC) may be at the IMT or AC level.

- The concept of UC means that all agencies who have jurisdictional responsibility at the incident contribute to the process of:

    1) Determining overall strategies.
    2) Selecting alternatives.
    3) Ensuring that joint planning for tactical activities is accomplished.
    4) Maximizing use of all assigned resources.

b. Unified Command is used when:

- Incidents involve more than one jurisdictional boundary.

- Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.

- The goals of UC are to:

    1) Improve the information flow and interface between all agencies.
    2) Develop a single collective approach to the incident, regardless of its functional complexities.
    3) Optimize the efforts of all agencies to perform their respective missions.
    4) Reduce or eliminate duplicate efforts or missions.
    5) Improve each agency's awareness of the plans and actions of all others.
    6) Ensure that all agencies with responsibility for the incident have an understanding of their organization's goals, objectives, and restrictions.
    7) Ensure that no Agency's authority will be compromised.
    8) Develop objectives for the entire incident.

7. Area Command

a. Organization

- AC is an organization established to oversee the management of multiple incidents that are each being handled by an IMT. An AC can also oversee the management of a very large incident that has multiple IMTs assigned to it. However, an AC can be established at any time incidents are close enough that oversight direction is required among IMTs to ensure conflicts do not arise.

- The organization is normally small, with personnel assigned to command, planning, aviation, and logistics. Depending on the

11-9   2008 Blue Book

complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned to AC.

- There are four national AC teams. Teams are comprised of the six personnel, four specific and two trainees' positions are identified by the area commander.

    Positions

    1) Area Commander (ACDR)
    2) Area Command Planning Chief (ACPC)
    3) Area Command Logistics Chief (ACLC)
    4) Area Command Aviation Coordinator (ACAC)
    5) Area Command Trainee (2)

- As the numbers of wildfires, complex incidents, and the involvement of or impact on other agencies increases, it is necessary to expand day-to-day coordination and management organizations to ensure efficient and effective use of critical personnel and equipment. This is not an expansion of the ICS, but rather an expansion of the coordination and management system that supports on-the-ground incident management organization(s).

b. Management

- Coordinate the determination of incident objectives and strategies.

- Set priorities for using critical resources allocated to the incidents assigned to the area command.
- May be responsible for the coordination of demobilization.

- The AC is responsible for supervising, managing, and evaluating the IMTs.

C. Managing the Incident

1. Agency Administrator's Responsibilities to the Incident Management Team

a. Ensure that wildfire cause determination information is coordinated with the IMT. Complete and approve a DOA, see example, **Appendix 11-2**.

b.   Conduct initial briefing so that incident objectives and concerns are understood by the IMT, and you understand the IMTs expectations and concerns. Define your role in the management of the incident.

c.   Provide signed initial WFSA and establish daily re-certification procedure.

d.   Assign Resource Advisor(s) to the IMT.

e.   Assign an Agency liaison to the IMT.

f.   Consider assigning a Tribal liaison to the IMT.

g.   Consider assigning an IBA, or other fiscal/administrative individual which would be based on the need for a Type I or II IMT, AC, and potential business management issues. The IBA works under the direct supervision of the Agency Administrator and in coordination with the IMT. The primary duty of the IBA is to serve as a liaison and advisor to the Agency Administrator, AC, and IMT. The IBA assists in the facilitating resolution of business management issues and provide oversight for coordination of and advice regarding cost management and cost containment, coordination and interaction between support units to ensure appropriate business management practices are followed.

h.   Define public information responsibilities and delegations so that all parties understand their roles. Establish standards for IMT liaison with local communities. Ensure that all appropriate public, media, and government contacts are made.

i.   Ensure that employee briefings occur.

j.   Remain involved with the IMT Information Officer.

k.   Ensure that you are briefed on the fire situation in enough detail to meet your needs.

l.   Make a comparison between "suppression costs" and "values at risk." "Values at risk" assesses the resource, and the political and economic considerations which may be affected by the incident now and in the foreseeable future.

m.   Set clear and measurable standards for safety. Highlight known hazards of the area. You may require a safety analysis on the tactical alternatives.

n.   Assign clear responsibilities for additional initial attack (IA) responses.

o. Ensure fire management staff is briefed regularly on incident status.

p. Ensure the IMT addresses fire training needs.

q. Ensure that rehabilitation of all effects of wildfire suppression is addressed by the IMT.

r. Ensure that all business management matters are resolved to your satisfaction prior to release of the IMT. You may choose to establish follow-up contact procedures with team for fiscal matters.

s. When applicable, ensure a written re-DOA has been completed prior to release of the IMT.

t. Provide a separate written evaluation to the IC on IMT performance.

2. Wildfire Complexity Analysis

The WCA, see **Appendix 12-3** of Chapter 12, assists the Agency Administrator and staff to analyze the current or predicted complexity of a fire situation to determine the appropriate type of team to use. Because of the time required to assemble or move an IMT to a fire, this checklist should be completed when a wildfire escapes IA. Keep the analysis as part of the fire records. This document is prepared concurrently with, and attached to, a new or revised WFSA. It must be emphasized that this analysis should, where possible, be based on predictions to allow adequate time for assembling and transporting the ordered resources.

D. Team Transition/Transfer of Command

Once the decision has been made to mobilize an IMT, the following guidelines assist transition of fire management responsibilities to incoming IMTs. This includes briefings that must be given by the Agency Administrator, FMO, and IC. Some information will be in writing and some may be oral. A DOA and a WFSA are provided by the Agency Administrator to the incoming team at the briefing.

1. Transfer of Command Responsibilities

a. The transfer of command responsibilities for an incident to an IMT must be as efficient and orderly as possible. The local team or organization already in place remains in charge until incoming team members are briefed by their counterparts and a DOA has been signed.

b. The ordering unit should specify times of arrival and transition by the incoming team, and discuss these time frames with the incoming IC. Transition time will depend on the complexity of the incident, the expertise of the existing team, local factors, and other issues.

c. The ordering unit should accomplish the following actions prior to the arrival of the incoming team:

- Determine incident command post (ICP)/base location.

- Order basic support equipment and supplies for the incident.

- Secure an ample supply of appropriate maps, this is critical.

- Determine the team's transportation needs and obtain vehicles.

- Schedule Agency Administrator briefing time and location.

- Obtain necessary information for the administrator briefing.

- Obtain necessary communications equipment.

E. Agency Administrator Briefing

This briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident. The WFSA and DOA should be completed prior to the briefing. The Agency Administrator (or designated representative) should provide, at a minimum, a written overview briefing, see **Appendix 11-1**.

F. Local Agency Incident Commander Briefing

This briefing should take place immediately after the Agency Administrator briefing. The local Agency IC should be prepared to provide specific information on fire behavior, weather, logistics, and current operations. A briefing format is shown in **Appendix 11-3**.

G. Delegation of Authority

The transfer of authority for suppression actions on a wildfire is done through a written DOA from the Agency Administrator to the IC. An IMT may manage suppression actions on a wildfire only after receiving a signed DOA from the Agency Administrator. This procedure facilitates the transition between incident management levels.

The DOA should contain specific, measurable objectives to be accomplished by the IMT, as well as any limitations to that authority. Measurable objectives will provide both the IMT and Agency Administrator a means for continual evaluation and necessary adjustments as the incident progresses, see example **Appendix 11-2**. The delegation should:

- State specific and measurable objectives, priorities, expectations, constraints, and other required direction.

- Establish the specific time for transfer of command.

- Assign clear responsibilities for IA.

- Define your role in the management of the incident.

- Assign a resource advisor(s) to the IMT.

- Define public information responsibilities.

- If necessary, assign a local government liaison to the IMT.

- Assign an IBA to provide incident business management oversight commensurate with complexity.

- Direct IMT to address rehabilitation of areas affected by suppression activities.

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 DOAs and the WFSA to the IMTs.

H. Assuming Command of an Incident By an IMT

The following represents an example of the types of information exchange or needs prior to the arrival and/or release of an IMT to or from an incident. Information will be written and oral.

1. Incident Management Team and Local Contact

Agency staff should expect the incoming IC to contact the fire's unit dispatch in advance for the following:

- Expected support staff needs.

- Contacting with Agency Administrator to determine briefing time, location, critical issues and/or concerns.

- Team transportation needs.

2. Local Unit Responsibility

Prior to arrival of an IMT, obtain the necessary information for the Agency Administrator briefing package. See checklist in **Appendix 11-1**.

I. Incident Management Considerations

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. 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.

1. Minimum Impact Suppression Tactics (MIST) Implementation Guidelines

Minimum Impact Suppression Tactics (MIST) emphasizes suppressing a wildfire with the least impact to the land. Actual wildfire conditions and good judgment will dictate the actions taken. Consider what is necessary to halt wildfire spread and contain it within the fireline or designated perimeter boundary, while safely manage the incident.

a. Fire Lining Phase

- Select tactics, tools, and equipment that will be the least impact to the environment.

- Give serious consideration to use of water or foam as a fireline tactic (fireline constructed with nozzle pressure, wet-lining).

- In light fuels, consider:

  1) Cold trail line.
  2) Allowing wildfire to burn to natural barrier.
  3) Consider burn out and use of "gunny" sack or swatter.
  4) Constantly re-checking cold-trailed fireline.
  5) If constructed fireline is necessary, use minimum width and depth to check wildfire spread.

- In medium/heavy fuels, consider:

    1) Use of natural barriers and cold-trailing.
    2) Cooling with dirt and water, and cold trailing.
    3) If constructed fireline is necessary, use minimum width and depth to check -fire spread.
    4) Minimize bucking to establish fireline; preferably move or roll downed material out of the intended constructed fireline area. If moving or rolling out is not possible, or the downed log/bole is already on fire, build line around and let material be consumed.

- Aerial fuels-brush, trees, and snags:

    1) Adjacent to fireline: limb only enough to prevent additional wildfire spread.
    2) Inside fireline: remove or limb only those fuels which if ignited would have potential to spread fire outside the fireline.
    3) Cut brush or small trees necessary for fireline construction flush to the ground.

- Trees, burned trees, and snags:

    1) Minimize cutting of trees, burned trees, and snags.
    2) Do not cut live trees, unless determined they will cause wildfire spread across the fireline or seriously endanger workers. Cut stumps flush with the ground.
    3) Scrape around tree bases near fireline if hot and likely to cause fire spread.
    4) Identify hazard trees with either an observer, flagging and/or glow-sticks.

- When using indirect attack:

    1) Do not fall snags on the intended unburned side of the constructed fireline, unless they are an obvious safety hazard to crews.
    2) On the intended burn-out side of the line, fall only those snags that would reach the fireline should they burn and fall over. Consider alternative means to falling (i.e. fireline explosives, bucket drops).

b. Mop-up Phase

- Consider using "hot-spot" detection devices along perimeter (aerial or hand-held).

- Light fuels:

  1) Cold-trail areas adjacent to unburned fuels.
  2) Do minimal spading; restrict spading to hot areas near fireline.
  3) Use extensive cold-trailing to detect hot areas.

- Medium and heavy fuels:

  1) Cold-trail charred logs near fireline; do minimal scraping or tool scarring.
  2) Minimize bucking of logs to check for hot spots or extinguish fire: preferably roll the logs and extinguish the fire.
  3) Return logs to original position after checking or ground is cool.
  4) Refrain from making boneyards: burned/partially burned fuels that were moved would be arranged in natural position as much as possible.
  5) Consider allowing larger logs near the fireline to burn out instead of bucking into manageable lengths. Use a lever, etc. to move large logs.

- Aerial fuels-brush, small trees and limbs:

  Remove or limb only those fuels which if ignited have potential to spread fire outside the fireline.

- Burning trees and snags:

  1) First consideration is to allow a burning tree/snag to burn itself out or down (ensure adequate safety measures are communicated).
  2) Identify hazard trees with either an observer, flagging, and/or glow-sticks.
  3) If burning tree/snag poses serious threat of spreading firebrands, extinguish fire with water or dirt. Felling by chainsaw will be last means.
  4) Consider falling by blasting, if available.
  5) Be particularly cautious when working under snags that may pose a hazard.

c. Camp Sites and Personal Conduct

- Use existing campsites if available.

- If existing campsites are not available, select campsites that are unlikely to be observed by visitors/users.

- Select impact-resistant sites such as rocky or sandy soil, or openings within heavy timber. Avoid camping in meadows, along streams or shores.

- Change camp location, if ground vegetation in and around the camp shows signs of excessive use.

- Do minimal disturbance to land in preparing bedding and campfire sites. Do not clear vegetation or do trenching to create bedding sites.

- Toilet sites should be located a minimum of 200 feet from water sources. Holes should be dug 6-8 inches deep. (Use portable toilets whenever possible.)

- Select alternate travel routes between camp and fire if trail becomes excessive.

- Evaluate coyote camps versus fixed camp site in sensitive areas.

d. Restoration of Fire Suppression Activities

- Firelines (hand and dozer):

   1) After fire spread has stopped and lines are secured, fill in deep and wide firelines and cut trenches.
   2) Waterbar, as necessary, to prevent erosion, or use wood material to act as sediment dams.
   3) Ensure stumps from cut trees/large size brush are cut flush with ground.
   4) Camouflage cut stumps, if possible.
   5) Any trees or large size brush cut during fireline construction should be scattered to appear natural.

- Camps:

   1) Restore campsite to natural conditions as much as possible.
   2) Scatter fireplace rocks, charcoal from fire; cover fire ring with soil; blend area with natural cover.
   3) Pack out all garbage and unburnables.

- General:

   1) Remove all signs of human activity (flagging, litter, etc.).
   2) Restore helicopter landing sites.
   3) Fill in and cover latrine sites.

J. Incident Status Reporting

The status of the incident must be reported at least once every 24 hours. The Agency Administrator may require additional reporting times. Incident status is reported on the Incident Status Summary (ICS-209) or an Intelligence Summary, depending on local dispatch or GACC requirements. Time frames should meet local, GACC, and NICC requirements.

K. Release of Incident Management Teams From an Incident

1. Process to Release an IMT

a. The release of an IMT is basically the reverse of the transition to the IMT from extended attack. The Agency Administrator must approve the date and time. The incoming IMT should have adequate rest prior to assuming control of the incident.

b. The outgoing team should start phasing in the local team or Agency/Tribal personnel as soon as demobilization begins. The outgoing team should not be released from the incident until agreed upon objectives are met and fire management activity is at the level and workload acceptable to the local unit.

- Example of Objectives

  1) Fire must be controlled or contained.
  2) Most line personnel and resources not needed for patrol and mop-up are released.
  3) Incident base shut down, reduced, or in the process.
  4) Planning Section Chief has prepared a draft of the fire narrative for the close-out debriefing.
  5) Finance/Administration Section Chief should have most known finance problems resolved. Contact made with local unit administrative personnel to hand over incident finance package.
  6) Resource rehabilitation work completed or done to local unit's satisfaction.
  7) Overhead performance ratings are completed.
  8) Incident close-out debriefing with Agency Administrator. (The IMT should have a closed debriefing session prior to meeting with Agency Administrator)
  9) Agency Administrator's or representatives should debrief team and prepare evaluation as soon as possible after release.

- Should an IMT be assigned to a fire and portions of the above procedures cannot be followed due to emergency conditions or other problems, the assigned IC and staff will work with members of the local unit to obtain information to make the transition period effective and organized.

L. Incident Management Team Evaluation

1. IMT Evaluation Process

The Agency Administrator must complete a written evaluation of the IMT. It is recommended that a preliminary evaluation be completed at the closeout review and a final evaluation completed after sufficient time has elapsed so that incident costs, claims, demobilization, and rehabilitation are essentially complete and can be thoroughly evaluated. This delay in preparing the written evaluation will also provide the Agency Administrator with the opportunity to evaluate the IMTs effectiveness with cooperating agencies, the media, and neighbors. However, the written evaluation must be completed within six months after demobilization of the IMT.

2. IMT Evaluation Criteria

a. The DOA, WFSA, and Agency Administrator's direction shall serve as the primary standards against which the IMT is evaluated.

b. The Agency Administrator will provide a copy of the evaluation to the incident commander, FMO, and retain a copy for the final fire package.

c. The FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting superior or deficient performance to the geographic area board managing the IMT.

d. See **Appendix 11-4** for an example of an Interagency IMT Evaluation format.

M. Coordination and Support Organizations

1. Initial Action Dispatch

This includes normal dispatching operations on initial actions using existing available resources.

2. Expanded Dispatch

a. As incidents develop and/or numbers of wildfires increase, it is necessary to expand day-to-day coordination organizations. Coordinators are added to handle requests for personnel, equipment and supplies, aircraft, etc. This allows initial action dispatchers to concentrate on new starts.

b. An operations center may be set up for expanded dispatch.

c. The center coordinator facilitates accomplishments of goals and direction of the Agency Administrator and, when in place, the Multi-Agency Coordinating Group (MAC) group. The individual filling of the position is key, and depending on the complexity of the situation, 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 center coordinator is responsible for:

- Filling and supervising necessary positions, as needed, in accordance with coordination complexity.

- Implementing decisions made by the MAC group.

- Facilities and equipment for an expanded dispatch organization should be pre-identified, procured, and available for immediate setup. The following key items should be provided for:

     1) Work space separate from, but accessible to, the initial attack organization.
     2) Adequate office space (lighting, heating, cooling, security).
     3) Communications equipment (telephone, fax, computer hardware with adequate data storage space, priority use, and support personnel).
     4) Area suitable for briefings (agency administrators, media).
     5) Timetable/schedule should be implemented and adhered to (operational period changes, briefings, strategy meetings).

3. Buying Teams

Buying Teams may be resource ordered when incident support requirements exceed local unit capacity. These teams report to the Agency Administrator or other designated personnel (e.g. local unit administrative officer).

4. Administrative Payment Teams

Administrative Payment Team (APT) makes payments for large incidents or if the workload on an incident is such that payments cannot be processed in a timely manner. APTs should be requested through normal dispatch channels. The APT reports to the Agency Administrator or other designated personnel (e.g. local unit administrator officer). The *National Mobilization Guide* provides dispatch procedures for the National Park Service APTs. The Agency Administrator provides a DOA to the APT. See Appendix 11-5 for an example of DOA.

5. Multi-Agency Coordination Group

a. The Multi-Agency Coordination (MAC) group is activated by the Agency Administrator when requests exceed or may exceed the number of available resources. Normally, this will occur when a number of jurisdictions are involved; local resources are heavily supporting an effort; there is a significant impact due to the commitment of local resources.

b. The MAC group can be activated to provide staff support to the land manager when only one agency has incident(s). The MAC group is made up of agency representatives who are fully authorized to commit agency resources and funds. They, as a group, prioritize incidents and allocate scarce resources based on resource requests and availability, policies and agreements, and situation status.

c. In order to make knowledgeable decisions, the group is supported by situation and resource status coordinators who collect and assemble data through normal coordination channels. MAC group direction is carried out through expanded dispatch organizations.

d. MAC groups may be activated at one or several levels (local, state/region, and national).

e. The MAC group and supporting organization would normally be activated when the character and intensity of the emergency situation significantly impacts or involves other agencies. At this point, agency representatives are brought together and briefed so they can relieve the expanded dispatch organization making key decisions regarding the sharing and use of critical resources.

f. MAC group and support organization - Positions, units and support personnel are activated depending on the complexity of the involvement.

g. MAC organization relationships - A MAC organization represents the agencies from which it is composed. The flow of information is from MAC through the expanded or normal dispatch channels. The organization does not operate directly with the incident command or AC who have responsibility for the management of the on-the-ground incident organizations.

h. MAC functions - Activation of a MAC group improves interagency coordination at top management levels and provides for allocation and timely commitment of multi-agency emergency resources on any incident. Participation by multiple agencies in the MAC effort will improve:

- Overall situation status information.

- Incident priority determination.

- Resource acquisition or allocation.

- Tribal, State, federal disaster coordination.

- Political interfaces.

- Overall coordinated information provided to the media and agencies involved.

i. The agency representatives should be fully authorized to represent their agency. Their functions are to:

- Ensure that the collective situation and resource status is provided and current, by agency.

- Prioritize incidents.

- Determine specific resource requirements, by agency.

- Determine resources availability by agency (available for out-of-jurisdiction assignment) and the need for providing resources in a mobilization center.

- Determine need and designate mobilization and demobilization centers.

- Allocate scarce/limited resources to incidents based on priorities.

- Anticipate future resource needs.

- Review policies/agreements for resources allocations.

- Review need for other agency involvement.

- Provide necessary liaison with out-of-area facilities and agencies, as appropriate.

- Critique and recommend improvements.

j. MAC group coordinator - the MAC group coordinator facilitates organizing and accomplishing the mission, goals, and direction of the MAC group. The position provides expertise on the functions of a MAC organization and the proper relationships with dispatch centers and incidents. Responsibilities include:

- Fill and supervise necessary unit and support positions, as needed, in accordance with coordination complexity.

- Arrange for and manage facilities and equipment necessary to carry out the MAC group functions.

- Facilitate the MAC group decision process by ensuring the development and display of information that will assist agency representatives in keeping abreast of the total situation. Provide the data necessary for astute priority setting and allocation of resources.

- Implement decisions made by MAC group.

k. MAC group agency representatives - The MAC group is made up of top management level personnel from those agencies who have jurisdictional responsibility and those who are heavily supporting the effort or may be significantly impacted by the lack of local resources.

APPENDIX 11-1
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, Roadless, 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:	Agency Administrator:
Local Public Affairs:	Other:
Provide Incident Information Updates	
Unit FMO:	Expanded Dispatch:
Local Public Affairs:	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:

11-29

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, Wildland Fire Situation Analysis Approved:
Current Tactics:
Incident Accessibility by Engines and Ground Support:

Air Operations
Air Tactical Group Supervisor:
Airtankers Assigned:
Effectiveness of Airtankers:
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 11-2
Wildfire
Delegation of Authority (Example)

Delegation of Authority

Agency: _____

As of 1800, May 20, 2002, I have delegated authority to manage the Crystal River Fire, Number E353, Santa Cruz Resource Area, to <u>Incident Commander Bill Jones and his Incident Management Team</u>.

The fire which originated as four separate lightning strikes occurring on May 17, 2002, 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)

11-37

APPENDIX 11-3
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:	Other Attachments:
___ ICS 201 ___ ICS 215 ___ ICS 207 ___ ICS 220 ___ ICS 209	___ Map of Fire ___ Aerial Photos ___ 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 11-4
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:

APPENDIX 11-5
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 (organization code) (FY) 92310 (Fire Code), 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:

Chapter - 12
Developing a Response to Wildfires

A. Introduction

This chapter describes the program components required to develop and implement a response to wildfires.

B. Objectives

All responses to wildfires and wildland fire use fires will be based on firefighter and public safety, cost effectiveness, and values to be protected consistent with resource objectives, regardless of ignition source, by using the Appropriate Management Response (AMR), as described in an approved, National Environmental Protection Agency (NEPA) compliant Fire Management Plan (FMP). Prescribed fires will be implemented through an approved prescribed fire plan and in accordance with the FMP.

A revised flow chart was developed through National Wildfire Coordinating Group (NWCG) to depict the framework in which the *2001 Federal Wildland Fire Management Policy* will be implemented. The chart will identify what action may be taken given an ignition, regardless of source. Management actions depend on the provisions in the approved FMP.

C. Annual Operating Plan

Agencies and Tribes, in conjunction with their cooperators, will develop a wildland fire Annual Operating Plan (AOP). This plan is documented in the FMP (see Chapter 3). At a minimum the AOP plan must include the following elements.

1. AOP Elements

    a.   Organization

- Chain-of-command/table of organization for local agencies and cooperators.

- Notification process/procedures.

- Roles/responsibilities, etc.

    b.   Dispatch Operations

- Dispatcher roles and responsibilities

12-1

- Procedures for dispatch of resources off unit.

c. Daily Duties:

- Check-in/out of administrative/fire personnel

- Intelligence.

- Weather.

- Briefings.

- Verify initial attack (IA) Response Levels.

d. IA Response Plan

Preplanned response to an incident.

- Key Elements

    1) Identification of geographic Preparedness Level
    2) Fire weather
    3) Identification of wildfire danger
    4) Process for assessing the appropriate response.
    5) Identification of resources to respond to a given Fire Management Zone (FMZ) based on fire danger and weather
    6) Cooperator support and planned response
    7) Communications procedures

e. Emergency Operations (Fire/Non-fire)

- Key Elements

    1) Agency and Regional notification
    2) Call-back procedures
    3) Evacuation of fire area
    4) Closing public/private roads
    5) Ordering additional personnel, equipment, aircraft
    6) Fire weather watch and red flag warning notification
    7) Temporary flight restrictions (TFR)
    8) Aircraft pre-accident plan
    9) Utility company notification (Power and Gas)
    10) Law enforcement dispatching procedures/requirements
    11) Hazmat/spill response notification procedures
    12) Search and rescue

f. Local Agreements

    A list of local agreements should be maintained on file and
    reviewed annually with the respective cooperators.

g. Communications

    •   Procedures for assigning/managing local radio frequencies.

    •   A map of repeater sites/frequencies.

    •   Instructions for using local dispatch radio consoles, phones,
        computers, fax machines, paging systems, etc.

h. Weather

    •   Procedures for processing of weather observations via
        Weather Information Management System (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.

    •   Procedures for immediate notification to fire suppression
        personnel of Fire Weather Watches and Red Flag Warnings.

i. Fire Danger

    •   Remain aware of locally significant fire danger indices and
        record those values daily.

    •   Update and post monthly the seasonal trends of those values
        vs average.

j. Briefings

    Identify time frames and frequencies/locations for daily briefings
    must be clearly specified in the local dispatch Standard Operating
    Procedures (SOP). A method should also be identified for
    documenting briefings (time given, content of briefing, and
    person(s) conducting and receiving briefing).

k. Preparedness Levels

    Identify general information relating to the local preparedness plan;
    procedures for identifying level; notification to management;

12-3   2008 Blue Book

dispatching roles and responsibilities at each preparedness level, etc.

- Specific triggers should be incorporated into preparedness plans that cause the preparedness level to move up or down. These triggers 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, etc. 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 of Call-When-Needed (CWN) aircraft, emergency rental equipment or emergency firefighting (EFF) crews.

l. Aviation

- Ordering/scheduling requirements and procedures.

- Special use airspace.

- Special use mission requirements.

- Incident/accident reporting and documentation procedures.

- Flight management/tracking procedures.

m. 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.

- EFF hiring, etc.

n. Expanded Dispatch Plan

- Indicators for considering establishment of expanded dispatch.

- Recommended organization and points of contact.

- Overhead positions to order.

12-4

- Location/facilities.

- Equipment/supplies.

- Support needs.

- Procurement or buying unit team considerations.

- Service and supply plan, etc.

o. Administrative

- Funding.

- Travel.

- Time sheets.

- Fire reports, etc.

p. Accident/Incident

- Criteria/definitions.

- Agency/Tribal notification and documentation requirements.

- Procedures for mobilization of critical incident stress debriefing teams, etc.

q. Medical Plan

- Activation/evacuation information.

- Medical facility locations and phone numbers.

- Air and ground transport (Medivac) capability.

- Burn center information, etc.

r. Media Plan

- General procedures.

- Notification requirements to Agency/Tribal external affairs personnel; routing for media calls.

D. The Appropriate Management Response To Wildfires

1. Definition

Appropriated Management Response (AMR) - Any specific action suitable to meet Fire Management Unit (FMU) objectives. Typically, the AMR ranges across a spectrum of tactical options (from monitoring to intensive management actions). The AMR is developed by using FMU strategies and objectives identified in the FMP.

2. Response Options

a. Monitoring with minimal on-the-ground actions to intense suppression actions on all or portions of the wildfire perimeter. The basis of this information is the *Review and Update of the 1995 Federal Wildland Fire Management Policy* that resulted in the *2001 Federal Wildland Fire Management Policy*.

b. Wildfires in areas without approved FMPs, or with FMPs that are not consistent with the *2001 Federal Fire Policy,* must be suppressed.

3. Evaluation Criteria To Develop The Appropriate Response

a. Land and Resources Management Objectives

b. Risks to firefighters and public health and safety

c. Weather

d. Fuel conditions

e. Threats and values to be protected

f. Cost efficiencies

4. Appropriate Management Response - Examples

a. Monitoring from a distance

Wildfire situations where inactive wildfire behavior and low threats require only periodic monitoring from a nearby location or aircraft.

b. Monitoring on-site

Wildfire situations that require the physical placement of monitors on the wildfire site to track spread, growth, intensity and/or characteristics.

c. Confinement

Actions taken when wildfires are not viable candidates for resource benefits and an analysis of strategic alternatives indicates threats from the wildfire do not require costly deployment of large numbers of suppression resources for mitigation or suppression. Typically these wildfires will have little to no on-the-ground activity and wildfire movement remains confined within a pre-determined area bounded by natural barriers or fuel changes.

d. Monitoring plus contingency actions

Monitoring is carried out on wildland fire use fires (approved in a FMP and directed in a WFIP) managed for resource benefits but circumstances necessitated preparation of contingency actions to satisfy external influences and insure adequate preparation for possible undesirable developments.

e. Monitoring plus mitigation actions

Actions on wildland fire use fires (approved in a FMP and directed in a WFIP) managed for resources benefits that either pose real, but not necessarily immediate, threats or do not have a totally naturally defensible boundary. These wildland fires are monitored but operational actions are developed and implemented to delay, direct, or check fire spread, or to contain the wildland fire to a defined area, and/or to ensure public safety (through signing, information, and trail/area closures).

f. Initial Attack

Action where an initial response is taken to suppress wildfires, consistent with firefighter and public safety and values to be protected.

g. Large wildfire suppression with multiple strategies

This action categorizes wildfires where a combination of tactics such as direst attack, indirect attack, and confinement by natural barriers are utilized to accomplish protection objectives as directed in a Wildland Fire Situation Analysis (WFSA).

h. Control and extinguishment

Actions taken on a wildfire when the selected WFSA alternative indicates a control strategy using direct attack. Sufficient resources are assigned to achieve control of the wildfire with a minimum of acres burned.

E. Responding to Wildfires

The information in this section is documented in several guides such as the NWCG *Incident Response Pocket Guide* (NFES#1077) and NWCG *Fireline Handbook* (NFES#0065).

1. Definition

Initial Attack – A planned response to wildfire given the wildfire's potential behavior. The objective of IA is to stop the spread of the wildfire and put it out at least cost.

2. Initial Attack Operations

a. Resources taking action as IA on a wildfire must have a qualified IA Incident Commander (IC) as identified in NWCG *Wildland Fire Qualifications Guide (PMS 310-1)*. The response may consist of one or more resources.

b. Upon arriving at the incident the IC is responsible for the following actions.

- Fire Size-Up Information (*IRPG, Fireline Handbook*)

    1) Fire Name
    2) Location
    3) Terrain (slope, aspect, elevation)
    4) Position of fire on the slope
    5) Size of fire
    6) Fuel type
    7) Anticipated control problems
    8) Hazards/concerns
    9) Fire behavior/spread potential
    10) Values threatened
    11) Weather conditions
    12) Wind speed and direction
    13) Resources on the fire
    14) Resources needed, if any
    15) Cause (known, suspected, under investigation)

- Incident Supervision and Management

  1) Safety of firefighters and the public are the highest priority.
  2) 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.
  3) 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.
  4) Manage fatigue of personnel and ensure compliance with work/rest and length of assignment guidelines.
  5) Assign personnel to fireline positions for which they are qualified, as certified by their employing agency.
  6) 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

  1) Note who reported the wildfire.
  2) Note people and vehicles in the vicinity of the wildfire.
  3) Weather conditions.
  4) Locate the wildfire origin and protect it from disturbance.
  5) Search wildfire origin for wildfire cause.
  6) Protect evidence.
  7) Photograph origin.
  8) Provide notes, information and physical evidence to the responsible law enforcement representative, or make the notes part of the official fire record.

- Operational Briefings

  1) Wildland fire personnel are not always 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.

  2) An Operational Briefing Checklist is shown in **Appendix 12-1.** This checklist contains the elements of a fireline briefing, as identified in the IRPG, to brief all incoming crews and personnel.

- Spot Weather Forecasts

  1) Spot Weather Forecast should 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 12-2** represents a standard format for developing this information. For specific geographical information review the National Weather Service AOPs for that geographic area. Spot weather forecasts can also be requested electronically via the Internet at such web sites as the National Fire Weather Page, http//fire.boi.noaa.gov/.

  2) The basic elements of a spot weather forecast are:

     (a) Name fire or other project
     (b) Control agency
     (c) Request time and date
     (d) Location by Latitude and Longitude
     (e) Drainage name
     (f) Aspect
     (g) Fire Size
     (h) Elevation
     (I) Fuel type
     (j) Fire character (ground, crown)
     (k) Current weather conditions
     - location
     - elevation
     - observation time
     - wind direction
     - wind velocity (eye level or 20 feet)
     - dry bulb
     - wet bulb
     - remarks

- Strategy and Tactics

  Determining the IA strategies and tactics 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.

F. Extended Attack Operations

1. Definition

Extended Attack – 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.

2. Organization

a. 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. Extended Attack actions can overwhelm an IA IC, if specific Incident Command System (ICS) organizational issues are not addressed at an early stage. The Wildfire Complexity Analysis (WCA) and the WFSA assist the manager in determining the appropriate management structure to provide for safe and efficient fire suppression operations.

b. A unified command structure should be a consideration in all multi-jurisdiction incidents.

3. Wildfire Complexity Analysis

a. A WCA should be used as a guide for Agency Administrators and/or fire managers to identify and mitigate certain complexity or safety issues by selecting a different strategy, tactic, or higher qualification of incident management personnel to safely and effectively manage the incident.

b. Developing the WCA

- Assumptions

    1) As an incident becomes more complex, the need for an incident management team (IMT) or organization increases.
    2) To facilitate assembling an efficient and effective organization, key managers should be involved during the early stages of complexity analysis.
    3) The analysis is not a cure-all for the decision process; local fire history, current fire conditions, and management requirements must be considered.

- The WCA Form and respective guidelines is shown in
  Appendix 12-3.

- The following guidelines will be used developing the WCA.
  One "Yes" check in each of the five major elements would
  indicate a complexity level suggesting consideration of a type 2
  IMT. If some elements are not involved, use the following
  ranges:

  1) <u>1-3 "Yes" checks</u>: Current management should be able to
     handle the incident. The local organization fills positions
     as needed. Continue to monitor objectives and
     accomplishments; consider a type 3 organization.
  2) <u>4-6 "Yes" checks</u>: Indicates complexity level suggesting a
     type 3 team.
  3) <u>7-10 "Yes" checks</u>: Scrutinize overall complexity and
     safety concerns, consider past fire history and current and
     expected situation, and review WFSA. This complexity
     suggests the need for a Type 1 or Type 2 team.

- The WCA should be reviewed periodically to determine the
  level of management required.

4. Wildland Fire Situation Analysis

The WFSA was revised in 2006 and the BIA will use the latest version.

b. The WFSA must be used to determine the most appropriate
    management strategies for incidents that exceed IA.

c. The WFSA is a decision making process in which the Agency
    Administrator 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.

- The primary criteria for choosing suppression strategies are to
  minimize costs without compromising safety. Planned and
  actual suppression costs must also be commensurate with the
  values to be protected. They must be included and displayed
  in the WFSA.

d. The Agency Administrator, his/her representative, and the Fire
    Management Officer (FMO) or IC prepares the WFSA. The format
    and level of detail required depends on the specific incident and its
    complexity. The key is to **document the decision**. Agency
    Administrator/Line officers are responsible for financial oversight.

e. The following represents the WFSA dollars thresholds for line officer approval and certification. The Agency Superintendent approves all WFSAs, but any WFSA over the $2,000,000 threshold, will be certified by the appropriate Agency Administrator listed below.

- Up to $2,000,000   Agency Superintendent

- $2,000,000 - $5,000,000   Regional Director

- Greater than $5,000,000   BIA Director

The WFSA approval is the line officer's responsibility and cannot be delegated.

f. Multi-jurisdictional Incidents will require a collaboratively developed WFSA that is approved and signed by each of the respective agencies. Each agency will use the appropriate Agency Administrator approving levels for certifying each agency's costs for the WFSA.

g. A WFSA form and respective instructions are shown in **Appendix 12-4**. The WFSA is available in an electronic format at the following web site: http://www.fs.fed.us/fire/wfsa/.

h. The required elements to be addressed in the WFSA are:

- Current Situation

- Evaluation Criteria

- Alternatives

- Analysis of Effects

- Record of Decision

- Review/Evaluation/Update

- Probability of Success

- Consequences of Failure

i. WFSA Element Descriptions

- Current Situation - This portion of the analysis provides basic information describing the wildfire situation at the time the

12-13

analysis was conducted. It is important to clearly describe the situation that occurred at the time the decision was made. Elements to be addressed are:

1) Fire name and number.
2) Date of analysis: This is the date on which the current analysis was made. Enter the month, day, and year.
3) Time: Enter the time of day the analysis was completed. Enter the 24-hour clock time.
4) Location: Use local terminology for point of origin. Include a legal description and latitude and longitude.
5) Fire weather and behavior:

    (a) Current - Briefly discuss the fire weather in terms of temperature, wind and daily patterns. Describe the fire in non-technical terms, such as creeping, spotting crowning, etc. Discuss the flame lengths, rates of spread, size, etc.
    (b) Predicted - Describe the predicted weather patterns, and fire behavior predictions based on weather, fuels, topography, and the potential size.

6) Resource availability: Briefly discuss the availability of suppression resources to control the wildfire and wildfire activity at the local and geographic level.
7) Management objectives and constraints: The management objectives and constraints should be summarized to assist in the decision process.
8) Social or external considerations: Discuss any issues that would contribute to making good suppression decisions.

- Evaluation Criteria

    Document the criteria used to evaluate suppression alternatives:

    1) Safety (firefighter/public).
    2) Land and resource management objectives.
    3) Environmental considerations.
    4) Social, political, economic considerations.
    5) Resources availability. Local, geographic, and national wildfire activities and reinforcement capabilities.

- Alternatives

    1) Develop a sufficient number of alternatives to represent a reasonable range for the situation. Each alternative must be practical and contain the level of detail required to

compare the alternatives and make a decision based on pre-identified evaluation criteria.

(a) Strategy - Briefly state the alternative strategies for management of the incident. Use geographic names, locations, etc. Roughly designate each strategy on a map.

(b) Management Forces Required - Make general estimates with enough detail to help in estimation of costs, determine if resources are available, etc.

(c) Estimate Date of Control - Estimates for each alternative should be made based on predicted weather and behavior factors, barriers, fuels etc., and the effects of suppression efforts.

(d) Estimated Size at Containment - Estimates for acreage burned under each alternative should be recorded and displayed on a map.

(e) Estimated Cost - Estimate total cost of suppression alternative. Include suppression costs, and rehabilitation. Estimated cost should also consider the probability of success, i.e., the consequences of failure. The WFSA "Decision Tree Application" describes the cost of failure based on the probability of success (see attached description). **Note**: The "average acre cost" from the planning process often works better than trying to estimate the cost for a specific situation.

(f) Estimated Probability of Success - Based on estimates from 0-100 for each alternative.

- Analysis of Effects

  Apply the above evaluation criteria to the alternatives. The results of the analysis will be the basis for selecting the appropriate alternative. The analysis of effects is based on the best estimates on the unit, resource and fire management. The situation will determine the level of detail required. You may display the effects in dollars, or as positive or negatives, as demonstrated on the example forms. The important thing is to document your decision. Ensure that estimates of potential wildfire consequences are consistent with resource objectives, values, fire effects, and policy.

- Record of Decision

  Agency Administrator selects an alternative that best implements the objectives and constraints for the management of the area. Agency Administrator selects the level of

12-15

management required to successfully implement the selected alternative (Type 1, Type 2, or Type 3 IMT). Briefly provide rationale for decisions. The WFSA shall become a permanent part of the final fire record.

- Monitoring/Evaluation/Update

    The WFSA must be reviewed prior to each operational period to determine if the alternative is still valid. The responsible Agency Administrator must sign the WFSA to document the review. If costs exceed 10% the approved dollar amount in the WFSA, the WFSA will need recertification from by the appropriate certifying line authority. In addition, the WFSA may need to be redone if the objectives have changed.

G. Wildland Urban Interface Firefighting

1. Introduction

A Wildland Urban Interface (WUI) exists 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

2. 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. The authorized funding under the suppression (92310) operations sub-activity is for wildfire suppression activities only.

a. Structure Fires, Vehicle Fires, and Dump (Landfill) Fires

   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 firefighters resources are trained and equipped to perform structure and vehicle fire suppression.

b.   Emergency Medical Response

Medical emergency 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, 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. When BIA firefighters encounter emergency medical response situations, their efforts should be limited to immediate care (first aid, first responder actions) that they have been trained to provide as part of their normal fire suppression duties. BIA fire managers should avoid giving the appearance that their wildland fire firefighters are trained and equipped to perform emergency medical response.

c.   Hazardous Materials

BIA wildland fire firefighters have the potential to be exposed to hazardous materials releases 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.

H. Fuels Management and Hazardous Fuels Program Planning and Implementation

Chapter 16 Hazardous Fuels Management and Chapter 17 Hazardous Fuels Program Planning and Implementation have been excluded from this operations guide indefinitely. 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 Handbook, January 2006*

- *BIA Fuels Program Business Management Handbook, February 2006*

Exclusive use of these handbooks and guides enhances intra and interagency 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, Deputy Fire Use and Fuels, or National Fire Ecologist for more information.

1. Prescribed Fire or Wildland Fire Use Approvals at Planning Levels 4 and 5

Each Agency/Tribe must complete the Department of the Interior, BIA Preparedness Level 5 Prescribed Fire and Wildland Fire Use Concurrence Form (see BIA *Fuels Management Handbook* and/or BIA *Fuels Program Business Management Handbook*) to request permission to implement a prescribed fire or wildland fire use during National Preparedness Level 4 and 5.

The following provides clarification when requesting approval for fire use implementation at preparedness levels 4 and 5. This information is

reference in the 2007 National Interagency Mobilization Guide, pages 77 and 79.

Preparedness Level 4

Wildland Fire Use (WFU) and 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 Geographic Multi-Area Coordinating Group (GMAC). The GMAC provides information or perspectives to agencies wishing to proceed with or implement a WFU or Rx application. The final decision to implement resides with the implementing agency.

Preparedness Level 5

Wildland Fire Use (WFU) and 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 and local resources can carry out the implementation (including contingency resources). 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 WFU or Rx application.

For WFU or Rx applications to be initiated or continued that require additional support of resources from outside the local unit or require resource ordering of an Incident Management Team (IMT) or Fire Use Management Team (FUMT), 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 that requests are 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.

APPENDIX 12-1 - 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

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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 overmature, 70 percent insect infested, large areas of blowdown, 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 12-2 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) _____

16. Requested Forecast Period	16. Forecast Elements (general outlook only provided after 48 hours):
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)	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 hours 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.

WS FORM D-1

APPENDIX 12-3   Wildfire Complexity Analysis

Safety	Yes	No
Exposure of personnel to unusually hazardous conditions	____	____
Accidents/injuries have occurred	____	____
Multiple fixed-wing aircraft and helicopters involved or anticipated	____	____
Potential for public evacuations	____	____
Terrain adversely affects performance of tactical resources, limits safety zones	____	____
Performance of firefighting resources affected by cumulative fatigue	____	____
External/Political Factors		
Potential for numerous damage claims	____	____
More than one jurisdiction involved	____	____
Controversial fire policy	____	____
Sensitive public/media relationships	____	____
Smoke management problems	____	____
Lack of cohesive organizational structure	____	____
Resources Issues		
Structures	____	____
Cultural values	____	____
Recreational developments	____	____
Urban interface	____	____
Critical municipal watershed	____	____
T & E species	____	____
Fire Behavior		
Current or predicted fire behavior dictates indirect control strategy	____	____
Fuels extremely dry and susceptible to rapid and explosive spread	____	____
Extreme fire behavior/blow-up potential exhibited	____	____
Current or predicted winds above 20 mph	____	____
Fuel moisture of eight percent or below (10-hour fuels)	____	____
Severe fire weather predicted for next two operational periods	____	____
Personnel/Equipment		
100 or more personnel assigned to incident	____	____
Variety of special support personnel or equipment	____	____
Resources unfamiliar with local conditions and accepted tactics	____	____
Heavy commitment of local resources to logistical support	____	____
Existing forces worked two operational periods without success	____	____
Communication ineffective with tactical resources or dispatch	____	____

Total number of elements checked "Yes":

Extended Attack Complexity Analysis Rating:
- 1-3: Current management sufficient. Type 3 organization should be considered.
- 4-6: Complexity level suggests a Type 3 Team.
- 7-10: Consider ordering a Type 2 Team.

Remarks:

Prepared By: _____ Date _____ Time _____

Reviewed By: _____ Date _____ Time _____

APPENDIX 12-4

Wildland Fire Situation Analysis
(WFSA)

The Wildland Fire Situation Analysis (WFSA) is a decision making process in which the Agency Administrator or representative describes the situation, compares multiple strategic wildland fire management alternatives, evaluates the expected effects of the alternatives, establishes objectives and constraints for the management of the fire, selects the preferred alternative, and documents the decision. The format and level of detail required depends on the specific incident and its complexity. The key is to document the decision made.

WFSA INITIATION

Fire Name	
Jurisdiction(s)	
Date and Time Initiated	

WFSA COMPLETION/FINAL REVIEW

The selected alternative achieved desired objectives on (date/time):	
The selected alternative did not achieve the desired objectives and a new WFSA was prepared on (date/time):	
Agency administrator or representative signature:	

WFSA Instructions

Section I. WFSA Information Page

The Agency Administrator completes this page.

I.A.   Jurisdiction(s): Assign the agency or agencies that have or could have fire protection responsibility, e.g., US FWS, USFS, BLM, etc.

I.B.   Geographic Area: Assign the recognized "Geographic Coordination Area" in which the fire is located, e.g., Northwest, Northern Rockies, etc.

I.C.   Unit: Designate the local administrative unit, e.g., Hart Mountain Refuge Area, Flathead Indian Reservation, etc.

I.D.   WFSA#: Identify the number assigned to the most recent WFSA for this fire.

I.E.   Fire Name

I.F.   Incident Number: Identify the agency number assigned to the fire, e.g., BOD 296, BNF 001.

I.G.   Accounting Code: Insert the local unit's accounting code.

I.H.   Date/Time Prepared

I.I.   Attachments: Check here to designate attachments used in the completion of the WFSA. "Other" could include data or models used in the development of the WFSA. Briefly describe the "other" items used.

I. WILDLAND FIRE SITUATION ANALYSIS	
A. Jurisdiction(s):	B. Geographic Area:
C. Unit:	D. WFSA #:
E. Fire Name:	F. Incident #:
G. Accounting Code:	
H. Date/time Prepared:	

I. Attachments:
 	
      Complexity Matrix/Analysis
      Risk Assessment
      Probability of Success
      Consequences of Failure
      Maps
      Decision Tree
      Fire Behavior Projections
      Calculations of Resource Requirements
      Other (Specify)	

Section II. Objectives and Constraints

The Agency Administrator completes this page.

II.A.   Objectives: Specify criteria that should be considered in the developing alternatives.

> Safety objectives for firefighters, aviation, and public must receive highest priority. Suppression objectives must relate to resource management objectives in the unit resource management plan.
>
> Economic objectives could include closure of all or portions of an area, thus impacting the public, or impacts to transportation, communication, and resource values.
>
> Environmental objectives could include management objectives for airshed, water quality, wildlife, etc.
>
> Social objectives could include any attitudes toward fire or smoke that might affect decisions on the fire, safety, etc.
>
> Other objectives might include legal or administrative constraints which would have to be considered in the analysis of the fire situation, such as the need to keep the fire off other agency lands, etc.

II.B.   Constraints: List constraints on suppression action. These could include constraints to designated wilderness, wilderness study areas, environmentally or culturally sensitive areas, irreparable damage to resources or smoke management/air quality concerns. Economic constraints such as public and agency cost could be considered here.

II. OBJECTIVES AND CONSTRAINTS

A.   Objectives

  1.   Safety:

          Public:

          Firefighter:

  2.   Economic:

  3.   Environmental:

  4.   Social:

  5.   Other:

B.   Constraints

Section III. Alternatives

This page to be completed by fire manager/commander

III.A. Wildland Fire Management Strategy: Briefly describe the general wildland fire strategies for each alternative. Alternatives must meet resource management plan objectives.

III.B. Narrative: Briefly describe each alternative with geographic names, locations, etc., that would be used when implementing a wildland fire strategy. For example, "contain within the Starvation Meadows watershed by the first burning period."

III.C. Resources Needed: Resources listed must be reasonable to accomplish the tasks described in Section III.B. It is critical to also look at the availability of these resources.

III.D. Estimated Final Size: Estimated final size for each alternative at time of containment.

III.E. Estimated Contain/Control Date: Estimates for each alternative shall be made based on predicted weather, fire behavior, resource availability and the effects of wildland fire management efforts.

III.F. Cost: Estimate all fire costs for each alternative. Consider mopup, rehabilitation and other costs as necessary.

III.G. Risk Assessment–Probability of success/consequences of failure: Describe probability as a percent and associated consequences for success and failure. Develop this information from models, practical experience or other acceptable means. Consequences described will include fire size, days to contain, days to control, costs and other information such as park closures and effect on critical habitat. Include fire behavior and long-term fire weather forecasts to derive this information.

III.H. Complexity: Use the Wildland Fire Complexity Analysis

III.I. Maps: A map for each alternative must be prepared.

III. ALTERNATIVES		A	B	C
A.	Wildland Fire Strategy:			
B.	Narrative:			
C.	Resources Needed: Handcrews Engines Dozers Airtankers Helicopters			
D.	Estimated Final Fire Size:			
E.	Estimated Contain/ Control Date:			
F.	Costs:			
G.	Risk Assessment: Probability of Success Consequences of Failure			
H.	Complexity:			
I.	Attach Maps for Each Alternative:			

Section IV. Evaluation of Alternatives

This page is completed by the Agency Administrator(s), FMO, and/or incident commander.

IV.A. Evaluation Process: Conduct an analysis for each element of each objective and alternative. Objective shall match those identified in section II.A. Use the best estimates available and quantify whenever possible. Provide ratings for each alternative and corresponding objective element. Fire effects may be negative, cause no change, or may be positive. Examples are: 1) a system which employs a "-" for negative effect, a "0" for no change, and a "+" for positive effect; 2) a system which uses a numeric factor for importance of the consideration (soils, watershed, political, etc.) and assigns values (such as -1 to +1, -100 to +100, etc.) to each consideration, then arrives at a weighted average. If you have the ability to estimate dollar amounts for resource and cultural values this data is preferred. Use those methods which are most useful to managers and most appropriate for the situation and agency. To be able to evaluate positive fire effects, the area must be included in the resource management plan and be consistent with prescriptions and objectives of the fire management plan.

Sum of Economic Values: Calculate for each element the net effect of the rating system used for each alternative. This could include the balance of: pluses (+) and minuses (-), numerical rating (-3 and +3), or natural and cultural values in dollar amounts. (Again resource benefits may be used as part of the analysis process when the wildland fire is within a prescription consistent with approved fire management plans and in support of the unit's resource management plan.)

IV. EVALUATION OF ALTERNATIVES			
Evaluation Process	A	B	C

Safety
      Firefighter
      Aviation
      Public			

Sum of Safety Values			

Economic
      Forage
      Improvements
      Recreation
      Timber
      Water
      Wilderness
      Wildlife
      Other (Specify)			

Sum of Economic Values			

Environmental
      Air
      Visual
      Fuels
      T & E Species
      Other (Specify)			

Sum of Environmental Values			

Social
      Employment
      Public Concern
      Cultural
      Other (Specify)			

Sum of Social Values			
Other			

Section V. Analysis Summary

This page is completed by the Agency Administrator(s), FMO, and/or incident commander.

V.A. Compliance with Objectives: Prepare narratives that summarize each alternative's effectiveness in meeting each objective. Alternatives that do not comply with objectives are not acceptable. Narratives could be based on effectiveness and efficiency. For example: "most effective and least efficient," "least effective and most efficient," or "effective and efficient." Or answers could be based on a two-tier rating system such as "complies with objective" and "fully complies with or exceeds objective." Use a system that best fits the manager's needs.

V.B. Pertinent Data: Data for this section has already been presented, and is duplicated here to help the agency administrators confirm their selection of an alternative. Final fire size is displayed on page 3, section III.D. Complexity is calculated in the attachments and displayed on page 3, section III.H. Costs are displayed on page 3, section III.F. Economic values have been calculated and displayed on page 4. Probability of success/consequences of failure is calculated in the attachments and displayed on page 3, section III.G.

V.C. External and Internal Influences: Assign information and data occurring at the time the WFSA is signed. Identify the preparedness index (1 through 5) for national and geographic levels. If available, indicate the incident priority assigned by the MAC group. Designate the resource availability status. This information is available at the Geographic Area Coordination Center (GACC) and is needed to select a viable alternative. Designate "yes" indicating an up-to-date weather forecast has been provided to and used by the Agency Administrator(s) to evaluate each alternative. Assign information to the "other"category as needed by the Agency Administrator(s).

V. ANALYSIS SUMMARY			
Alternatives	A	B	C

A.   Compliance with Objectives
 	
      Safety
 	
      Economic
 	
      Environmental
 	
      Social
 	
      Other			

B.   Pertinent Data
 	
      Final Fire Size
 	
      Complexity
 	
      Cost
 	
      Resource Values
 	
      Probability/Consequences of Success/Failure			

C.   External/Internal Influences:
 	
      National and Geographic Preparedness Level
 	
      Incident Priority
 	
      Resource Availability
 	
      Weather Forecast (Long-range)
 	
      Fire Behavior Projections			

Section VI. Decision

Identify the alternative selected. Must have clear and concise rationale for the decision, and a signature with date and time. Agency Administrator(s) signature is mandatory.

VI. Decision
The selected alternative is: Rationale:
Agency Administrator Signature Date/Time

Section VII. Daily Review

This page is completed by Agency Administrator(s) or designate.

The date, time and signature of reviewing officials are reported in each column for each day of the incident. The status of preparedness level, incident priority, resource availability, weather forecast, and WFSA validity is completed for each day reviewed. Ratings for the preparedness level, incident priority, resource availability, fire behavior, and weather forecast are addressed on page 5, section V.C. Assign a "yes" under "WFSA Valid" to continue use of the this WFSA. A "no" indicates this WFSA is no longer valid and another WFSA must be prepared or the original revised.

VII. DAILY REVIEW								
Selected Alternative to Be Reviewed Daily to Determine If Still Valid until Containment/control								
			Preparedness Level	Incident Priority	Resource Availability	Weather Forecast	Fire Behavior Projections	WFSA Valid
Date	Time	By						
If WFSA is no longer valid a new WFSA will be completed								

Chapter - 13
Training and Qualifications

A. Introduction

The Wildland Fire Management (WFM) profession today has evolved into a highly technical occupation, requiring skilled, knowledgeable employees and sound leadership.

The Bureau of Indian Affairs (BIA), through the Branch of Fire Management, is responsible for the oversight, management and development of training programs and training professionals. The Bureau's Trust responsibility requires that long term natural resource productivity and value not be diminished or compromised. Through Tribal land management objectives, the Bureau must prudently execute land management operations that are state of the art and science. In order to enhance and maintain this high degree of technical and professional proficiency, it is essential that our organization encourage employee development through structured training and leadership development programs.

Fire Management Officers (FMOs), training officers, and course instructors are important members of the Branch of Fire Management's workforce development team. They are in the position to encourage, facilitate and mentor the personal development of our employees and are vital to our agency's success.

B. Policy

It is Bureau policy that only qualified personnel will be assigned duties in wildland fire (wildfire, prescribed fire, or wildland fire use) activities. It is also BIA policy to adopt the National Wildfire Coordinating Group (NWCG) standards, and work jointly with other federal, state, and local agencies, through NWCG, to establish minimum fire qualification standards acceptable to all agencies. Interagency standards allow for a cost-effective exchange of personnel and resources, and reduce duplication among the agencies. The BIA also participates with other federal agencies through the National Fire and Aviation Executive Board (NFAEB). Training requirements specific only to federal programs are coordinated by the NFAEB through the Federal Fire Training Task Group (FFTTG).

1. Responsibilities

The following are responsibilities of key fire management leadership pursuant to *Indian Affairs Manual, Part 90, Chapter 1*:

a. 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 FMOs, 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 the *Interagency Fire Program Management Qualifications Standards and Guide.*

b. Regional Directors

Regional Directors are responsible for ensuring that qualified personnel take immediate charge of wildfire suppression activities.

c. 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 *Wildland Fire Qualification System Guide* (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 Incident Qualification Certification System (IQCS).

Agency Superintendents and Line Officers of Tribal Fire Programs who choose to Delegate the Authority (DOA) of the Certifying Official role must do so in writing, utilizing the DOA form which can be found on the IQCS web site at: http://iqcs.nwcg.gov/.

C. Incident Qualifications and Certification System

The IQCS was developed under the umbrella of the NWCG, *Wildland Fire Qualifications Systems Guide* (PMS 310-1).

Agency Administrators/Line Officers are required to insure that all employee fire qualifications are entered and maintained in the IQCS. This applies to all personnel who perform jobs associated with wildland fire or all-hazard incident management.

1. System of Record

IQCS is the official incident qualification and certification record keeping system. The responder master record report generated by IQCS is the official qualification record and meets BIA requirements for proof of individual fire experience, task book, training, and qualification records. The system was designed to provide managers at the local, regional, and national level with detailed qualification, experience, and training information needed to certify employees in wildlfire, prescribed fire, wildland fire use, and all-risk positions. IQCS is a tool to assist managers in certification decisions; it does not replace the manager's responsibility to validate that employees meet all requirements for position performance based on NWCG and Bureau standards.

a. Account Administration

    Each Agency or Tribe will designate employees who will be responsible for ensuring that all incident experience, incident training, and Position Task Books (PTBs) for employees within the Agency or Tribe are accurately recorded in the IQCS. IQCS was designed to accommodate essentially unlimited accounts and account holders. Based on our history of maintaining qualifications databases, it is recommended that individual Agencies and Tribes have as many account holders as is necessary to satisfactorily maintain the database. It is not advisable for a moderate to high complexity unit to have only one account holder. History has demonstrated that a single account holder can not satisfactorily maintain the database.

    All records must be updated annually or modified as changes occur.

b. Record Keeping

    Employees must be reminded that it is their responsibility to maintain original training certificates, completed PTBs, 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, Work Capacity Test (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.

    c.   Transfers and Retirement

        When an employee transfers or retires, any training records maintained by the hosting unit will be given to the employee. In addition, the employee's IQCS file will be transferred to the new hosting unit.

    d.   Requesting New Accounts

        When requesting a new account or new account holders, chain of command should be followed. For Agencies or Contract/Compact Tribal programs, these requests should be made through the Regional office or Regional FMO. Smaller Tribes who are considering developing a fire program but do not have a contract or compact should channel their requests through the Agency Superintendent.

2. Incident Qualifications Card (Red Card)

    a.   The Certifying Official (Agency Superintendent, Tribal Line Officer, or delegate) is responsible for certification of personnel serving as incident responders. Agency certification is issued annually in the form of an Incident Qualification Card (Red Card), which certifies that the individual is qualified to perform in a specified position(s). The Red Card must be reviewed for accuracy and signed by the certifying official. The Certifying Official and incident responder are responsible for monitoring medical status, fitness, training, and performance, and for taking appropriate action to ensure the employee meets all position performance requirements.

    b.   Red Cards generated by IQCS are required for all Bureau and Tribal employees assigned to a wildfire, prescribed fire, wildland fire use, and all-hazard incidents. This requirement includes Administratively Determined (AD) - emergency firefighter (EFF) employees.

3. Certification of Non-Agency/Tribal Personnel

Non-agency firefighters will be certified by state or local fire departments, or through private training providers with approved memorandum of understandings (MOUs) through their local geographical area coordination centers (GACCs). Agencies or Tribes under agreements with the Bureau will not maintain IQCS records, provide for training, administer the WCT or act as Certifying Official for non-agency personnel.

It is important that Agencies and Tribes acquire background information from previous employers on individuals who transfer to their fire

program. At times, EFF personnel who are banned from participating in incident assignments at one unit may attempt to persuade a new unit to sponsor them.

Personnel from other agencies who do not subscribe to the NWCG qualification standards may be used on agency managed fires. However, Agency fire managers must ensure these individuals are only assigned to duties commensurate with their abilities, Agency qualifications, and equipment capabilities.

D. Interagency Fire Program Management Standards

Requirements for fire management positions are outlined in the *Interagency Fire Program Management (IFPM) Qualifications Standards and Guide*, referred to as the IFPM Standard. *The Interagency Fire Program Management Qualification Standards and Guide* can be found in it's entirety on the IFPM web site at: http://www.ifpm.nifc.gov/.

E. Annual Fireline Safety Refresher Training

Refer to Safety Section.

F. Work Capacity Testing

Refer to Safety Section.

G. Training Management

Bureau and Tribal fire management training programs will be based upon criteria specified within the interagency wildland fire training curriculum approved by NWCG. This curriculum supports positions described within the NWCG PMS 310-1. The PMS 310-1 represents the Bureau's minimum training requirements.

1. 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 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.

2. Individual Development Plans

In order to effectively quantify the amount of training needed at any level in our organization, it is essential that supervisors understand their workforce. Individual Development Plans (IDPs) 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 IDPs 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 IDPs 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.

3. Position Task Books

Position performance requirements are outlined in individual PTBs 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 PTBs without being confident in the employee's ability to perform at the fully qualified level.

4. Training Plans

a. 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.

b. 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.

c. Examples of "incident" operations include:

- Suppression of wildfires.

- Supervision of suppression resources.

- Coordination with incident response cooperators.

d. 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.

5. 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.

a. National and Geographic Level Courses

Employees identified for national level training will submit their nomination to their Regional FMO. Upon approval and prioritization of candidates, the Regional FMO will forward this nomination to the Geographic Area Training Representative (GATR). For a list of GATRs, please refer to the web site at: http://www.nationalfiretraining.net/.

b. Fire Use Training Academy (FUTA)

Nominations for FUTA should be sent directly to FUTA. The Bureau has a training specialist located at FUTA who will prioritize all Bureau and Tribal applicants with input from the Regional offices. Please visit their web site at: http://www.nationalfiretraining.net/sw/futa/ for more information.

6. Instructor Qualifications

a. Each Region is responsible for the selection, training, and certification of Bureau and Tribal instructors.

b. NWCG recognizes two levels of wildland fire instructor: lead instructor (Type I) and unit instructor (Type II). A lead instructor must have sufficient experience in presenting all units of the course so as to be capable of last minute substitution for unit instructors. Lead instructors must also be position qualified and current at the next higher job level (e.g., a Lead Instructor for S-230 "Single Resource Boss-Crew" must minimally be qualified as a Strike Team Leader-Crew). Unit instructors must be experienced in the lesson content they are presenting. Unit instructors must be position qualified and current at the job level to which the training course is targeted.

c. All 100 level courses may be taught by anyone having the prerequisite experience and is approved by the local fire management staff. No instructor training requirements exist for either lead or unit instructors for 100 level courses.

d. Unit instructors participating in 200 level training should attend an instructor course of at least 32 hours that emphasizes adult education skills.

e. Lead instructors for 200 level training courses and all instructors of 300 level and above courses are required to have instructor training as described above.

f. The Facilitative Instructor Course (M-410), industry instructor training, and collegiate level adult education courses are representative of courses that may meet instructor training requirements. Exceptions may be made for those instructors who have demonstrated strong instructional skills and abilities. Certification of instructors is generally the responsibility of lead instructors, not of managers or supervisors.

g. Administratively Determined Instructors

In limited cases, instructors may be hired under the AD Pay Plan for Emergency Workers. These instructors must meet minimum instructor qualifications pursuant to the NWCG Course Coordinators Guide and be <u>current</u> in these qualifications. Instructors hired under the AD Pay Plan will not be retained for extended periods of time to "manage agency training programs".

7. Course Coordinators Guide

The *Course Coordinators Guide* will serve as the Bureaus policy related to NWCG course coordination. This document can be found on at the following web site at: <u>http://www.nwcg.gov/pms/training/training.htm</u>.

8. Field Managers Course Guide

The *Field Managers Course Guide* contains valuable course-specific information for the entire NWCG-sponsored curriculum and is the authoritative reference for instructor qualifications. Course coordinators should utilize this as a desk reference. It can be found on the following web site at: <u>http://www.nwcg.gov/pms/training/training.htm</u>.

H. 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.

1. 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.

2. 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.

I. BIA-Specific Position Standards

There are certain BIA positions that have position standards which exceed those or are not identified in the NWCG *Wildland Fire Qualification System Guide* (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.

1. Prescribed Fire Positions:

a.   Reference BIA Fuels Management Handbook.

2. Interagency Hotshot Superintendent

The Superintendent is a permanent employee with administrative and supervisory skills sufficient to manage a highly qualified interagency initial attack 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.

a.   Qualifications: Refer to the *National Interagency Hotshot Crew Operations Guide*.

b.   IQCS Position Code: IHCS

3. 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.

a.   Qualifications: Refer to the *National Interagency Hotshot Crew Guide*.

b.   IQCS Position Code: IHCA.

4. Exclusive Use Fire Helicopter Crew Position Standards

Reference Aviation Section.

5. Sawyer/Faller Qualifications

Bureau 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.

a. Supervisor Responsibilities

    It is the supervisor's responsibility to understand Occupationa Safety and Health Administration (OSHA) regulations and provide their employees with personal protective equipment, training and certification in chainsaw operation. This training can be in the form of S-212, a comparable industry course, or a course developed at the local Agency.

b. Currency

    Chain saw operators maintain currency at their assigned level of proficiency for three (3) years.

c. Qualifications

    There are four chain saw operator qualification levels recognized by the Bureau:

    1. "A" Apprentice Sawyer   (IQCS Position Code: FALA)
    2. "B" Journeyman Faller   (IQCS Position Code: FALB)
    3. "C" Advanced Faller   (IQCS Position Code: FALC)
    4. "C" Faller Certifier   (IQCS Position Code: CCRT)

d. Fitness Requirements

    Fitness for all Sawyer and Faller positions shall be Arduous. There is no fitness requirement for Instructors of Sawyer/Faller courses.

e. EFF

    Emergency firefighters may be hired under the AD Pay Plan to attend S-212, a comparable industry course, or a course developed at the local Agency.

6. ATV Operators

All Terrain Vehicle Operators (ATVO) are required to attend a government or private industry sponsored ATV safety course prior to being issued the ATVO competency in IQCS.

7. Dozer Operators

All agency or tribal dozer operators will complete S-130, S-190, and Annual Safety Refresher Training prior to being assigned to wildland fire incidents. In addition, they must meet the fitness requirement of Moderate. Contract operators should also meet this standard or, adhere to incident escort rules.

J. Agency-Specified Required Training

1. Fire Management Leadership

Fire Management Leadership (NAFRI) or a local Fire Management Leadership course is required for all:

- Agency Superintendents
- Agency Foresters
- Agency Fire Management Officers
- Regional Foresters
- Regional Fire Management Officers
- Tribal Natural Resource Program Managers

Regional Directors, Deputy Regional Directors, and Tribal Administrators are also encouraged to attend this course.

K. Funding for Training

1. General Schedule and Tribal Contract/Compact Fire Employees

a. 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.

b. Emergency Operations funding will not be used to cover training costs for employees in this category.

c. Training will not be scheduled on weekends unless pre-approved by the Line Officer.

2. AD/EFF Hires

a. The AD Pay Plan provides for the hiring of emergency workers and trainers for attending and conducting training. FMOs will practice prudent and wise use of Emergency Operations funding (92310) used for training purposes. The BIA-NIFC office will establish Regional FireCodes to be used to fund the AD training program.

b. 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.

c. AD-EFF employees can only be paid while attending "REQUIRED" courses as identified in the PMS 310-1 or this "Blue Book". Courses categorized as "OTHER TRAINING WHICH SUPPORTS DEVELOPMENT OF KNOWLEDGE AND SKILLS" are not authorized for delivery to AD-EFF employees. However, this does not prevent the individual from attending this course while not being reimbursed by the government.

Chapter - 14
Budget and Financial Management

A. Introduction

This chapter describes the Bureau's Wildland Fire Management (WFM) appropriation account structure. In addition to budget and finance personnel, Regional, Agency and Tribal Fire Management Officers (FMOs) must be aware of the responsibilities and limitations on the use of appropriated funds at it pertains to the WFM appropriation.

B. Wildland Fire Management Appropriation

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 will by carried over into the next fiscal year, but are held at the national level for distribution based on Bureau priorities. This appropriation provides funding for the Department's WFM program through the BLM. The Office of Management & Budget (OMB) passes the Interior Wildland Fire Apportionment to the DOI Policy Office of Budget (POB). The U.S. Department of Treasury issues a warrant to the BLM, the parent organization, and the BLM budget office, which is responsible for the administration of the appropriation. Prior to the issuance of the warrant to each bureau by the U.S. Department of the Treasury, the BLM Budget office will issue an authorization letter to the BIA, FWS, NPS, and OWFC notifying them of their allocations in each activity, and concurrently issues Standard Form 1151, Non-Expenditure Transfer Authorization.

The wildland fire allocations are forwarded to each Interior budget office according to the distribution plan as specified in the budget justifications and legislative history. The BLM budget office will send copies of allocations, transfers, supplementals and adjustments to the Interior Fire Coordination Committee (IFCC) Budget Team and the originals to the bureau budget offices.

The IFCC budget team will provide information on projected expenditures to the bureau budget offices upon request, and will report consolidated information to the BLM budget office on a monthly basis beginning 1 June or more frequently if necessary. The team also researches questions and draft responses from Congress and/or the Administration. Bureau budget offices will allocate fire program budgets, with the assistance of each bureau representative on the budget team. The budget team is responsible for annual budget distribution plans that are based on each agencies respective fire planning process.

The BLM will calculate the allocations and submit a request to transfer funds from the U.S. Department of the Treasury for the other DOI bureaus. The BLM will issue a letter to the other DOI bureaus' budget offices and budget team members, addressing budget execution issues for the current year, including, but not limited to:

- current year funding allocations including consideration of un-obligated balances from the prior year in the Emergency Operations activity;
- handling of prior year recoveries in expired accounts;
- and new issues, such as changes in fund coding structure.

The appropriation specifically states that funds under the WFM program are "For necessary expenses for fire preparedness, suppression operations, fire science and research, emergency stabilization and rehabilitation, hazardous fuels reduction, and rural fire assistance by the Department of the Interior". Funds may not be expended in a manner which is contrary to this appropriation definition.

The Department has prescribed certain line items for preparation of budgets and tracking expenditures. Particular attention should be made to the procedures and limitations applicable to the use of funds used in suppression operations. It is imperative that FMOs ensure that proper administrative procedures are followed from the beginning of the incident until its conclusion.

1. Fund Codes

Fund and respective activity codes for the BIA WFM Program are identified in **Appendix 14-1.**

a. Wildland Fire Preparedness (Fund Code 92200)

b. Construction & Deferred Maintenance (Fund Code 92400)

c. Emergency Suppression (Fund Code 92500)

d. Hazardous Fuels Reduction - non WUI (Fund Code 92600)

e. Burned Area Rehabilitation (Fund Code 92610)

f. Rural Fire Assistance (Fund Code 92620)

g. Hazardous Fuels Reduction, WUI (Fund Code 92670)

h. Reimbursable – Wildland Fire Management (Fund Code 9FIRE)

C. Program Management Activity Codes

The WFM Program will selectively employ Project Cost Accounting Sub-system (PCAS) codes and FireCodes. This will be accomplished through the use of an additional accounting code called a job code. The job code will be coded on all obligation and expenditure documents. Job codes for WFM must be requested and executed by the BIA-NIFC Budget Management office. This will ensure that all costs are tracked by project. FireCode numbers are generated through the FireCode System and will be used for Suppression, Stabilization, Severity and Burned Area Rehabilitation operations.

1. Activity: Wildland Fire Preparedness (Fund Code 92200)

Wildland Fire Preparedness funds are allocated by the BLM budget office in four steps. First, funding is allocated to the Office of the Secretary for its fire program coordination staffing. Second, fire science program funds in the amount specified by Congress are retained by the BLM budget office, for obligation by the Joint Fire Science program manager. Third, the amount specified in the appropriation for deferred maintenance and capital improvements is divided among the bureaus based on the annual work plan approved by the bureaus. Finally, the remainder of the appropriation is allocated to the Bureaus based on their percentage of the total Department funding.

a. Purpose

This activity provides for safe, cost-effective fire management programs that support land and resource management plans and are accomplished through planning, staffing, training, and equipment. It includes the hiring and training of personnel; prevention activities; purchase of and contracting for equipment, supplies, and support; planning and coordination; policy development and oversight; and interagency coordination and direction. The Wildland Fire Preparedness activity consists of five sub-activities: preparedness (92120 program code), interagency fair share (92130 program code), national programs (92140 program code), wildland fire prevention program (92T00 program code) and Interagency HotShot Crew program (92U00 program code).

b. Preparedness Program Management Sub-activity (92120)

- Includes salaries, benefits and support costs for all permanent (full time) wildland fire program management personnel who provide planning and oversight functions for the fire

management preparedness programs at the National and Regional offices, Agencies and Tribes. Includes general oversight responsibilities for an integrated WFM program or specific responsibilities for programs in wildfire suppression, burned area emergency rehabilitation, fire prevention, fire planning, hazard fuels operations and wildland urban interface.

- For a position to be eligible for fire program funds, the position must be identified in the approved Fire Management Program Analysis (FMPA). The position description must reflect that more than 50 percent of the staff hours defined in these duties relate directly to responsibilities for fire management activities. Positions that are eligible for full funding are defined as those positions in which 80 percent or more of the duties are directly related to fire management. Positions which exceed the 50 percent criteria may be funded to the extent of the seasonal limits as defined by the 10 percent fire occurrence level or 13 pay periods, whichever is greater.

- Furlough positions may be funded for all pay periods during which the employee is working directly for fire management.

- Other program management activities include bureau-specific studies and investigations, aircraft availability guarantees, operational research, equipment and technology development, utilities, information resources management, supplies, training, administrative support for personnel, procurement, budget preparation and execution, communications and vehicle availability.

- Includes capitalized equipment purchases.

- Budgeted overtime and premium pay.

- Permanent change-of-station for permanent (full-time and subject-to-furlough) employees who are base-funded under preparedness.

- Operations of the national computer systems and national communication systems.
- Audits conducted by the National or Regional offices.

- Support costs include travel, training, supplies, communications, vehicle availability, arduous duty physical examinations for all personnel available for firefighting, and personnel protective equipment.

- Fire aviation operations.

- Fire cache supplies.

- Office supplies and materials.

- Rent and utilities for fire offices.

- Rent or lease of equipment and vehicles.

- Equipment and vehicle maintenance (includes maintenance of weather station equipment).

- Accountable property purchases primarily for wildland fire preparedness and suppression.

- Printing catalogues and handbooks.

- Includes salaries, benefits and support costs for temporary and seasonal personnel. Includes firefighters employed during normal-year fire seasons along with their immediate supervisors who are not permanent personnel. Support costs include travel, training, supplies, communications, vehicle availability, arduous duty physical examinations for all personnel available for firefighting, and personnel protective equipment.

c. Interagency Fair Share Sub-activity (92130)

- Includes all costs associated with interagency and/or fair share costs of doing business. Interagency and fair share costs will be administered and tracked through the Regional offices and at the national level.

- Includes interagency funded initiatives supported by interagency agreements, such as NIFC; National Wildfire Coordinating Group (NWCG); IFCC; Alaska Fire Service (AFS); Geographical Area Coordination Centers (GACCs); local interagency dispatch centers; aircraft contracts and bases; fire preparedness-related capital equipment and training.

d. National Programs Sub-activity (92140)

Includes all costs associated with the National Programs, e.g., Emergency Firefighting Crews, Model 52 Program, Medical Standards, Remote Automated Weather Stations (RAWS), Wildland Fire Management Information (WFMI) System, Lightening

Detection System and Weather Information Management System (WIMS). National program costs will be administered and tracked through the Regional offices and at the national level.

e. Self Governance Compacts Sub-activity (92900)

All fire program activities listed above that are reprogrammed to the Office of Self Governance (OSG) for Native American Tribes and Alaskan Natives and must be coordinated with the BIA-NIFC Budget Officer. All requests for reprogramming that are sent directly to the Deputy Director, Trust Services will not be honored.

f. Wildland Fire Prevention Sub-activity (92T00)
Includes all costs associated with the Wildland Fire Prevention program. Costs will be administered and tracked through the Regional offices and at the national level.

g. Interagency Hotshot Crew Program (92U00)
Includes all costs associated with the Interagency Hotshot Crew program. Costs will be administered and tracked through the Regional offices and at the national level.

2. Activity: Construction & Deferred Maintenance (Fund Code 92400)

Deferred Maintenance will be tracked separately under this activity and under its own Fund Code.

Minor renovation and maintenance of fire-program dedicated facilities is limited to not more than $10,000 per structure.

The Division of Accounting Management (DAM) is responsible for managing Bureau-wide Construction-in-Progress (CIP) accounting requirements. Information policy and procedures are documented in the *Construction-in-Progress Accounting Management Handbook*. For more information on facilities please see Section G, of this chapter.

3. Activity: Emergency Suppression (Fund Code 92500)

This activity funds the development and implementation of the three operational sub-activities of the Department's emergency operations program: suppression, emergency stabilization, and severity.

The BLM budget office determines the allocation for each bureau based on each bureau's percentage of the total Department's 10-year average

expenditures in suppression operations and emergency stabilization. These expenditures include severity funding.

a. Suppression Sub-activity (92310)

    •   This activity funds the appropriate management response to wildfires and related operations.

    •   Includes the total spectrum of appropriate management actions taken on wildfires to protect resource values in a safe and cost-effective manner. Actions that are taken consider public benefits and values to be protected and are consistent with the resource objectives and constraints identified in land management plans.

    •   All unpredictable and un-programmed costs arising from operational wildfire suppression actions; costs of actions for appropriate management of wildland fire use fires used for resource benefits.

    •   Appropriate Uses

        1) Emergency actions taken on wildfires to prevent land degradation and the immediate loss or degradation of natural and cultural resources due to damage caused by active wildfires or resulting from actions taken to suppress such fires.
        2) Expenditures to cover salary costs for non-fire individuals involved in Emergency Suppression Operations, either permanently or on a temporary basis.
        3) For overtime, hazard, night differential or environmental premium pay for all personnel engaged in wildfire management actions or support for these actions, operations, or administratively.
        4) Positioning of firefighting resources in response to a specific wildfire or wildland fire use fire.
        5) Hiring of emergency firefighters (EFFs) and/or overhead until the additional workload created by the wildfire event has been reduced to level that can be managed with regular permanent and seasonal employees.
        6) All transportation of EFF Crews from point of hire until return to point of hire.
        7) To provide support to an ongoing incident including post-incident administration (e.g. dispatch, warehouse/cache workers, buying team members, payment team members, administrative support and reviews). Post-incident should not normally exceed 90 days.

8) To place additional firefighters on standby for expected dispatch.

9) Standby status of General Services (GS)/Tribal employees due to weather conditions, unusual lightning activity is present or is predicted, incendiary outbreaks occur.

10) Supplies required for specific suppression related activities such as food, lodging, transportation, personal gear for EFF if personal items destroyed, lost stolen at an incident. For personnel gear, refer to the *Interagency Incident Business Management Handbook* (IIBMH).

11) Emergency equipment (Emergency Equipment Rental Agreements signed up for locally for closest forces) leases/contracts for the duration of a specific wildfire.

12) Aircraft costs associated with a specific wildfire.

13) Repair and maintenance of equipment used on a wildfire.

14) Replacement of equipment destroyed or consumed on a wildfire. Accountable equipment lost, damaged or destroyed on a wildfire may be replaced only by review and investigation by a Claims Investigator [Chapter 70, Claims of the *IIBMH Handbook*, page 2 of 19].

15) Meals and lodging directly related to wildfire actions, this depends if GS overhead is dispatched off-reservation. In this case they are covered under a Travel Authorization.

16) Travel and other costs associated with fire investigations, wildfire cause determination and arson investigation.

17) Payments to cooperators under Interagency Agreements, which covers Tribal cooperative agreements.

18) Documentation of fire extent and effects directly related to a specific wildfire and carried out within one year of the date of the wildfire is declared.

19) Damages to resources caused by suppression actions will be mitigated for repaired prior to complete fire demobilization when possible, which is approved by a Contracting Officer.

20) Costs associated with immediate actions taken to repair damages caused by direct suppression activities are included as direct charges to the wildfire. This includes but not limited to repair fire lines and fuel breaks authorized replacement of improvements, facilities or structures that are damaged as a result of a suppression action.

21) Authorization for replacement of improvements, facilities or structures damaged due to suppression actions are approved by Contracting Office based on an investigation report by Claims Unit Leader if damage occurs on a Complex fire, or at local Agency/Tribal by a Safety Officer.

22) Provides funds for training EFFs, not to exceed 80 hours per year for an individual in preparation for emergency fire

situations as stated in the DOI Administratively Determined (AD) Pay Plan for Emergency Workers.

23) All such training must be charged to a FireCode that will be assigned at the national level for each Region.

24) To allow personnel to instruct fire suppression or prescribed fire training when all other methods of hiring/contracting instructors have been exhausted. Not exceed a total of 120 hours per year for a qualified individual prepare, instruct and issue certificates for required courses fire situations as stated in the AD Pay Plan.

- Prohibited Uses

  1) Accountable equipment, except as authorized by Regional FMO. Accountable equipment lost, damaged or destroyed on a fire may be replaced only if there is an investigation of loss or damage.
  2) Base eight salaries, benefits and support of fire funded personnel, except for non-fire individuals involved in emergency suppression operations.
  3) Instructors who are GS employees and/or Tribal employees do not get paid full time and half for yearly training conducted for EFF crews.

b. Emergency Stabilization Sub-activity (92320)

The emergency stabilization program determines the need for and prescribes and implements emergency treatments to minimize threats to life or property or to stabilize and prevent unacceptable degradation to natural and cultural resources resulting from the effects of a fire.

All emergency stabilization charges must be made to a FireCode. The Agency or Tribe will generate the FireCode at the local level and NIFC will approve the funding authorization at the National level. NIFC will execute spending authorization upon request by a Regional office.

- Appropriate Uses

  1) Planning post-fire emergency stabilization actions and emergency stabilization or plan development.
  2) Replacing or repairing facilities essential to public health and safety and replacing or constructing fences or other structures necessary to protect emergency stabilization projects or to prevent further degradation of natural and cultural resources during the project period.

3) Physical structures and devices to slow the movement of soil and water downslope (e.g., check dams, culverts, silt fences, log erosion barriers and straw wattles, erosion cloth and soil netting, etc.). These treatments are primarily temporary measures that do not generally require maintenance or are removed after objectives have been met.

4) Conducting burned area assessments for threatened, endangered, and other special status species to identify mitigation requirements. Damage assessments and treatments are limited to species that are known to be detrimentally impacted by wildfire, or those for which there is reasonable expectation of detrimental impacts. Also, there must be reasonable expectation that the detrimental impacts can be mitigated.

5) Seeding or planting of shrubs, forbs, and grasses to prevent critical habitat for federal listed threatened or endangered species, or other special status species, from being permanently impaired, or to prevent erosion or mass wasting.

6) Seeding or planting of shrubs, forbs, and grasses to facilitate the natural succession of vegetative communities which would likely be subject to immediate and aggressive invasion of non-native invasive species after the wildfire.

7) Seeding or planting trees, only if such actions have been demonstrated to be cost-effective in meeting project objectives of stabilizing watersheds to prevent downstream damage on and off site.

8) Use of chemical, biological or mechanical treatments necessary to minimize the establishment or re-establishment of non-native invasive species within the perimeter of the burned area.

9) Monitoring and patrolling necessary for public safety and natural and cultural resource protection, if such activities cannot be accomplished within existing capabilities and by shifting priorities.

10) Covering, camouflaging, cleaning, burying, or reinforcing historic properties to prevent erosion, weathering, movement, and looting.

11) Burned area assessments to assess damage to documented historic properties or those discovered in the course of treating known properties.

12) Base 8 salary of non-fire funded Agency employees engaged in emergency stabilization planning and treatment implementation.

13) Overtime for all employees engaged in emergency stabilization planning and treatment implementation.

14) Legal mandated clearance prior to treatment initiation.

- Prohibited Uses

  1) Emergency stabilization treatments not in an approved Emergency Stabilization (Burned Area Emergency Response) Plan.
  2) Treatment effectiveness monitoring after following containment of the fire without submittal of an annual accomplishment report.
  3) Any treatment effectiveness monitoring after three years following containment of the wildfire.
  4) The planning or replacement of major infrastructure, such as visitor centers, residential structures, administration offices, work centers and similar facilities.
  5) Damages caused by prescribed fires or wildland fire use fires used to achieve land management objectives, unless declared a wildfire and only for the areas damaged once it was declared a wildfire.
  6) Monitoring to determine the short- or long-term response of a resource to the fire (i.e., fire effects monitoring).
  7) Purchase of accountable/capitalized equipment without documentation that purchasing the equipment is more cost effective than renting equipment and is in the best interest of the government.
  8) Base 8 salary of fire funded Agency employees, except hazardous fuels, engaged in emergency stabilization actions.
  9) Systematic inventories of all know historic properties within the burned area.
  10) General administrative historic property services ((e.g., National Historic Preservation Act (NHPA) compliance reports)).
  11) Treating fuels within the burned area to accomplish fuel management objectives.

c. Severity Sub-activity (92350)

   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 an abnormal increase in wildfire potential or danger, or to wildfire seasons that either start earlier or last longer than planned in the fire management plan. The fire danger rating operating plan or annual operating plan should identify thresholds for identifying the need for severity resources. The approval to use operations funds for

14-11

severity purposes is based on expected weather conditions, fuel conditions, and availability of resources.

- Appropriate Uses

  1) Labor – fire and non-fire personnel.
  2) Vehicles and equipment.
  3) Aircraft.
  4) Travel and per diem.
  5) Prevention activities.

- Prohibited Uses

  1) To cover differences that may exist between funds actually appropriated (including rescissions) and those Identified in the fire planning process.
  2) Administrative surcharges, indirect charges, and fringe benefits.
  3) Equipment purchases.
  4) Purchase, maintenance, repair or upgrade vehicles.
  5) Purchase of telephones.
  6) Purchase of pumps, saws, and similar suppression equipment.
  7) Aircraft availability during contract period.
  8) Cache supplies which are normally available in fire caches.
  9) Emergency Equipment Rental Agreements (EERAs).

The BIA-NIFC office is authorized to allocate severity funds 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 timeframes specifically outlined in the authorization, and only for the objectives stated in Chapter 4 (J).

4. Activity: Burned Area Rehabilitation (Fund Code 92610)

The rehabilitation program addresses long-term actions. Rehabilitation of burned areas, are long term activities that have been identified in approved land management plans.

All rehabilitation charges must be made to a FireCode. FireCode authorization will be executed by NIFC upon request by a Regional office.

a.   Appropriate Uses

- Planning post-fire rehabilitation actions and rehabilitation plan development.

- Repair or improve lands unlikely to recover naturally from wildland fire damage by emulating historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans.

- Restore or establish a healthy, stable ecosystem even if the ecosystem cannot fully emulate historical or pre-fire conditions.

- Tree planting is limited to:

    1) Facilitating the succession and stabilization of forest ecosystems.
    2) Re-establishing habitat for federally listed threatened or endangered species, or other special status species.
    3) Reintroducing or reestablishing native tree species and seed sources lost in a stand replacement fire.
    4) Regenerating Indian trust commercial timberland identified in an approved Forest Management Plan, and that a certified silviculturalist has determined will not naturally regenerate for more than 10 years after the fire.

- Repair or replace fire damage to minor operating facilities (e.g., campgrounds, interpretive signs an exhibits, shade shelters, grazing fences, wildlife guzzlers, etc).

- Base 8 salary of fire and not fire funded agency employees engaged in rehabilitation actions.

- Overtime for agency employees engaged in rehabilitation planning and treatment implementation.

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

b.   Prohibited Uses

- Rehabilitation treatments not in an approved Rehabilitation Plan.

14-13

- Treatment effectiveness monitoring after following containment of the fire without submittal of an annual accomplishment report.

- Any treatment effectiveness monitoring after three years following containment of the wildfire.

- 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 rehabilitation efforts.

- Damages caused by prescribed fires or wildland fire use fires used to achieve land management objectives.

- Monitoring to determine the short- or long-term response of a resource to the fire (i.e., fire effects monitoring).

- Purchase of accountable/capitalized equipment without documentation that purchasing the equipment is more cost effective than renting equipment and is in the best interest of the government.

- Systematic inventories of all know historic properties within the burned area.

- General administrative historic property services (e.g., NHPA compliance reports).

- Treating fuels within the burned area to accomplish fuel management objectives.

- EERAs.

5. Activity: Rural Fire Assistance Program (Fund Code 92620)

The program will continue to provide technical expertise, training, supplies and materials, equipment, participation in interagency prevention and educational activities, and proficiency exercises on a cost-share basis to Rural Fire Districts. Rural Fire Assistance (RFA) provides technical and financial support to fire departments throughout the Nation that protect communities with populations of less than 10,000. These local agencies are often the first line of defense in

meeting the protection needs for wildland-urban interface areas threatened by wildfire.

Prior to entering into cooperative agreements and disburse assistance funds to any rural or volunteer fire department, both parties must agree on the roles and responsibilities of each party to the agreement. It is imperative to engage a Contracting Officer or a person with the equivalent delegated authority in the process from initiation to award. Agency wildland fire and contracting representatives will meet with the requesting Rural Fire Department (RFD) or Volunteer Fire Department (VFD) to assist them with preparing the Application for Federal Assistance. Agency representatives will submit the completed application package to the agency/regional/state FMOs or designated GACC lead. At this level, the bureaus will process all applications and make award selections in coordination with the state forester. Responsibility for fund transfer to each recipient is with Agency personnel delegated the authority for contracting and disbursement. The direct transfer of funds to the selected RFD or VFD will be completed by cooperative agreement either through reimbursement for the recipients' expenditures or, if necessary, an advancement of funds.

6. Activity: Reimbursable Account – Wildland Fire Management (Fund 9Fire)

Reimbursable projects are developed by the individual agency and field offices with the assistance of the Region. Funds may be sub-allotted to either the Region or allocated on to the individual Agency or field office.

In addition to normal program accounting, the reimbursable program will also employ project accounting. This will be accomplished through the use of an additional accounting code, the Job number, which will be coded on all obligation and expenditure documents. The FFS Job number will invoke the use of a FFS PCAS number which will keep track of costs by reimbursable project.

Job numbers are assigned by the Region for the Region and Job numbers are assigned by the BIA-NIFC Budget Officer for the BIA-NIFC. Agencies should contact their Regional finance office to obtain a Job number for their reimbursable projects on an as needed basis and BIA-NIFC staff should contact the BIA-NIFC Budget Officer. A Reimbursable Work Job Authorization Form should be completed by the Regional Finance Officer in coordination with WFM program personnel. Once a project has been established and forwarded to the Division of Accounting Management within the Office of the Director of Administration, Attn: Staff Accountant, with a copy going to the Regional Budget and Finance Officers and the BIA-NIFC Budget Officer for BIA-NIFC requests.

14-15

Reimbursable Work Authorization Forms must be signed by authorized officials in both the BIA and the customer agency. No authorization exists unless the Reimbursable Work Authorization Form is properly completed and signed. The only exception is when a signed interagency agreement is attached to Reimbursable Work Authorization Form; then a customer agency signature is not required.

To support all unexpected emergencies other than wildland fire (flood, storm, hurricane, etc.), the four DOI agencies provide support for all resources assigned to or in support of all naturally declared disasters. In order to receive reimbursement for the cost incurred by the Bureau the following procedure must be implemented for tracking costs for all resources sent to an all-hazard incident:

a. BIA-NIFC will request reimbursement authority for the incident on behalf of the Bureau.

b. Upon approval of reimbursement authority a reimbursement account will be setup by the DAM.

c. An Instructional Memorandum will be submitted to all Regions by BIA-NIFC that will include administrative direction for the incident. This memorandum will contain the reimbursement account structure that costs will be tracked and the policy for overtime authorization, hiring and payment of emergency workers and government/tribal personnel to support the incident. The account structure provided in the instructional memorandum must be utilized Bureau wide so that BIA-NIFC can seek reimbursement properly and accurately.

The Emergency Operations Account and more specifically, the Suppression Sub-activity will only be utilized for suppressing wildfires or as specified in the DOI AD Pay Plan.

D. Project Cost Accounting Procedures

The Department has prescribed certain line items for preparation of budgets and tracking expenditures. In addition to normal program accounting, the WFM Program will also selectively employ project accounting. This will be accomplished through the use of an additional accounting code and the job code that will be coded on all obligation and expenditure documents when a project has been established. Job codes will be generated by BIA-NIFC. The FFS job code will invoke the use of a FFS PCAS number that will keep track of costs by fire incident or project.

WFM funds, excluding emergency suppression funding, will be distributed to either BIA-NIFC, Regional FMOs or Agencies and/or field offices for accomplishment of the projects. Therefore, it is important that obligations

and expenditures associated with this account be coded to their budget organizations respectively. Emergency suppression must be accounted for by incident and will utilize the FireCode System to derive fire codes. Wildland Fire Preparedness will use job codes only in special circumstances. Instructions will be issued when a job number is required. With the exception of Emergency Suppression, all project numbers (job codes) are authorized and implemented by BIA-NIFC. All requests must be evaluated and approved by the respective Regional office and forwarded to the BIA-NIFC office. Refer to the *Annual Federal Financial Management Handbook* for configuration.

Table maintenance for the WFM program will be performed by the Budget Management Section at BIA-NIFC. Additions, deletions and changes to the PCAS reference tables will be accomplished upon receipt and approval of a request from the appropriate operating section.

1. The originating and approving sections at NIFC are:

a. Budget Management (Suppression Operations).

b. Operations (Subsidiaries, Interagency Hotshots Crews, Burned Area Rehabilitation (BAR), Emergency Stabilization, RFA and Severity).

c. Fuels Management (Prevention, Hazardous Fuels Reduction and Wildland Urban Interface).

d. Safety (Medical Standards).

2. Cost Accounting Tables

All on-line project reference and application tables will be available for scanning by those offices and organizations with terminal access to FFS.

a. Project Numbers and Job Code Structures

- The Job Code will always have eight characters, with the exception of Suppression Operations.

- Project numbers (job codes) are authorized and implemented by the Budget Management Section at BIA-NIFC. All requests for projects must be evaluated and approved by the respective regional office and forwarded to BIA-NIFC for entry.

- Although, the configuration for project numbers remains the same, the character designations along with the respective program descriptions are listed in **Appendix 14-2**.

- Job Codes and respective funding and expenditure information can be found in FFS under the "SPRJ" Table for each Agency.

APPENDIX 14-1
Wildland Fire Management Appropriation
Fiscal Year 2006 Accounting Structure

Fund Code	**Program Class**	**Allocation Code & Description**
92200	**921**	**Wildland Fire Preparedness**
		92120 P – Preparedness
		92130 R – Interagency Fair Share
		92140 R – National Programs
	929	**Self Governance**
		92900 – Self Governance
	92T	92T00 – Wildland Fire Prevention
	92U	92U00 – Interagency HotShot Crews
	92V	92V00 – Fire Ready Reserve
92400	**924**	**Construction & Deferred Maintenance**
		92810 R – Construction & Def. Maint.
		92G00 – Self Governance
92500	**923**	**Emergency Suppression**
		92310 R – Suppression
		92320 R – Emergency Stabilization
		92350 R – Severity
92600	**926**	**Hazardous Fuels Reduction, Non-WUI**
		92630 R – Hazardous Fuels Reduction - non-WUI
92610	**92B**	**Burned Area Rehabilitation**
		92B20 R – Rehabilitation
92620	**92R**	**Rural Fire Assistance**
		92R00 R – Rural Fire Assistance
92670	**92W**	**Wildland Urban Interface (WUI)**
		92W00 R – Wildland Urban Interface
9FIRE		**Wildland Fire Reimbursables**
		9F100 R – Wildland Fire Preparedness
		9F200 R – Emergency Operations
		9F300 R – Burned Area Rehabilitation
		9F400 R – Hazardous Fuels Reduction
		9F500 R – Rural Fire Assistance
		9F600 R – All Risk Assistance

APPENDIX 14-2
PCAS Character Designations

Character	Definition	Program Code
A	Fire Construction and Deferred Maintenance	92400
B	Miscellaneous Projects - Preparedness	92120, 92130, 92140, 92V00
C	Community Assistance	92W00
N	Hazardous Fuels Reduction, Non-WUI Projects	92630
P	Program Positions	92T00, 92630, 92W00
S	Supplementals	92T00, 92630, 92W00
W	Hazardous Fuels Reduction, WUI Projects	92W00
R	Rural Fire Assistance	92R00

Chapter - 15 Burned Area Emergency Response and Rehabilitation Programs

A. Introduction

1. Policy

a. The Department of the Interior (DOI) Departmental Manual 620 DM, Chapter 3 and Indian Affairs Manual (IAM) Part 90 provides policy for managing emergency stabilization, rehabilitation, and restoration on Indian Trust lands following wildfires. Emergency stabilization, also known as Burned Area Emergency Response (BAER) and Burn Area Rehabilitation (BAR) activities are an integral part of wildfire incidents, but are planned, programmed, and funded separately from each other.

The objectives of the emergency stabilization and BAR programs are as follows:

- Emergency stabilization
To determine the need for and to prescribe and implement emergency treatments to minimize threats to life or property or to stabilize and prevent further unacceptable degradation to natural and cultural resources from the effects of a wildfire. Natural recovery is preferable.

    1) The emergency stabilization program evaluates actual and potential post-fire impacts to human life, property, and critical cultural and natural resources.

    2) The emergency stabilization plan will specify only emergency stabilization treatments to be carried out within one year of containment of an unwanted wildfire. The Agency/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.

- BAR program
To evaluate actual and potential long-term post-fire impacts to critical cultural and natural resources and identify those areas

15-1

unlikely to recover naturally from severe wildfire damage. To develop and implement cost-effective plans to emulate historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans, or if that is infeasible, then to restore or establish a healthy, stable ecosystem in which native species are well represented. To repair or replace minor facilities damaged by wildland fire.

1) The BAR program evaluates actual and potential long-term post-fire impacts to critical cultural and natural resources and to identify those areas unlikely to recover naturally from severe wildfire damage; and repair or replace wildfire damage to minor facilities.

2) The BAR plan will specify non-emergency treatments which meet approved land management plans to be carried out within three years of containment of an unwanted wildfire. The Agency/Tribes will develop and implement cost-effective BAR plans to emulate historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans or if that is infeasible, then to restore or establish a healthy, stable ecosystem in which native species are well represented.

The emergency stabilization and BAR policy implementation and guidance are found in the *Interagency Burned Area Emergency Response Guidebook* and *DOI Interagency Burned Area Rehabilitation Guidebook*, respectively. These guidebooks contain policy implementation, program standards, program administration, plan development, and plan implementation.

b. Protection priorities are human life and safety and 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 emergency stabilization and BAR plans and actions must reflect these priorities.

c. The Agency Superintendent or Agency Administrator is responsible to direct and coordinate all management operations including developing and implementing emergency stabilization and BAR treatments/activities.

d. Emergency stabilization planning activities will abide by guidance

found in the *Interagency Incident Business Management Handbook* and National Wildfire Coordinating Group (NWCG) memorandums.

e. Documentation
- 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.*

2. Emergency Stabilization and BAR Plans

a. A plan is required for all burned areas needing emergency stabilization and/or BAR treatments/activities.

b. Emergency stabilization and BAR plans will be consistent with approved land management plans.

c. There will be separate plans for emergency stabilization and BAR.

d. 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, and a procedure for collecting, archiving, and disseminating results.
- Clear delineation of funding and responsibilities for implementation, operation, maintenance, monitoring, and evaluation throughout the entire life of the project, and criteria for determining failure of a treatment or activity.

3. Approvals

a. The Agency Superintendent may approve plans up to $250,000.

b. The Regional Director may approve plans up to $500,000.

c. Plans obligating more than $500,000 will be approved by the Bureau of Indian Affairs (BIA) Director, Branch of Fire Management, National Interagency Fire Center (NIFC).

National and Southwest BAER Coordinators will review all plans for technical compliance with emergency stabilization and BAR policy.

4. Funding

All emergency stabilization and BAR funding request must come from the Agency Superintendent to the Regional Director.

Emergency Stabilization

a. Funding for emergency stabilization treatment/activities is provided under emergency fire management funding authorities. BAR treatment/activities is provided under wildland fire management funding authorities.

b. 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 emergency stabilization activities.

c. All non-fire funded and hazard fuels personnel may charge their base 8 hours to emergency stabilization accounts when performing those work activities.

d. Fire and non-fire funded personnel overtime hours will be charged to the emergency stabilization account.

e. Administratively Determined (AD) personnel can be used on emergency stabilization projects.

Burned Area Rehabilitation

a. 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.

b. AD personnel cannot be used on BAR projects.

c. Emergency Equipment Rental Agreements cannot be used on BAR projects because BAR activities are not an emergency activity.

d. For further information on overtime, hazard pay, and other personnel funding issues see *Interagency Incident Business Management Handbook*.

5. Time Frames

a. The initial emergency stabilization plan must be submitted within seven calendar days after total containment of the wildfire. If additional time is needed, extensions may be negotiated with those having approval authority and a written justification will be submitted addressing the key issues of the emergency.

b. 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 by 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 years from the date of the containment of the wildfire.

B. BAER Coordinators

1. National BAER Coordinator

Each lead federal firefighting agency has designated a National BAER Program Coordinator. They function under the direction of the Office of Wildland Fire Coordination (OWFC) and work as an interagency group. The National BAER coordinators conduct business as defined in the National Burned Area Emergency Stabilization and Rehabilitation Coordinators Charter.

a. The BAER interagency group coordinates the following:
   - Program issues.
   - Implementation.
   - Training.
   - Oversight.
   - Sharing of information.
   - Evaluation.
   - Support, manage, and conduct overall performance review and

15-5

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.
- Develop a mechanism for achieving and broadly disseminating the results of monitoring treatment effectiveness.

2. Southwest BAER Coordinator

The Southwest BAER Coordinator serves the Southwest, Western, and Navajo Regions. The Southwest Coordinator has the same responsibilities as the National BAER coordinator for program guidance and oversight for these three Regions. The coordinator will review all emergency stabilization and BAR plans, amendments, and reports before the Regions submit documents to the BIA-NIFC office.

3. Regional Coordinators

a. Provide oversight and direction for the Regional BAER programs and are responsible for the following:

- Responding to requests for emergency stabilization and BAR teams in a timely fashion.

- Assisting Agencies/Tribes in resolving emergency stabilization and BAR issues and the implementation of on-going projects.

- Coordinating all emergency stabilization and BAR projects as follows:

    1) Participates in the selection of contractors as necessary.
    2) Insures the contract specifications are carried out.
    3) Insures monitoring is appropriately done as per emergency stabilization and rehabilitation plan.
    4) Insures all safety requirements are met.

- Provide for training of BAER team members.
- Assist the BIA national BAER coordinator in setting priorities.
- Advise the Agency Superintendents, Tribes and others of the status of on-going projects.
- Prepare and submit amendments to existing emergency

stabilization and BAR plans through proper channels.
- Attend the closeout meeting between Regional/National BAER teams and the host unit.

b. 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 National Environmental Protection Act (NEPA) compliance.

- Assure emergency stabilization and BAR treatments are ecologically sound and are supported by approved land management and/or fire management plans.

- Ensure preparation of emergency stabilization and BAR plans meet policy time frames.

c. Assist and provide oversight to project (implementation) team leaders as follows:

- Ensure projects are administered and managed effectively and completely.

- Ensure that emergency stabilization and BAR treatment effectiveness is monitored, evaluated, and documents, with recommendations given.

- Train BAER Implementation Leaders and contractors as to organizational and policy procedures.

d. 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 Federal Finance System (FFS).

- Insures all emergency stabilization 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 Fire Management.

- Regions will submit the status report on uncompleted projects by September 15 of each fiscal year, to the Director, Branch of Fire Management.

4. Implementation Leader

On complex, long term, BAR treatments on a large wildfire, the emergency stabilization plan may recommend an Implementation Leader to implement the plan. This position should be dedicated to this project unless an Agency/Tribe experiences more than one fire and needs assistance to track projects for multipliable fires and submits a written justification. For the moderate to low complexity emergency stabilization and rehabilitation treatments on moderate to small fires, the Agency or Tribe should identify an implementation leader to implement the plan(s).

    a.   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.
- Project Safety.

C. Emergency Stabilization/Burned Area Rehabilitation Process

1. Process

    a. In order to initiate an emergency stabilization and/or BAR project, the following process is recommended:

- Perform a BAER Complexity Analysis of the wildfire:

    1) Produce a burned area reflection classification (BARC) map.
    2) Determine acreage.
    3) Assess threats to humans, developments, and resources.
    4) Assess effects to vegetation types and resources values.
    5) Determine landowners and jurisdictions.

    b. Determine the size and complexity of the emergency stabilization/BAR planning team.
    c. Write a brief operations plan for the emergency stabilization/BAR planning team.
    d. Write an emergency stabilization and/or BAR plan.
    e. Select an Implementation Leader (either Agency or Tribal personnel or funded through plan).
    f. Implement emergency stabilization and BAR plan treatment specifications.
    g. Monitor and assess the emergency stabilization and BAR treatments/activities specifications implemented.
    h. Submit monitoring, interim, and final accomplishment reports.
    i. For a detailed reference in preparing plans and accomplishment reports, consult the *Interagency Burned Area Response Guidebook* and *DOI Interagency Burned Area Rehabilitation Guide*.

D. BAER Teams

1. National Teams

The Department of the Interior 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 Standard Operating Procedures (SOP) for team operations. The

national teams will 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.

2. 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 make up 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.

E. Training

National BAER Coordinators will develop and sponsor interagency training courses for resource advisors, BAER team leaders and members, and implementation leaders.

F. Process for Requesting Funds

1. Project Funding Process

a. The Regions/Agencies will use the BIA Emergency Stabilization and Rehabilitation Request form to request emergency stabilization and BAR funding. Rgions/Agencies will send this form to the BIA-National Interagency Fire Center (NIFC) office to establish new emergency stabilization and BAR projects and increase existing projects via a project amendment. This form should be completed immediately for emergency stabilization treatments that need to be implemented before an emergency stabilization plan is approved. This funding will be incorporated into the emergency stabilization plan and the approving level will be the value of the project at the time of submittal. All request for funding, should have a breakout of the emergency stabilization and rehabilitation funds on the funding request form.

b. The emergency stabilization funds identified for a project will be one year from containment of the wildfire except that emergency stabilization funding may be used to repair or replace emergency stabilization structures or treatments for up to three years following

containment of a wildfire were failure to do so would imperial watershed functionality or result in serious loss of downstream values and for monitoring. However, emergency stabilization funding cannot be used to continue seeding, plantings, and invasive plant treatments beyond one year.

c.   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. There is no Secretarial borrowing authority when funds are exhausted.

d.   BAR funds can only be provided three years from containment of the wildfire. Plans that request multi-year funding may not be funded each year. Funds will be given out on a yearly breakout as specified in the BAR plan and approved by the national BAER coordinators.

e.   The national DOI BAER coordinators will prioritize BAR treatments/activities to be funded based on the data in the National ire Plan Operating and Reporting Systems (NFPORS). Therefore, all BAR plans must be entered into NFPORS to be eligible for funding. The national DOI BAER Coordinators will meet soon after a budget is appropriated at the beginning of a fiscal year to award funding for BAR treatments/activities. 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 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 has expired.

f.   Out year emergency stabilization funds are not made available without formal requests and approved accomplishment reports. The rehabilitation funds identified for a project will be three years from containment of the wildfire. Funds that cover three years will not be given out during the first year. Funds will be distributed on a yearly breakout as specified in the rehabilitation plan and approved by the national DOI BAER coordinators.

g.   Implementation Phase

The Agency Superintendent is responsible implementing the emergency stabilization/or rehabilitation project(s). The implementation phase for emergency stabilization activities may begin before the BAER plan is complete for those pre-approved activities identified in the *Interagency Burned Area Emergency*

15-11

Response Guidebook and *DOI Interagency Burn Area Rehabilitation Guidebook*. If this occurs, these pre-approved activities must be identified in the emergency stabilization/BAR plans. After a plan is approved, 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. The implementation phase for BAR treatments/activities may begin after the BAR plan is approved.

h. <u>Program Account Structure</u>

The funding program code for the emergency stabilization program is fund 92500 with a sub-activity 92320. The funding program code for the BAR program is fund 92610 with a sub-activity 92B2000. When the BIA-NIFC office receives a project request for funding from the Regions, the National BAER coordinator will request the BIA-NIFC Budget Officer to establish an emergency stabilization/ BAR accounts with a FireCode for emergency stabilization and BAR projects. After BAR treatments/activities are approved by the national DOI BAER coordinators. Once approved, 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.

G. Monitoring and Evaluation

1. Responsibility

Regions, Agencies, and Tribes will monitor BAER 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.

2. Report Requirements

a. 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 emergency stabilization 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 on a periodic basis.

b. 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.

c. Emergency stabilization and rehabilitation 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 emergency stabilization and BAR projects to the BIA-NIFC office by September 15th of each year.

d. 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 emergency stabilization and BAR treatments. All final emergency stabilization and BAR reports will be posted on the national BAER web site: http://fire.r9.fws.gov/ifcc/esr/home.htm

H. Early Warning Flood/Evacuation System

Federal agencies should address flooding risks on Federal and Tribal Trust lands. Known flooding risks to non-Federal lands should be coordinated with appropriate local emergency management agency.

Coordination between federal, state and local agencies is essential. Early warning systems rain gauges, or satellite driven systems are often necessary to monitor rainfall amounts and intensity in moderate to high intensity burns in immediate proximity to values to be protected (highways, structures, etc).

The local emergency action agency is responsible for public evacuation planning, public notification, and evacuation on non-federal lands.

I. Information Sharing

1. Responsibility

a. The national BAER coordinators are responsible for sharing and

15-13

disseminating information. This is accomplished through a national BAER web site at: http://fire.r9.fws.gov/ifcc/esr/home.htm. The website is maintained by the national BAER coordinators.

b. This web site may include, but is not limited to:

- Emergency Stabilization and BAR Plans.
- Emergency Stabilization and BAR Final Accomplishment Reports.
- List of national BAER Coordinators.
- *Interagency Burned Area Emergency Response Guidebook.*
- *DOI Interagency Burned Area Rehabilitation Guidebook.*
- 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.
- Links.

Chapter - 16
Ready Reserve Program

A. Policy

The Readiness Reserve (RR) program has replaced the Rural Fire Assistance program. The emphasis of the RR program is to train rural cooperators in basic and advanced wildland firefighting courses. The purpose is to enhance wildland fire cooperators capabilities in initial and extended attack activities. The RR program is not a grant program.

B. Criteria For Rural Fire Departments To Participate

For rural fire departments (RFDs) to participate in the RR program, they must meet the following criteria:

1. The RFD must be a party to an agreement with the state forester (or equivalent) or Tribe or a cooperative agreement with a Department of the Interior (DOI) wildland fire bureau.

2. The RFD must have a Data Universal Numbering System (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.

3. The RFD serves a community with a population of 10,000 or less, and is in the vicinity of or within the wildland urban interface.

4. The RFD must be in close proximity to DOI land and communities within the wildland urban interface.

5. A local DOI bureau must be dependent on a RFD for response to wildfire incidents.

C. Implementation

The program will be administered by the DOI bureaus with each bureau responsible for implementation of the RR program within geographic areas. The program will be implemented through established state fire training academies.

The state fire academies will sponsor National Wildfire Coordinating Group (NWCG) wildland fire courses for basic and advanced firefighting positions to RFDs to become qualified firefighter Type 2 (FFT2), firefighter Type1 (FFT1), engine boss (STEN), and strike team leader engines (STEN). In

16-1

addition, providing funding is available, the state fire academy may provide personal protective equipment (PPE) to each RFD individual that attends training. PPE will be limited aramid pants, aramid shirts, leather gloves, hard hat, and fire shelter.

The state fire academies will select RFDs employees to attend training based on the following criteria:

1. The RFDs proximity to DOI managed land and protection role for the wildland urban interface.

2. DOI reliance on the RFD for expedient initial attack in DOI areas of responsibility. RFDs in close vicinity to DOI lands may play a major role in initial attack due to their close vicinity and have significance to the DOI bureau.

3. Evaluate the RFDs relationship in supporting initiatives, direction plans as the *10-year Comprehensive Strategy* and its *Implementation Plan*, state fire plans, community wildfire protection plans or equivalent and fire management plans

The DOI bureau representatives should work cooperatively work the state academies in the selection of RFD individuals to attend the training.

D. 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.

Chapter - 17
Public Law 93-638 Tribal Wildland Fire Management Programs

A. Introduction

The 1975 Indian Self-Determination and Education Assistance Act, *Public.Law 93-638*, gave American Indians, Indian tribes, and Alaskan Natives the authority to contract with the Federal government to operate programs serving their Tribal members and other eligible persons. The law and related amendments provide an opportunity for the Tribes and Alaskan Natives to contract services, functions or activities administered by Department of the Interior that are not considered to be inherently federal activities. The Bureau of Indian Affairs (the Bureau) has developed guidelines to be used when negotiating annual funding agreements with Awarding Officials and/or the Office of Self-Governance when developing P.L. 93-638 Self-Determination Contracts with Tribes and Alaskan Natives who have or wish to contract the Wildland Fire Management (WFM) programs.

B. Fire Management Administration

Information in these guidelines is intended for use when negotiating annual funding agreements with Tribes and Alaskan Natives.

1. Guiding Principles

    a.   Tribal and Alaskan Native WFM programs will be held to standards no more stringent than Bureau fire management programs. Both Bureau and Tribal Programs will strive to achieve excellence.

    b.   Tribal and Bureau WFM programs will receive equal consideration for available funding and resources.

    c.   The Bureau is committed to working with Tribes and Alaskan Natives to ensure the success not only for their WFM programs, but all WFM programs.

    d.   Tribes and Alaskan Natives desiring to contract National, Regional or multi-Tribe Agency fire program functions or services provided by Bureau employees to benefit more than one Tribe must have a plan to provide comparable functionality or services and the agreement of other affected Tribes.

2. Inherently Federal Activities

a. Hiring, firing and paying Federal employees including emergency firefighters (EFF), Administrative Pay Team (APT), or Administrative Disbursing Officer (ADO) functions or actions [This need to be reviewed as currently the Bureau contracts this function to the Conferated Tribes of Colville and Yakima. Suggest that Gail Schultz be contacted for authority to contract which should be sited in the document]. However, Tribes may designate a Tribal Official to sign as Time Officer on the EFF Time sheet (OF-288) when such Tribal Officials are designated in a Memorandum of Agreement or Understanding or Contract Scope of Work Statements between the Tribe and the Bureau, when the OF-288s are to be paid by an APT [This section needs to be rewritten by Bobbe or Bodie. The Bureau no longer has APT, can the Casual Payment Center just be inserted, I think not. It needs a good review.].

b. Approval, consolidation and submission of budget requests.

c. Obligating Federal government funds[Obligating Defintion should be added here. Obligation does not mean physically in the Financial sytem. This can be verbal].

d. Approval of Resource Management or Land Use Plans, Fire Management Plans (FMPs), Fire Management Program Analysis (FMPA) documents, NEPA documents, Wildland Fire Situation Analyses (WFSA) documents, Burned Area Emergency Stabilization (BAER)/Rehabilitation Plans. To fulfill its Trust responsibility in resource protection, The Bureau must approve the documents in the preceding sentence. Even though Tribal approval of the foregoing documents cannot be in lieu of Bureau approval, it is strongly recommended that 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.

e. Delegation of Authority (DOA) to Incident Management and BAER/Rehabilitation Teams operating on reservations. It is required that the Bureau approve a DOA to such teams and is strongly recommended that DOA documents also be approved by the Tribe.

3. Wildland Fire Mangement Appropriation

a. Preparedness Sub-Activity

1) Readiness sub-activity (92120 program code) - includes all activities related to being prepared to suppress fires (e.g. work force staffing costs, training, equipment and supplies, etc.)

- Use of the FMPA system is required to develop budget requests for preparedness or readiness funds. This system uniformly and objectively identifies the Normal Year Readiness and Performance Capability base funding for locations with fire programs. Hot Shot or Type I Crew Programs will be included in the Normal Year Readiness and Performance Capability base funding for Tribes whose crews are fully qualified and are functioning according to the interagency Type I Crew standards. Indirect costs will be paid on such Type I Crew Programs. The analysis will take Tribal fire management objectives into consideration.

- Congress appropriates the preparedness or readiness budget based on the Normal Year Readiness and Performance Capability or a percentage of the Normal Year Readiness and Performance Capability.

- Tribal fire programs will be budgeted at the percentage of the Normal Year Readiness and Performance Capability appropriated for a given fiscal year.

- Tribes are eligible for available Tribal shares.

- Tribes are eligible for indirect costs from the wildland fire appropriation.

- The Normal Year Readiness and Performance Capability funding, tribal shares, and indirect costs may be included in Self-Governance Annual Funding Agreements (AFA) and transferred to Self-Governance Tribes by the Office of Self Governance (OSG). In cases where Tribes have negotiated for Regional Directors to distribute funds directly to a self-governance compact, AFA funds may be transferred to Tribes by the Regional Office.

2) Non-recurring ("Non-Normal Year Readiness and Performance Capability") preparedness funding (e.g. subsidiary project funding) will be applied for annually and distributed to Tribes

through BIA Regional Offices via cooperative agreements or contracts. These are project-based one-time transfers of funds. Indirect costs on non-recurring or "Non-Normal Year Readiness and Performance Capability" preparedness funds are not authorized, however reasonable administrative and over head costs incurred by Tribes in such projects may be authorized. Tribal and BIA programs will be given equal consideration for non-recurring preparedness funding.

b. Construction and Deferred Maintenance Sub-Activity

1) Construction and Deferred Maintenance sub-activity (92400 program Code) for all projects for construction of fire facilities valued at greater than $10,000 must be included in the 5-year DOI Facilities Construction Plan and identified as part of the Wildland Fire Annual Budget Appropriation. Funding is obtained by Tribes through BIA Regional offices via cooperative agreements or contracts or through agreements with other Federal agencies to reimburse Tribes for facilities construction costs on a project-by-project basis. Indirect costs for facilities construction projects are not authorized.

c. Emergency Suppression Sub-Activity

1) Suppression (92310 program code) – includes all wildfire suppression activities.

- Funding is obtained by Tribes through agreements established by BIA Regional offices or other Federal agencies to reimburse Tribes for fire costs on a fire-by-fire basis. Indirect costs for fire suppression are not authorized

- Tribes and BIA 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 basis. If a Tribe should retrocede or the BIA re-assumes suppression responsibilities the account will be reimbursed to BIA.

2) Emergency Stabilization (92320 program code) – includes all post fire burned area stabilization activities covered by approved emergency stabilization plans.

- Funding is obtained by Tribes through agreements established by BIA Regional offices or other Federal agencies to reimburse Tribes for wildfire costs on a

project by project basis. Indirect costs for emergency stabilization projects are not authorized, however reasonable administrative and overhead costs incurred by Tribes in such projects may be authorized within stabilization plans

3) Severity (92350 program code) - 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 BIA Regional offices or other Federal agencies to reimburse Tribes for severity costs incurred under an approved fire severity cost request. Indirect costs for severity funds are not authorized.

d. Hazardous Fuels Reduction, Non-WUI Sub-activity

1) Hazardous Fuels Reduction, Non – WUI (92630 program code) – 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 Tribes through agreements established by BIA Regional offices or other Federal agencies to reimburse Tribes for wildfire costs on a project by project basis. Indirect costs for hazard fuel reduction, fire use projects and authorized fuels personnel costs are authorized and will be provided to Tribes through agreements established by Regional BIA offices or other federal agencies. Indirect costs funded from this sub-activity will be paid.

- 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.

17-5

- Funding is obtained by Tribes through agreements established by BIA Regional offices or other Federal agencies to reimburse Tribes for costs on a project-by-project basis. Indirect costs for hazard fuel reduction, fire use projects are authorized and will be provided to Tribes through agreements established by Regional BIA offices or other Federal agencies. Indirect costs for projects funded from this sub-activity will be paid.

e. Hazardous Fuels Reduction, Wildland Urban Interface Sub-activity

Hazarous Fuels Reduction, WUI (92370 program code) – 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.

- Funding is obtained by Tribes through agreements established by BIA Regional offices or other Federal agencies to reimburse tribes for costs on a project-by-project basis. Indirect costs for hazard fuel reduction, wildland urban interface projects and authorized fuels personnel staffing are authorized and will be provided to Tribes through agreements established by Regional BIA offices or other Federal agencies. Indirect costs for projects funded from this sub-activity will be paid.

f. Rural Fire Assistance Sub-Activity

Rural Fire Assistance (92R00 program code) - authority and funding assisting Rural Fire Departments (RFD) that have cooperative agreements with the BIA to provide wildfire suppression services on Trust Indian lands. Funding is for wildland fire fighting training, equipment, and supplies that increase the safety and effectiveness of RFD operations in the wildland.

- Funding may be applied for and, if a Tribe's RFD Assistance proposal is approved by BIA, will be distributed to Tribes through BIA Regional Offices via cooperative agreements or contracts. These are project-based one-time transfers of funds. Indirect costs for Rural Fire Assistance funding are not authorized.

g. Burned Area Rehabilitation Sub-activity

Burned Area Rehabilitation (92610 program code) – includes all post-fire burned area rehabilitation activities covered by approved rehabilitation plans.

● Funding is obtained by Tribes through agreements established by BIA Regional offices or other Federal agencies to reimburse Tribes for fire costs on a project-by-project basis. Indirect costs for rehabilitation projects are not authorized, however reasonable administrative and overhead costs incurred by Tribes in such projects may be authorized within stabilization/ rehabilitation plans.

4. Program Operational Standards

Unless waivers to the following standards are explicitly approved pursuant to self-governance in Annual Funding Agreements or in Self Determination Contracts, the following standards will apply to Tribal Fire Management Programs. In the case of Self-Governance Compacts, alternative standards may be approved by Regional Directors and, in the case of Self-Determination Contracts, alternative standards may be approved by Self-Determination Contracting Officers.

a. 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. Tribal Fire Management Officers are responsible for certifying 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) if they 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 Tribal fire fighters at personal risk.

b. 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 activity and fire reports are an essential element in accounting for the obligation of Federal funds.

c. Placing resource orders for: Incident Management Teams to manage extended, large fire operations, APTs to pay firefighters or vendors used on incidents, or for BAER/Rehabilitation Teams requires the involvement of BIA.

- All three actions require that BIA 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 BIA Trust responsibility on Indian land.

d. The *Interagency Incident Business Management Handbook* will be used as a guide for wildland fire management operations financial business.

- Fire suppression operations require the obligation of large amounts of Federal funds and the *Interagency 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.

e. Approved FMPs 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 or Forest Management Plan.

- Prescribed fire operations have potential for large liability and are critical to the BIA Trust responsibility on Indian land so quality program and project level implementation planning for its use is required.

5. Contract Support Funding [A.K.A. Indirect Cost Rates]

The BIA NIFC Budget Officer will work in coordination with the Department's National Business Center, Indirect Cost Section to get the most current applicable contract support rates for those tribes and Alaskan Native Consortiums who contract the program under *Public Law 93-638*. Once the annual WFM Appropriation Law is passed, the Budget Officer will process Contract Support Funding to the Office of Self Governance and to Regional Awarding Officials for their respective

Tribes and Alaskan Native Consortiums for Wildland Fire Preparednes, Wildland Fire Prevention, Interagency Hotshot Crews, Hazardous Fuels Reductions, Non-WUI and WUI programs.

6. Minimum Funding Agreement Provisions

The minimum topics that are recommended to be included in P.L. 93-638 self-determination contracts are as follows:

a.   Amount of Base Program Funding (Normal Year Readiness and Performance Capability).

b.   Estimated amount of Indirect Cost Funding with language subjecting the final amount to the process identified in the foregoing Indirect Cost Rates section.

c.   When applicable, the identity of fire program components or functions to be retained by BIA.

d.   When applicable, the identity of fire program tasks or functions to be performed by the Tribe.

e.   When applicable, the identity of any fire program operational standards waived by the tribe and the identity of the alternative standard to be used.

LIST OF APPENDICES

Wildland Fire and Aviation Program Management and Operations Guide 2008
"Additions, Revisions, Comments"

Page No.	Comments

Comments By: _____   Date: _____

Phone No:_____   Agency/Tribe: _____

Fax to Asst. Director, Fire Operations BIA-NIFC: (208) 387-5581

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NOTES

NOTES

Look Up, Down and Around

Fire Environment Factors	Indicators

<u>Fuel Characteristics</u>
(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

<u>Fuel Moisture</u> (feel and measure)	• "Low RH (<25%)" • Low 10 hr FMC (<6%) • Drought conditions • Seasonal stage of drying
<u>Fuel Temperature</u> (feel and measure)	• "High temperatures (>85F)" • High % of fuels w/direct sunlight • Aspect fuel temperature increasing
<u>Terrain</u> (scout)	• "Steep slopes (>50%)" • Chutes and chimneys • Box canyons • Saddles • Narrow canyons
<u>Wind</u> (observe)	• "Surface winds > 10 mph" • "Shifting winds" • Lenticular clouds • High, fast moving clouds • Approaching cold front • Cumulonimbus cloud development • Sudden calm
<u>Stability</u> (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
<u>Fire Behavior</u> (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

1. Keep informed on fire weather conditions and forecasts.
2. Know what your fire is doing at all times.
3. Base all actions on current and expected behavior of the fire.
4. Identify escape routes and safety zones, and make them know.
5. Post lookouts when there is possible danger.
6. Be alert. Keep calm. Think clearly. Act decisively.
7. Maintain prompt communications with your forces, your supervisor and adjoining forces.
8. Give clear instructions and be sure they are understood.
9. Maintain control of your forces at all times.
10. Fight fire aggressively, having provided for safety first.

Watch Out Situations

1. Fire not scouted and sized up.
2. In country not seen in daylight.
3. Safety zones and escape routes not identified.
4. Unfamiliar with weather & local factors influencing fire behavior.
5. Uninformed on strategy, tactics, and hazards.
6. Instructions and assignments not clear.
7. No communication link with crew members or supervisor.
8. Constructing line without a safe anchor point.
9. Building fireline downhill with fire below.
10. Attempting frontal assault on fire.
11. Unburned fuel between you and fire.
12. Cannot see main fire; not in contact with someone who can.
13. On a hillside where rolling material can ignite fuel below.
14. Weather becoming hotter and drier.
15. Wind increases and/or changes direction.
16. Getting frequent spot fires across line.
17. Terrain and fuels make escape to safety zones difficult.
18. Taking a nap near fireline.