

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:

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- (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.

2. Hazard Pay

- a. General Schedule Employees (GS) - 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. Wage Grade Employees (WG) – 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. (IIBM, 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. For emergencies, travel authorizations must be completed within five days of starting travel.
- 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

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- 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

- (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.

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- 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 timesheet.
 - 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.