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.

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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

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

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.

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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

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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).

- 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

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

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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

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.

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 **<u>will not</u>** 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.

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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

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 Hours/day 3) Labor estimates are based on labor charts 4) All overtime calculated at uncapped rates

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

	MI&E Local Rate	Estimated Transportation Cost (Airline Ticket)
Per Diem and Travel	$0.00	$0.00

Ordered Personnel

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