

Chapter 20 Administration

A. Introduction

All federal agencies have adopted the *National Wildfire Coordinating Group (NWCG) Interagency Incident Business Management Handbook (IIBMH)* as the official guide to provide execution of each agency's incident business management program. Unit offices, geographic areas, or NWCG may issue supplements, as long as policy or conceptual data is not changed.

B. Policy

Since the consistent application of interagency policies and guidelines is essential, procedures in the *IIBMH* will be followed. Agency manuals provide a bridge between manual sections and the *IIBMH* so that continuity of agency manual systems is maintained and all additions, changes, and supplements are filed in a uniform manner.

1. *BLM* – The *IIBMH* replaces *BLM Manual Section 1111*.
2. *FWS* – Refer to *Service Manual 095 FW 3 Wildland Fire Management and Fire Management Handbook for specific agency direction*.
3. *NPS* – Refer to *RM-18 for specific agency direction*.
4. *USFS* – Refer to *FSH 5109.34 for specific agency direction*. *Regions/Geographic Areas may issue supplements*.

C. Use of Pay Plan for Hazardous Fuel Reduction

Refer to the DOI Pay Plan for Emergency Workers for information regarding the use of emergency workers for hazardous fuel reduction projects on Departmental lands. Refer to the Forest Service Pay Plan for Emergency Workers for information regarding the use of emergency workers for hazardous fuel reduction projects on Forest Service Lands.

D. Cache Management

The DOI-BLM manages two National Interagency Support Caches (NISC), and USDA-Forest Service manages nine national caches. Agencies often serve as interagency partners in local area support caches, and operate single agency initial attack caches. All caches will maintain established stocking levels, receive and process orders from

participating agencies, and follow ordering and fire replenishment procedures as outline by the national and geographic area cache management plans and mobilization guides.

1. *USFS – Refer to FSM 5160 for specific requirements.*

2. **National Interagency Support Caches**

The eleven national caches are part of the National Fire Equipment System (NFES). Each of these caches provides incident support in the form of equipment and supplies to units within their respective geographic areas. The NFES cache system may support other emergency, disaster, fire-related or land management activities, provided that such support is permitted by agency policies and does not adversely affect the primary mission. These national caches do not provide supplies and equipment to restock local caches for non-incident requests. Non-emergency (routine) orders should be directed to the source of supply, e.g., GSA or private vendors. The Great Basin cache at NIFC provides publications management support to the National Wildfire Coordinating Group (NWCG). Reference the NWCG, *National Fire Equipment System Catalog (NFES 0362)* for more detailed information.

Forest Service National Symbols Program distribution is through the Northeast Area National Interagency Support Cache. This material is coordinated by the USDA Forest Service, under advisement of the National Association of State Foresters' (NASF) Cooperative Forest Fire Prevention Committee (CFFP), and the DOI Bureau of Land Management. Materials include Smokey Bear prevention items, and Woodsy Owl and Junior Forest Ranger environmental educational materials. It also distributes DOI Fire Education materials and provides resource kits for National Fire Prevention Teams. The website at www.symbols.gov contains the catalog of these materials and offers information having to do with these programs.

3. **Local Area Interagency Support Caches**

These caches directly support more than one agency, and generally cover more than one administrative unit. They will maintain stocking levels to meet the identified needs of the multiple agencies for whom service is provided.

4. **Initial Response Caches**

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

5. Inventory Management

- a. **System Implementation** – Each fire cache, regardless of size, should initiate and maintain a cache inventory management system. Agency management systems provide a check out/return concept that incorporates a debit/crediting for all items leaving the cache. This system is strictly followed in the NISCs. Inventory management processes should be implemented for all local interagency support and initial action caches.
- b. **Reporting Requirements** – By April 1st of each year, all local interagency support and initial action caches will submit to their servicing NISC, available quantities of the items referenced in the appendix on page 20-14.
- c. All items reported will conform to refurbishment standards set forth in *NFES 2249, Fire Equipment Storage and Refurbishment Standards*. Those items not identified in NFES 2249 will not be refurbished.

6. Accountability

Fire loss/use rate is defined as all property and supplies lost, damaged or consumed on an incident. It is reported as a percentage that is calculated in dollars of items issued compared to items returned. The reasonable anticipated fire loss/use rate for all items issued to an incident is 15 percent of trackable and durable items. Consumable items are not included in this total. All items stocked in agency fire caches will be categorized for return (loss tolerance/use rate) and accountability purposes.

- a. **Trackable Items** – include items that a cache may track due to dollar value, sensitive property classification, limited quantities available, or other criteria set by each geographic area cache. Items that are considered trackable are usually engraved or tagged with a cache identification number. These items must be returned to the issuing fire cache at the end of the incident use, or documentation must be provided by the issuing cache in the form of a Property Loss/damage Report (OF-289). All trackable items are also considered durable. 100 percent accountability is expected on trackable items.
- b. **Durable Items** – include cache items considered to have a useful life expectancy greater than one incident. High percentages of return for these items are expected. These items are not specifically cache identified/tagged/engraved. Acceptable loss tolerance/use rates for the following durable goods have been established:
 - 1) 10% for water handling accessories, helicopter accessories, tents, and camp items such as heaters, lights, lanterns, tables, and chairs.

- 2) 20% for hose, tools, backpack pumps, sleeping bags, pads, and cots.
- 3) 30% for personal protective equipment.
- c. **Consumable Items** – include items normally expected to be consumed during incident use. Consumable items returned in unused condition are credited to the incident. Examples of consumable items are: batteries, plastic canteens, cubitainers, forms, MREs, fuses, hot food containers, petroleum products, and medical supplies.
- d. **Incident to Incident Transfer of Supplies and Equipment** – transfer of supplies and equipment between incidents is not encouraged, due to the increased possibility of accountability errors. However, in special instance, when it is determined to be economically feasible, the following must be accomplished by the Supply Unit Leader from the incident that is releasing the items:

Documentation will be completed on the *Interagency Incident Waybill (NFES #1472)*, and must include the following:

 - 1) NFES Number
 - 2) Quantity
 - 3) Unit of Issue
 - 4) Description
 - 5) Property number, if item is trackable
 - 6) Receiving incident name, incident number and resource request number
 - 7) The Supply Unit Leader will send the waybill transfer information to the servicing geographic area cache to maintain proper accountability recording
- e. **Fire Loss Tolerance Reporting for Type 1 and 2 Incidents.** In order to help managers keep incident-related equipment and supply loss to a minimum, IMTs are required to maintain accountability and tracking of these items. Guidelines and procedures to assist with this accountability are provided in Chapter 30 of the *IIBMH*. To further facilitate these procedures and provide oversight, a fire loss report has been developed that provides detailed information regarding used and trackable item use. This report has been accepted by NWCG for all wildland fire agencies and will be compiled for all Type 1 and Type 2 incidents. Investigations may be conducted in those cases where loss/use tolerances rates may have been exceeded.
- f. These reports are compiled by the geographic area NFES cache servicing the particular incident. Reports will then be forwarded to the responsible local office, with a copy to the state/regional FMO, within 60 days of the close of the incident to meet these time limits. Several steps must be followed to facilitate complete data resulting in accurate reports:

- 1) At the close of each incident, all property must be returned to the servicing NFES cache. If accountable property has been destroyed or lost, appropriate documentation must be provided to the cache for replacement and updating property records.
 - 2) All property purchased with emergency fire funds for an incident must be returned to the NFES cache system.
 - 3) All unused consumable and/or durable NFES items must be returned to the servicing NFES cache within 30 days of control of the incident.
 - 4) Agency administrators/fire management officers must review the fire loss report and recommend appropriate follow-up action if losses are excessive. Those actions and recommendations should be documented and filed in the final incident records.
- g. **Incident Supply and Equipment Return Procedures** – Supplies and equipment ordered with suppression funds will be returned to the ordering unit at the end of the incident and dispersed in one of three ways:
- 1) Items meeting NFES standards will be returned to the local or geographic area cache for reuse within the fire supply system.
 - 2) Items not meeting the prescribed NFES standards will either be purchased with project funds by the local unit if the items are needed for program use.
 - 3) Items will be delivered to the unit's excess property program for disposal.
- h. **Cache Returns and Restock Procedures** – All returns for credit and restock of caches to specific incident charges should be made within 30 days after the close of the incident. If that timeframe cannot be met, it is required that returns and restock be made during the same calendar year as items were issued. All returns should be tagged with appropriate incident number, accompanied by an interagency waybill identifying the appropriate incident number, or accompanied by issue documents to ensure proper account credit is given. Any items returned after the calendar year of issue will be returned to multiple-fire charges, unless specific incident charge documentation (issues) can be provided with the return.

E. Mobile Fire Equipment Policy

It is agency policy to maintain each piece of mobile fire equipment at a high level of performance and in a condition consistent with the work it has been designed to perform. This shall be accomplished through application of a uniform preventive maintenance program, timely repair of

components broken or damaged while on assignment, and in accordance with all agency fiscal requirements. Repairs shall be made and parts replaced, as identified, to keep the equipment functional priority will be given to any item required for the equipment to be kept safe and operational.

1. **BLM** – *Mobile fire equipment is not to be altered or modified without approval of the BLM National Fire Equipment Committee.*

F. Fire Equipment Management

1. Introduction

This section contains specific guidance on activities, standards, and procedures in the management of the agencies' fire equipment.

- a. **BLM** – *The BLM's fire equipment program designs, develops, and acquires specialized equipment, cabs, chassis, utility bodies, and pump packages to meet the BLM's annual fire engine replacement and fire suppression requirements. Fire engine design is accomplished through the analysis of performance needs identified, survey of new technologies, and the development of test models and prototype units. Acquisition of these components is done through a combination of contracting, remanufacture of existing units, and in-house assembly. The BLM operates a fire vehicle program that balances state of the art technology with overall cost efficiency, to provide maximum safety for personnel while effectively meeting suppression needs. Also refer to the BLM Manual H-9216-1, Fire Equipment Supply Management.*
- b. **NPS** – *The NPS manages the Working Capital Fund (WCF) Fire Equipment Program through the Fire Management Program Center. The working capital funding for the program is administered through an interagency agreement with the BLM. The NPS's WCF fire equipment program acquires specialized equipment, cabs, chassis, utility bodies, and pump packages to meet the NPS's annual fire engine replacement and fire suppression requirements. Fire engine design is accomplished through the analysis of performance needs identified, and survey of new technologies. Acquisition of these components is done through contracting with vendors identified on GSA contracts.*

2. Standards and Specifications

BLM – *Standardization of our mobile fire equipment fleet aides in the ability to produce equipment that effectively meets the user's needs at the lowest possible cost, and with the least impact on the BLM work force.*

- a. **Fire Equipment Development**
 - 1) **BLM** – *The BLM maintains a Fire Equipment Development Unit located at NIFC. This unit is responsible for the ordering, receiving, inspection, distribution, and development of new fire equipment that will meet or exceed the minimum performance standards established by the BLM National Fire Equipment Committee.*
 - 2) **NPS** – *The Fire Equipment and Facilities Specialist, located at NIFC, is responsible for ordering, receiving, inspection, and distribution of new fire equipment.*
- b. **Equipment Development Process**
 - 1) **BLM** – *The BLM has established a fire equipment development process to ensure that any new fire equipment, engine models, or technologies meet or exceed established performance standards. All new fire engines, new equipment models, vehicle chassis, and major components will follow this development process, and are tested and evaluated under actual field conditions prior to being made available for general ordering. While it may take only a few weeks to complete the development and evaluation process for a minor component, it takes several years to develop a new chassis, fire engine model, or major component.*
- c. **Management of Standards**
 - 1) **BLM** – *BLM’s specifications and standards are maintained by the Fire Equipment Development Unit at NIFC. Equipment standards and options are managed under a “sealed pattern” concept. Major changes to equipment are made once a year during the BLM National Fire Equipment Committees fall meeting. This is done through a formal documented process.*
 - 2) **BLM** – *Minor changes to blueprints and specifications are the responsibility of the Fire Equipment Development Unit to ensure that equipment in production is not delayed. Major changes must be addressed through the BLM fire equipment development process.*
 - 3) **BLM** – *Procurement of nonstandard equipment with fire management funds, when standard equipment is available, has to have written approval by the Director, Office of Fire and Aviation. The BLM Fire Equipment Committee has the responsibility to approve and establish the minimum performance standards of all BLM/WCF mobile fire equipment.*

- d. **Classes of Standard Units**
Each agency has established classes for all GSA and agency-owned vehicles.
- e. **Equipment Deficiencies and Improvements**
 - 1) **BLM** – *The BLM fire engine fleet is in a constant state of development. Improvements to the equipment begins only after field service has identified that a specific item of equipment is not operating to its optimum performance, a deficiency has been encountered, or that an improvement to the equipment would allow it to be easier to operate and maintain.*
 - 2) **BLM** – *To help identify items found deficient or in need of improvement an Improvement/Report of Deficiency form is available on the Fire Equipment Development Unit web site at <http://web.blm.gov/internal/fire/equipdev>. This deficiency and improvement reporting method will allow for the documentation of the where, what, when, and how the deficiency or improvement was identified and status of its correction or implementation. It will also allow the BLM to monitor fire equipment over the long term and aide in identifying trends.*
- f. **Funding Accessories and Upgrades**
Any equipment added to a fire engine which is not part of the current agency standard for the vehicle class (supplemental lighting, winches, special painting, radios, etc.) are add-on items and are not funded with WCF funds. The cost of fire engine package modifications and optional equipment, which is not in the current fire engine standard, (including the replacement/modification of equipment provided with the vehicle), is the responsibility of the state/region or local office.

3. Valid/Invalid Expenditures of WCF Funds

- a. **Travel on WCF Funds**
 - 1) **BLM** – *Travel using WCF funds is allowed only for NIFC Fire Equipment Development Unit and National Business Center personnel attending pre-work conferences, serving as contracting officers, contracting officer representatives, or project inspectors on fire vehicle related contracts, and for other personnel associated with the delivery of a new fire engine or support vehicle.*
 - 2) **NPS**- *Travel using WCF funding is allowed only for Fire Management Program Center and Accounting Operation Center staff attending pre-work conferences, serving as contracting officers or project inspectors on fire equipment related contracts. The WCF program also provides travel*

funding for park fire personnel to transport new fire equipment back their respective parks. WCF funds will not be used to transport new equipment back to parks commercially except under extenuating circumstances. Retrieval of new fire vehicles should be done by park fire individuals so as to obtain a thorough briefing of the operational features of that vehicle by the manufacturers.

b. **Vehicle Repairs, Maintenance**

- 1) **BLM** – *The cost of all vehicle repairs and maintenance should where possible be charged to the benefiting activity unless this cannot be established.*
- 2) **NPS** – *The cost of WCF vehicle repairs and maintenance is the responsibility of the individual parks.*

c. **Mid-Cycle Maintenance**

- 1) **BLM** – *Mid-cycle maintenance on fire engines may be required to help ensure that the vehicles reliability, integrity, safety, and cosmetic value are up to minimum standards. It is known that some wear and tear cannot be resolved through a regular maintenance schedule; and it is necessary to perform special maintenance on the vehicle. These costs are chargeable to the WCF but, before this mid-life maintenance can be initiated, required repairs must be identified. Estimates of the maintenance and repair cost must be completed prior to having the work completed. A copy of the estimate and approval shall be forwarded to the Fire Equipment Development Unit at NIFC so it can be placed in the vehicles history file.*
- 2) **BLM** – *Mid-cycle maintenance does not include the cost of any item that should have been corrected at the time the damage occurred or repairs to equipment, which was not standard at the time of original purchase.*

d. **Fixed Ownership Rates (FORs)**

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

e. **Use Rates**

- 1) **BLM** – *Use rates are independent of the FOR rates, and are adjusted annually to reflect all WCF costs associated with the administration, delivery, maintenance, and repair of vehicles in each vehicle class. These use rates may vary significantly from year to year, particularly in those*

vehicle classes, which have low number of vehicles. (To aid in keeping these rates low where possible benefiting activities should be responsible and charged for any repairs and maintenance.)

f. **Fire Equipment Committees**

- 1) **BLM** – *BLM National Fire Equipment Committee. The committee consists of the national chairperson, state equipment committee chairpersons (or designated representatives), a national office representative, Fire Equipment Development Unit supervisor, and National Business Center (NBC) equipment management specialist. Meetings are scheduled twice a year. Agenda items and topics are solicited from the national office and states. Formal meeting minutes containing findings and equipment recommendations are distribute for review prior to adoption.*
- 2) **BLM** – *BLM State/Geographic Area Fire Equipment Committees. Each state/geographic area should maintain a fire equipment committee which provides the following:*
 - a) *Establishes, coordinates, and standardizes internal (state) fire equipment management practices.*
 - b) *Identifies equipment needs, deficiencies and develops proposals for presentation to the BLM National Equipment Committee.*
 - c) *Provides a representative to the National Equipment Committee to present the states equipment requirements, improvements, and deficiencies.*
- 3) **NPS** – *The NPS equipment committee meets twice yearly to identify equipment problems, needs, and NPS standards. This committee is comprised of engine foremen (captains), fire management officers, and representation from the Fire Use Modules. The permanent chairperson is the Fire Equipment and Facilities Specialist at the Fire Management Program Center.*

7. **Property Transfer/Replacement**

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

on that unit prior to disposal. Field offices acquiring this type of equipment continue payment of the FOR and use rates. Conversions – Offices in possession of fire engine equipment due for replacement have the option of replacing that equipment with vehicle(s) of another class. The change in NUS must be consistent with the approved FMP (conversion of two light engines to one heavy engine). State Director and Property Manager approval and sufficient contributions through the FOR or other funds to make up any difference in cost are required.

- b. *NPS – Surplus vehicles for NPS will be excessed through the BLM Working Capital Fund Program. An SF-126 form will be submitted to the NPS Fire Equipment and Facilities Specialist upon receipt of new vehicle. After review, the form will be transferred to the BLM. BLM will manage the disposal of all surplus WCF equipment. Residual value of sold excessed fire vehicles is returned back into the NPS WCF. Parks should not excess WCF fire equipment through normal GSA channels.*

8. Fitness Equipment and Facilities

- a. *NPS – BDO-57 Occupational Medical Standards, Health and Fitness defines the minimum equipment needed to meet physical fitness goals. The following guidance will be used to specifically determine FIREPRO allocations for equipment purchase:*
 - 1) *NPS - The FIREPRO funding allocation will represent the percentage of mandatory fitness participants in a park. For example, park AX may have 20 total mandatory fitness participants in its health and fitness program, five (5) of whom are wildland firefighters. FIREPRO would pay 25 percent of the cost of equipment purchase.*
 - 2) *NPS - The regional fire management officer's approval is required for any anticipated purchases requiring FIREPRO contributions in excess of \$1,200.*
 - 3) *NPS - Where all of a park's mandatory fitness participants are wildland firefighters; FIREPRO will fund up to a maximum of \$1,200 per park for equipment purchase. The regional fire management officer's approval is required for purchases in excess of that amount.*
 - 4) *NPS - DO-57 indicates that health club costs must be borne by park management for mandatory fitness participants. However, in-park exercise facility development is the preferred option. Where this is not possible, health club costs, not to exceed \$360 per year, may be paid from FIREPRO funds for each wildland firefighter mandatory program participant. Approval from*

the regional fire management officer is required for annual fees that exceed \$360.

9. Wildland Fire Uniform Standards

- a. *NPS – The Servicewide Uniform Program Guideline (DO-43) sets forth the Servicewide policies and associated legal mandates for wearing the National Park Service (NPS) uniform and for authorizing allowances to employees.*
- b. *NPS - The guideline states that superintendents administer the uniform program within their areas, and are responsible for developing and communicating local uniform and appearance standards in accordance with DO-43, determining who will wear the uniform and what uniform will be worn, and enforcing uniform and appearance standards. Three options exist for uniforms for wildland fire personnel:*
- c. *NPS - Within the context of the uniform standards, if the conventional NPS uniform is identified at the local level as required for specified fire management staff, FIREPRO program management funds may be used to support uniform purchases in accordance with allowance limits identified in DO-43.*
- d. *NPS - While Nomex outerwear (i.e., shirts, trousers, brush-coats), routinely issued as personal protective equipment, has become recognized as the uniform of the wildland firefighter as a matter of necessity, these apparel also have justifiable utility as a uniform standard at the park level for certain FIREPRO and/or ONPS base-funded wildland fire staff.*
- e. *NPS - When the conventional NPS uniform or the full Nomex outerwear is not appropriate or justified, local management with regional director approval may establish a predetermined dress code for fire staff. The goals of the NPS uniform program can appropriately be applied (with common sense) to this departure from the norm.*
- f. *NPS - Where appropriate and justified, FIREPRO funds may be applied to the purchase of 100 percent cotton tee shirts and sweatshirts, and ball caps, with appropriate logo and color scheme, to augment the Nomex outerwear worn in conjunction with project or wildland fire management incidents. Nomex outerwear will usually be returned to the park's fire cache based on the tour of duty (end of season, transfer to another park, etc.).*
- g. *NPS - The fire management officer is responsible for establishing a reasonable allotment schedule for new or returning employees, commensurate with supplies provided in previous seasons. A suggested per person issuance is three to four tee shirts, one ball cap, and one sweatshirt (where*

appropriate). \$75 would normally be adequate to cover costs of this issuance.

- h. *NPS - Just as with uniform allowance discussed in DO-43, the intent of FIREPRO-funded purchases is to defray the cost of the appropriate apparel, not necessarily to cover the cost of all items. This will not only be factored into the quantities deemed necessary for the individual, but would also preclude FIREPRO-funded purchases of fleece jackets, rain gear, and other personal items generally considered the responsibility of those employees not covered by the NPS uniform program.*

10. Fire Management Credentials

- a. *NPS – Official fire management credentials, with numbered badge, can be obtained by approved permanent or permanent less-than-full-time NPS employees. These credentials will be utilized for identification purposes only and will not be worn with the official NPS uniform or otherwise conflict with DO-43. Lost or stolen credentials, as government property, should be entered into NCIC for confiscation and return when found.*

11. Professional Liability Insurance

With the passage of Public Law 106-58, agencies are now required to pay up to 50% (no more than \$150) of the annual professional liability insurance premiums for qualified supervisors, management officials, and law enforcement officers who choose to purchase this insurance. Fire Management personnel fall within the qualified supervisors and management official's categories.

- a. *NPS – December 14, 1999 memorandum from the Associate Director, Administration to Regional Directors [P34 (2653)] transmitted the NPS policy on these reimbursements and should be referred to for qualifications and reimbursement criteria.*