Chapter 06
Administration

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.

Policy

Since 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.

- *BLM - The IIBMH replaces BLM Manual Section 1111.*
- *FWS - Refer to Service Manual 095 FW 3 Wildland Fire Management.*
- *NPS - Refer to RM-18.*
- *FS - Refer to FSH 5109.34.*

Use of Pay Plan for Hazardous Fuel Reduction

Refer to the Department of the Interior (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.

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 outlined by the national and geographic area cache management plans and mobilization guides.

- *FS - Refer to FSM 5160 for specific requirements.*

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-

1 incident requests. Non-emergency (routine) orders should be directed to the
2 source of supply, e.g., GSA or private vendors. The Great Basin Cache at NIFC
3 provides publications management support to the National Wildfire
4 Coordinating Group (NWCG). Reference the NWCG, *National Fire Equipment*
5 *System Catalog (NFES 0362)* for more detailed information.
6
7 Forest Service National Symbols Program distribution is through the Northeast
8 Area National Interagency Support Cache. This material is coordinated by the
9 USDA Forest Service, under advisement of the National Association of State
10 Foresters' (NASF) Cooperative Forest Fire Prevention Committee (CFFP), and
11 the DOI Bureau of Land Management. Materials include Smokey Bear
12 prevention items, and Junior Forest Ranger environmental educational materials.
13 Northeast Area National Interagency Support Cache also distributes DOI Fire
14 Education materials and provides resource kits for National Fire Prevention
15 Teams. The website at www.symbols.gov contains the catalog of these materials
16 and offers information having to do with these programs.
17
18 **Local Area Interagency Support Caches**
19 These caches directly support more than one agency, and generally cover more
20 than one administrative unit. They will maintain stocking levels to meet the
21 identified needs of the multiple agencies for whom service is provided.
22
23 **Initial Response Caches**
24 Numerous caches of this level are maintained by each agency. These caches
25 will establish and maintain stocking levels to meet the initial response needs of
26 the local unit(s).
27
28 **Inventory Management**
29
30 **System Implementation**
31 Each fire cache, regardless of size, should initiate and maintain a cache
32 inventory management system. Agency management systems provide a check
33 out/return concept that incorporates a debit/crediting for all items leaving the
34 cache. This system is strictly followed in the NISC's. Inventory management
35 processes should be implemented for all local interagency support and initial
36 action caches.
37
38 **Reporting Requirements**
39 By April 1st of each year, all local interagency support and initial action caches
40 will submit inventories to their servicing NISC.
41
42 All items reported will conform to refurbishment standards set forth in *NFES*
43 *2249, Fire Equipment Storage and Refurbishment Standards*. Those items not
44 identified in *NFES 2249* will not be refurbished.
45
46

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.

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 NISC. Items that are considered trackable are usually engraved or tagged with a cache identification number. These items must be returned to the issuing cache at the end of the incident use, or documentation must be provided to the issuing cache as to why it was not returned. All trackable items are also considered durable. 100 percent accountability is expected on trackable items.

Durable Items

Include cache items considered to have a useful life expectancy greater than one incident. High percentages of return for these items are expected. These items are not specifically cache identified/tagged/engraved. Acceptable loss tolerance/ use rates for the following durable goods have been established:

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

Consumable Items

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, fusees, hot food containers, petroleum products, and medical supplies.

Incident to Incident Transfer of Supplies and Equipment

Transfer of supplies and equipment between incidents is not encouraged, due to the increased possibility of accountability errors. In instances when it is determined to be economically feasible and operationally advantageous, the following must be accomplished by the Supply Unit Leader from the incident that is releasing the items.

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

- NFES Number
- Quantity

- Unit of Issue
- Description
- Property number, if item is trackable
- Receiving incident name, incident number and resource request number
- The Supply Unit Leader will send the waybill transfer information to the servicing NISC to maintain proper accountability recording.

Upon request, the servicing NISC can provide the Supply Unit Leader with and Outstanding Items Report to facilitate accurate waybill documentation.

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, incident management teams (IMT)'s 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.

These reports are complied by the NISC 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. The following steps must be followed to insure accurate reports:

- At the close of each incident, all property must be returned to the servicing NFES cache.
- If accountable property has been destroyed or lost, appropriate documentation must be provided to the cache for replacement and updating property records.
- All property purchased with emergency fire funds for an incident must be returned to the NFES cache system.
- All unused consumable and/or durable NFES items must be returned to the servicing NFES cache within 30 days of control of the incident.
- Agency administrators/fire management officers must review the fire loss report and recommend appropriate follow-up action if losses are excessive. Those actions and recommendations should be documented and filed in the final incident records.

Incident Supply and Equipment Return Procedures

Supplies and equipment ordered with suppression funds will be returned to the ordering unit at the close of the incident and dispersed in one of three ways:

- Items meeting NFES standards will be returned to the local or geographic area cache for reuse within the fire supply system.

- Items not meeting the prescribed NFES standards will either be purchased with project funds by the local unit if the items are needed for program use.
- Items will be delivered to the unit's excess property program for disposal.

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.

Incident Replacement of Government Property

Refer to the *IIBMH, Chapter 30* for procedures governing property management relating to incident activities. The agency administrator is responsible for providing agency property management guidelines and/or procedures to incident personnel.

Damage or Loss for assigned property is addressed under IIBMH Chapter 30, 35.4. Specialty or non-cache items originally provided by the home unit through the use of preparedness funds will be replaced by home unit funds if the loss is due to normal wear and tear. If the government property is damaged on the incident due to a specific event, eg., wind event damages tent, the incident may, upon receipt of required documentation and proof of damage, authorize replacement using the *Incident Replacement Requisition (OF315)*. Cache items will be replaced at the incident if available. Cache items that are not available at the incident may be authorized for restocking at the home unit via an authorized *Incident Replacement Requisition.*

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.

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

Fire Equipment Management

Introduction

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

- **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.*

- **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 venders identified on GSA contracts.*

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 workforce.*

Fire Equipment Development

- **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.*

- **NPS -** *The Fire Equipment and Facilities Specialist, located at NIFC, is responsible for ordering, receiving, inspection, and distribution of new fire equipment.*

Equipment Development Process

- **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 other major component.*

Management of Standards

- **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.*

- **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.*

- **BLM -** *Procurement of nonstandard equipment with fire management
  funds, when standard equipment is available, has to have written approval
  from 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.*

Classes of Standard Units

Each agency has established classes for all GSA and agency-owned vehicles.

Equipment Deficiencies and Improvements

- **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.*

- **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/index.htm 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.*

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.

Valid/Invalid Expenditures of WCF Funds

Travel on WCF Funds

- *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.*
- *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 through briefing of the operational features of that vehicle by the manufacturers.*

Vehicle Repairs, Maintenance

- *BLM - The costs of routine maintenance and repairs may be charged to the WCF. Repairs necessitated by fire operations must be charged to the benefiting activity.*
- *NPS - The cost of WCF vehicle repairs and maintenance is the responsibility of the individual parks.*

Mid-Cycle Maintenance

- *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*

1   *estimate and approval shall be forwarded to the Fire Equipment*
2   *Development Unit at NIFC so it can be placed in the vehicles history file.*
3   •   **BLM -** *Mid-cycle maintenance does not include the cost of any item that*
4   *should have been corrected at the time the damage occurred or repairs to*
5   *equipment, which was not standard at the time of original purchase. Mid-*
6   *cycle maintenance costs must not exceed 10% of the original acquisition*
7   *cost of the vehicle without approval from the BLM Fleet Manager in*
8   *coordination with the NIFC Fire Equipment Development Unit.*
9

Fixed Ownership Rates (FOR's)
11 These are the fees that are charged for each hour of operation for each fire
12 vehicle in service. These fees continue to accumulate over the life of a vehicle,
13 and are used to replace each vehicle at the end of its life cycle. The FOR is
14 adjusted annually by the WCF manager to reflect changes in replacement costs
15 due to inflation and/or changes in performance.
16

Use Rates
18 •   **BLM -** *Use rates are independent of the FOR rates, and are adjusted*
19   *annually to reflect all WCF costs associated with the administration,*
20   *delivery, maintenance, and repair of vehicles in each vehicle class. These*
21   *use rates may vary significantly from year to year, particularly in those*
22   *vehicle classes which have low number of vehicles. (To aid in keeping*
23   *these rates low, where possible, benefiting activities should be responsible*
24   *and charged for any non-routine repairs and maintenance.)*
25

Fire Equipment Committees
27 •   **BLM -** *BLM National Fire Equipment Committee. The committee consists*
28   *of the national chairperson, state equipment committee chairpersons (or*
29   *designated representatives), a national office representative, Fire*
30   *Equipment Development Unit supervisor, and National Business Center*
31   *(NBC) equipment management specialist. Meetings are scheduled twice a*
32   *year. Agenda items and topics aresolicited from the national office and*
33   *states. Formal meeting minutes containing findings and equipment*
34   *recommendations are distribute for review prior to adoption.*
35 •   **BLM -** *BLM State/Geographic Area Fire Equipment Committees. Each*
36   *state/geographic area should maintain a fire equipment committee which*
37   *provides the following:*
38   ➢   *Establishes, coordinates, and standardizes internal (state) fire*
39   *equipment management practices.*
40   ➢   *Identifies equipment needs, deficiencies and develops proposals for*
41   *presentation to the BLM National Equipment Committee.*
42   ➢   *Provides a representative to the National Equipment Committee to*
43   *present the states equipment requirements, improvements, and*
44   *deficiencies.*
45 •   **NPS -** *The NPS equipment committee meets twice yearly to identify*
46   *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.

Property Transfer/Replacement

- **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 BLM Fleet Manager. In these instances, the vehicle
  remains in the same class, and the FOR and use rates will continue to be
  charged to the unit acquiring the vehicle. Field Offices wishing to dispose
  of fire engine equipment prior to the normal replacement date may do so.
  In these instances, no future replacement is automatically provided and
  there is no accrued credit from the FOR collected on that unit prior to
  disposal. Field offices acquiring this type of equipment continue payment
  of the FOR and use rates.

- **BLM -** Replacements - Vehicles are replaced when they have met
  utilization replacement standards determined by hours or miles of use for
  each WCF vehicles class. If a vehicle must be replaced before it has met
  the replacement standard, the benefiting activity must fund the difference
  between the revenue collected by the WCF to replace the vehicle and cost
  of the replacement vehicle.

- **BLM -** 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.

- **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 BLM. BLM will manage the
  disposal of all surplused 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.

Fitness Equipment and Facilities

- **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:

- **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.

- *NPS - The regional fire management officer's approval is required for any anticipated purchases requiring FIREPRO contributions in excess of $1,200.*
- *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.*
- *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.*

Wildland Fire Uniform Standards

- *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.*
- *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:*
  - ➢ *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.*
  - ➢ *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.*
  - ➢ *NPS - When the conventional NPS uniform or the full Nomex outerwear is not appropriate or justified, local management with park superintendent 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.*
- *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.).

- ***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.*

- ***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.*

Fire Management Credentials

- ***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.*

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 may fall within the qualified supervisors and management official's categories. Refer to agency specific policies.

- ***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.*