Wildland Fire and Aviation Program Management Operations Guide

Department of the Interior
Bureau of Indian Affairs

PREFACE

This guide is a program reference that documents policy for management and operations of the Wildland Fire and Aviation Management Program for the Bureau of Indian Affairs (BIA). Information presented here is based on current policy and provides program guidance to ensure safe, consistent, efficient and effective Wildland Fire and Aviation Operations.

Bureau of Indian Affairs Mission:

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

Branch of Wildland Fire Management Mission:

To execute its fiduciary responsibility by protecting lives, property, and resources while restoring and maintaining healthy ecosystems through cost-effective and creative fire-management programs, collaboration, and promoting Indian self-determination.

The Wildland Fire and Aviation Program Management and Operations Guide 2011 replaces the 2010 version of this guide. Many sections of the 2010 guide have been updated in this revised 2011 edition to better reflect current policy, business practices and operations for the BIA Wildland Fire and Aviation Management Program. This document is policy for the BIA Wildland Fire and Aviation Management Program.

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Director, Branch of Fire Management   01/24/11
                                                          Date

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

A. Introduction

This guide is intended to be a program reference guide that documents the standards for operations and fire business practices of the Bureau of Indian Affairs (the Bureau), Wildland Fire Management Program. These standards and practices are based on policy and provide program guidance to ensure safe, consistent, efficient and effective wildland fire and aviation operations. For more information, see www.bia.gov/NIFC

B. Wildland Fire Management Organization

The Bureau's Branch of Wildland Fire Management consists of a Director (Branch of Wildland Fire Management), Deputy Director, Assistant Directors for Fire Operations, Fuels, Planning, Training and an Aviation Program Manager. The Organization Chart is show in **Appendix 1-1**.

C. Oversight Responsibilities

1. Director, Branch of Wildland Fire Management

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

a. Develops policies and standards for firefighting safety and training, and for the prevention, suppression and use of wildland fires on Indian trust lands.

b. Provides guidance to regional directors on the use of wildland fire policy, prescribed fire and fuels management to achieve hazardous fuel reduction and resource management objectives.

c. Integrates wildland fire procedures into natural resource management.

d. Establishes position competencies, standards and minimum qualifications for fire management officers, wildland fire specialists and leaders based on federal interagency standards recommended by the National Wildfire Coordinating Group (NWCG).

e.   Implements the interagency Fire Program Analysis (FPA) process and develops procedures and standards for the distribution of program resources.

f.   Reviews and evaluates regional Wildland Fire Management (WFM) programs.

g.   Represents the Bureau in the coordination of overall wildland fire management activities at NIFC and on intra- and interagency wildland fire committees, groups and working teams.

h.   In conjunction with other National Directors, establishes priorities for assignment of critical resources during wildfire emergencies.

i.   Serves as the BIA representative on the NWCG, Executive Board.

j.   Initiates or participates in Boards of Review concerning actions taken on selected wildland fires.

k.   Negotiates agreements and/or modifications of existing national agreements to improve wildland fire management activities on Indian trust lands.

l.   Reviews funding requests for hazardous fuel reduction, wildland fire prevention, community assistance, fire facilities and deferred maintenance construction, and rehabilitation requests. Makes determinations on funding levels and recommends approval to the Deputy Bureau Director, Trust Services, based on guiding principles in the *Federal Fire Policy*, National Fire Plan (NFP), Cohesive Strategy (CS), supporting documents and Secretarial directives.

m.   Determines and approves funding levels for severity and emergency stabilization requests.

2. Deputy Director, Branch of Wildland Fire Management

a.   Shares all the responsibilities and duties of and serves as ex-officio to the Director, Branch of Wildland Fire Management.

b.   Provides oversight and direction to the Branch's Administrative, Budget, Information Technology (IT), and Public Affairs sections.

c.   Serves as liaison between the Branch and the Office of the Chief Information Officer-Indian Affairs (OCIO-IA) for all IT support issues.

3. Assistant Director, Fire Operations

a. Oversees administration and coordination of the following Bureau's programs: preparedness, Model 52 Engine, hotshot, emergency firefighter (EFF), rural fire assistance, ready reserve, fire facility construction and deferred maintenance, suppression, severity, emergency stabilization (ES) and burn area rehabilitation (BAR).

b. Develops policies in collaboration with Federal and State cooperators relating to wildland fire operations in Indian country. Provides specialized staff assistance to Departmental and Bureau officials.

c. Represents the Bureau on issues related to interagency fire operations nationally.

4. Associate Director, Fire Use & Fuels Management

a. Responsible for the development and coordination of the Bureau's prescribed fire, fuels management, and fire prevention annual program and recommends the distribution of program funds to Regions.

b. Tracks all fuels management fund distributions and prior year carryover funds. Develops and maintains a national database for fuels management accomplishments in Indian Country.

c. Analyzes hazards and risks in the wildland urban interface using fuel modification or reduction techniques and develops and makes recommendations for Bureau-wide application. Examines and analyzes laws and regulations pertaining to prescribed fire use/fuels management in the wildland urban interface, and works with top level representatives of Tribes, states and rural fire districts to recommend policy which will achieve uniformity.

5. Assistant Director, Planning

a. Responsible for the development and implementation of the Bureau-wide fire planning program. Provides guidance and assistance in administering the technical and operational aspects of the Bureau's fire planning program at the Regional and Agency/Tribal levels for the accurate identification of program funding needs.

b. Serves as Bureau's primary subject matter expert on the following: Fire Planning Reference, Elements, Procedures (Fire PREP), Wildland Fire Management Information (WFMI) System, Weather Information Management System (WIMS), Wildland Fire Decision Support System (WFDSS), Fire Danger Rating System program, Remote Automated Weather Systems (RAWS) and related support systems, and provides user training in those applications.

6. Assistant Director, Training

a. Responsible for developing, coordinating, and implementing wildland fire training programs. Formulates procedures and instructions for conducting training need analysis and usage of training materials.

b. Develops long range plans for what the training and development structure, organization, direction, policies, programs, services and practices will be to accomplish the mission.

c. Is a member of NWCG Operations and Workforce Development Committee and the Interagency Aviation Training Advisory Group on matters concerning job analysis, curriculum needs, and succession planning and development.

7. Aviation Program Manager

a. Recommends and develops policy standards and procedures for the management and operation of the Bureau's wildland fire aviation support activities.

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

c. Interprets Federal Aviation Administration (FAA) regulations and departmental policies. Prepares guidance and procedural manuals for Bureau aviation operations.

d. Serves as the Bureau's authority on aviation technical and economic matters, practices, and techniques. Provides consultation and assistance to Office of Justice Services, and Deputy Bureau Director of Trust Services in aircraft operating procedures, pilot and aircraft certification programs, and air operations safety and training programs.

e. Represents the Deputy Bureau Director, Trust Services, in meetings, conferences, and negotiations with other Federal and State agencies and with non-governmental organizations such as aircraft and equipment manufacturers. Serves as the Bureau representative on the Aviation Board of Directors Working Group (ABOD).

f. Plans and executes specialized aviation programs to include aircraft acquisition and safety, training, and maintenance. Assures certification of pilots and aircraft for Bureau use.

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

h. Participates in or leads safety inspections and evaluations of Region/Agency aviation organizations, standards and procedures and operational activities for compliance with Federal Acquisition Regulations, Office of Safety and Health Administration (OSHA), and other federal regulations, Departmental and agency rules, policies, and required effectiveness and economy. Has full authority to instantly curtail any Bureau aviation activity observed to be in violation of directives or operating in an unsafe manner endangering lives and/or equipment, and presenting an unnecessary hazard to the safety of personnel involved.

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

Deputy Bureau Director, Trust Services

Chief, Division of Forestry

Director, Branch of Fire Management

Deputy Director

Associate Director, Fire Use & Fuels Management

Assistant Director, Fire Operations

Assistant Director, Planning

Assistant Director, Training

Aviation Program Manager

Assistant Director, Resouce Protection

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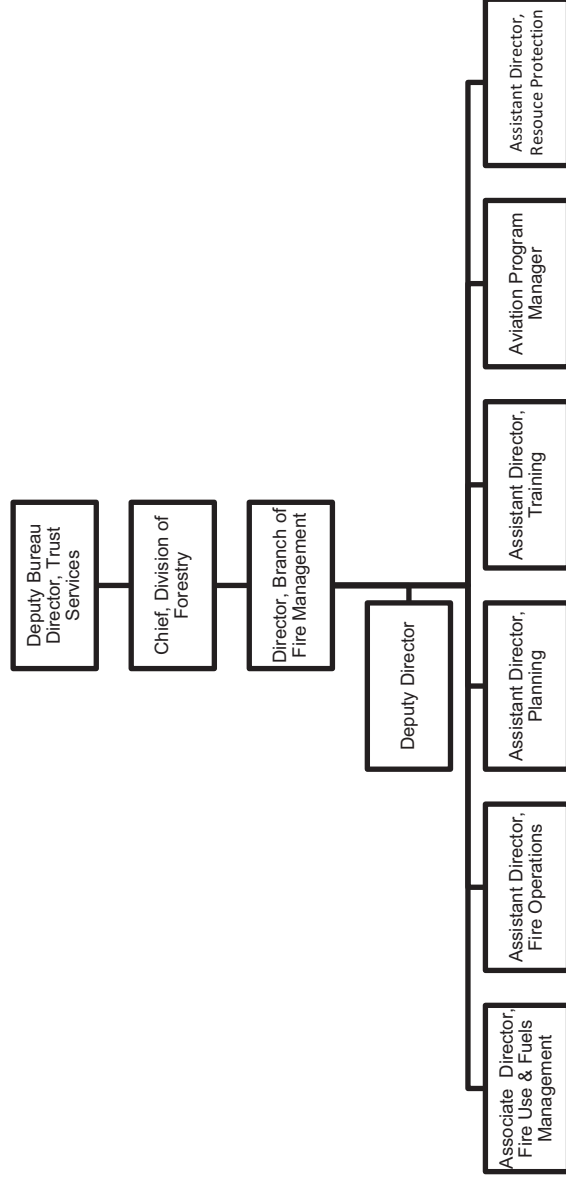
Chapter – 2
Policy, Leadership and Guidance

A. Introduction

The following policies are endorsed by the departmental Secretaries of Agriculture and Interior to provide consistent fire management practices among federal Wildland Fire Management (WFM) agencies.

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

B. Federal Wildland Fire Policy

In 2001, an update of the 1995 Federal Fire Policy was completed and approved by the Secretaries' of the Interior and Agriculture. On April 21, 2004 the Secretaries approved the Interagency Strategy for the Implementation of the Federal Wildland Fire Policy.

On May 2, 2008, the Wildland Fire Leadership Council (WFLC) issued a memorandum entitled Modification of Federal Wildland Fire Policy Guidance. The document modified policy statements made in the 2004 strategy document. As directed by the WFLC, the modifications were tested in a number of field units in the 2008 fire season and then incorporated into this document.

In 2009, The National Wildfire Coordinating Group (NWCG) issued a memorandum to the NWCG that 1) affirms the soundness of the Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001), 2) reiterates the policy changes stated in the May 2, 2008 WFLC memorandum entitled Modification of Federal Wildland Fire Policy Guidance, 3) states that the Wildland Fire Decision Support System (WFDSS) will replace existing analysis and decision processes, and 4) confirms that the Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy (June 20, 2003) is replaced by the Guidance for Implementation of Federal Wildland Fire Management Policy (February, 2009).

This guidance also calls for the increased dialogue and collaboration between federal agencies and tribal, local, and state entities as plans are updated and implemented to manage wildfires in order to accomplish resource and protection objectives.

1. Guiding Principles

a. Firefighter and public safety is the first priority in every fire management activity.

b. The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.

c. Fire Management Plans, programs, and activities support land and resource management plans and their implementation.

d. Sound risk management is a foundation for all fire management activities. Risks and uncertainties relating to fire management activities must be understood, analyzed, communicated, and managed as they relate to the cost of either doing or not doing an activity. Net gains to the public benefit will be an important component of decisions.

e. Fire management programs and activities are economically viable, based upon values to be protected, costs, and land and resource management objectives. Federal agency administrators are adjusting and reorganizing programs to reduce costs and increase efficiencies. As part of this process, investments in fire management activities must be evaluated against other agency programs in order to effectively accomplish the overall mission, set short and long-term priorities, and clarify management accountability.

f. Fire management plans and activities are based upon the best available science. Knowledge and experience are developed among all federal wildland fire management agencies. An active fire research program combined with interagency collaboration provides the means to make these tools available to all fire managers.

g. Fire Management Plans and activities incorporate public health and environmental quality considerations.

h. Federal, State, tribal, local, interagency, and international coordination and cooperation are essential. Increasing costs and smaller work forces require that public agencies pool their human resources to successfully deal with the ever-increasing and more complex fire management tasks. Full collaboration among federal wildland fire management agencies; and between international, State, tribal, and local governments and private entities result in a mobile fire management work force available for the full range of public needs.

i. Standardization of policies and procedures among federal wildland fire management agencies is an ongoing objective. Consistency of plans and operations provides the fundamental platform upon which federal wildland fire management agencies can cooperate, integrate fire activities across agency boundaries, and provide leadership for cooperation with State, tribal, and local fire management organizations.

2. Federal Wildland Fire Management Policy

a. Safety

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

b. Fire Management and Ecosystem Sustainability

The full range of fire management activities will be used to help achieve ecosystem sustainability, including its interrelated ecological, economic, and social components

c. Response to Wildland Fire

Fire, as a critical natural process, will be integrated into land and resource management plans. Then is applied on a landscape scale, and across agency boundaries as available. Response to wildland fires is based on ecological, social and legal consequences of the fire. The circumstances under which a fire occurs, and the likely consequences on firefighter and public safety and welfare, natural and cultural resources, and, values to be protected, dictate the appropriate response to a fire.

d. Use of Wildland Fire

Wildland fire will be used to protect, maintain, and enhance resources and, as nearly as possible, be allowed to function in its natural ecological role. Use of fire will be based on land and resource management plans. Associated fire management plans and will follow specific prescriptions contained in operational plans.

e. Emergency Stabilization and Rehabilitation

Emergency stabilization and rehabilitation efforts will be undertaken to protect and sustain ecosystems, public health, safety, and to help communities protect infrastructure.

f. Protection Priorities

The protection of human life is the single, overriding priority. Setting priorities among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources will be done based on the values at risk, human health and safety, and the costs of protection. Once people have been committed to an incident, human resources become the highest value to be protected.

g. Wildland Urban Interface

The operational roles of federal agencies as partners in the wildland urban interface are wildland firefighting, hazard fuels reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, State, or local governments. Federal agencies may assist with exterior structural protection activities under formal fire protection agreements that specify the mutual responsibilities of the partners, including funding. (Some Federal agencies have full structural protection authority for their facilities on lands they administer and may also enter into formal agreements to assist State and local governments with full structural protection.)

h. Planning

Fire management plans must provide for firefighter and public safety; include fire management strategies; tactics; and alternatives. They should address values to be protected and public health issues. They must be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

i.   Science

Fire management plans and programs will be based on a foundation of sound science. Research will support ongoing efforts to increase our scientific knowledge of biological, physical, and sociological factors. Information needed to support fire management will be developed through an integrated interagency fire science program. Scientific results must be made available to managers in a timely manner and must be used in the development of land management plans, fire management plans, and implementation plans.

j.   Preparedness

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

k.   Suppression

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

l.   Prevention

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

m.   Standardization

Interior agencies will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be- protected methodologies, and public education programs for all fire management activities.

n.   Interagency Cooperation

Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners.

o. Communication and Education

Interior agencies will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved through the timely and effective exchange of information among all affected agencies and organizations.

p. Agency Administrator and Employee Roles

Agency administrators will ensure that their employees are trained, certified and made available to participate in the wildland fire program locally, regionally, and nationally as the situation demands. Employees with operational, administrative, or other skills will support the wildland fire program as necessary. Agency administrators are responsible and will be held accountable for making employees available.

q. Evaluation

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

3. Guidance for Implementation of the Federal Wildland Fire Management Policy

The following guidelines should be used to provide consistent implementation of Federal Wildland Fire Policy.

a. Wildland fire management agencies will use common standards for all aspects of their fire management programs to facilitate effective collaboration among cooperating agencies.

b. Agencies and bureaus will review, update, and develop agreements that clarify the jurisdictional inter-relationships and define the roles and responsibilities among local, state, trial and federal fire protection entities.

c. Responses to wildland fire will be coordinated across levels of government regardless of the jurisdiction at the ignition source.

d. Fire management planning will be interagency in scope and developed on a landscape scale.

e. Wildland fire is a general term describing any non-structure fire that occurs in the wildland environment. Wildland fires are categorized into two distinct types:

   1) Wildfires – Unplanned ignitions or prescribed fires that are declared wildfires

   2) Prescribed Fires – Planned ignitions

f. A wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape. Objectives are affected by changes in fuels, weather, topography; varying social understanding and tolerance; and involvement of other governmental jurisdictions having different missions and objectives.

g. Management response to a wildland fire on federal land is based on objectives established on the applicable Land/Resource Management Plan and/or the Fire Management Plan.

h. Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.

i. Managers will use the Wildland Fire Decision Support System (WFDSS) a decision-support process to guide and document wildfire management decisions. The process will provide situational assessment, analyze hazards and risk, define implementation actions, and document decisions and rationale for those decisions.

4. Implementation of the Federal Wildland Fire Management Policy

Each of the wildland fire management agencies participating in the review will adopt the Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009) and review and revise, as appropriate, all manuals, handbooks, guidebooks, plans, agreements and other pertinent documents

The NWCG will adopt the Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009) and review and revise, as appropriate, all interagency training courses, operational guides, standards, terminology, reporting requirements, skill/competency/ qualification/certification requirements and other pertinent documents.

The federal fire directors, in collaboration with State, local and tribal fire managers and public and nongovernment organizations, will communicate direction stated in the Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009) with internal and external audiences to foster understanding and support for the complexity of wildland fire management

The Federal fire directors will revise or develop accountability standards, performance measures, and tracking systems to assess if resource and protection objectives are met during the course of management on all wildland fires.

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

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

6. Secretary of the Interior

The Secretary of the Interior through the Directors of the Bureau of Land Management (BLM), United States Fish and Wildlife Service (FWS), National Park Service (NPS), and Bureau of Indian Affairs (BIA), are responsible for WFM activities of the Department (including such activities when contracted for, in whole or in part, with other agencies or Tribes) under the statutes cited in 620 DM 1.1.

7. Assistant Secretary - Policy, Management and Budget (PMB)

The Assistant Secretary - PMB is responsible for coordination of strategic level inter-bureau, inter-agency, and inter-functional wildland fire policy development and oversight. Principle responsibility for these functions within PMB lies with the Office of Wildland Fire Coordination (OWFC). Advice and recommendations on wildland fire policy and program issues are provided to the Secretary and other policy officials.

8. **Assistant Secretaries for Land and Minerals Management, Fish and Wildlife and Parks, and Indian Affairs**

The Assistant Secretaries for Land and Minerals Management, Fish and Wildlife and Parks, and Indian Affairs are responsible for wildland fire policy development and oversight within their respective bureaus; and for coordination of inter-bureau and inter-agency policy development with the Assistant Secretary - PMB.

C. Bureau of Indian Affairs Fire Management Policy

Policy and responsibility for the BIA WFM program is documented in the Indian Affairs Manual (IAM), Part 90, Chapter 1. This part identifies the authorities, standards, and procedures that have general and continuing applicability to wildland fire activities under the jurisdiction of the Assistant Secretary - Indian Affairs.

1. Mission

To enhance the quality of life, promote economic opportunity, and to carry out the responsibility to protect and improve the trust assets of American Indians, American Indian Tribes, and Alaska Natives.

We will accomplish this through the delivery of quality services and by maintaining government to government relationships within the spirit of self-determination.

2. Wildland Fire Management Objectives

To provide for firefighter and public safety as the first priority in every WFM activity. To provide for effective wildland fire protection, fire use and hazardous fuels management, and timely rehabilitation on Indian forest and range lands held in Trust by the United States of America, based on management plans approved by the Indian land owner. Preparedness will be based on the most efficient level of meeting Tribal goals and objectives for the program, utilizing an interagency approach to meet local, regional, and national resource needs. Implementation of Tribal management of the program will be facilitated under Self-Determination, as requested by Tribal government.

3. Responsibility

The following positions are responsible for WFM activities of the Bureau (including such activities when contracted for, in whole or in part, with other Agencies or Tribes) under the statutes cited in 620 DM 1.1.

a.   Bureau Director for BIA:

Responsibility for the implementation of an effective WFM program. Responsible for implementation of policies and recommendations in the Federal Wildland Fire Management Policy.

b.   Director, Branch of Wildland Fire Management:

Responsible for the development of policies and standards for firefighter safety and training and for the prevention, suppression and use of wildland fires on Indian Trust lands.

c.   Regional Directors:

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

d.   Agency Superintendents:

Responsible for ensuring every wildland firefighter, fireline supervisor and fire manager takes positive action to obtain compliance with established standards and safe firefighting practices.

D. Wildland Fire Program Leadership

1. Wildland Fire Leadership Council (WFLC)

WFLC is a cooperative, interagency organization dedicated to achieving consistent implementation of the goals, actions, and policies in the National Fire Plan and the Federal Wildland Fire Management Policy.

The WFLC consists of the U.S. Department of Agriculture's Undersecretary and Deputy Undersecretary for Natural Resources and Environment, and the Chief of the Forest Service; the U.S. Department of the Interior's Assistant Secretary for Policy Management and Budget, and the Directors of the National Park Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Indian Affairs, and the U.S. Geological Survey.

The Administrator of the U.S. Fire Administration represents the Department of Homeland Security. In addition to the federal officials, the Council includes a State Governor representing the National Governors' Association, a State Governor representing the Western Governors' Association, the President of the Intertribal Timber Council, a County Commissioner representing the National Association of Counties and a Mayor representing the National League of Cities.

2. Federal Fire Policy Council (FFPC)

The primary purpose of the Federal Fire Policy Council is to carry out the federal component of wildland fire management. The Federal Fire Policy Council shall be composed of the USDA Deputy Under Secretary – National Resources and Environment, the Chief of the Forest Service and the Deputy Chief of State and Private Forestry, and for DOI the Assistant Secretaries for Policy, Management and Budget, Fish and Wildlife and Parks, Indian Affairs, Land and Minerals Management, and Water and Science; the Bureau Directories of the Bureau of Indian Affairs, the Bureau of Land Management, the Fish and Wildlife Service, the National park Service, and the US Geological Survey; the Deputy Assistant Secretary – Law Enforcement, Security & Emergency Management, Assistant Administrator of DHS-US Fire Administration and Environmental Protection Agency representative.

3. Wildland Fire Executive Council (WFEC)

The Wildland Fire Executive Council provides coordinated interagency executive level wildland fire policy leadership, direction, and program oversight.

The wildland Fire Executive Council is composed of the Director, USDA Forest Service FAM; Director, DOI OWFC; Assistant Administrator, U.S. Fire Administrator; Chair, NASF Fire Committee; Chair, I-Chiefs Wildland Fire Policy Committee; Intertribal Timber Council; NACO Representative; National League of Cities Representative; and the Chair, NWCG.

4. Interior Fire Executive Council (IFEC)

The Interior Fire Executive Council (IFEC) provides coordination interagency executive level wildland fire policy leadership, direction, and program oversight. IFEC is the focal point for discussing wildland fire policy issues that affect the DOI and provides a forum for gathering the interests of the DOI bureaus to formulate a DOI recommendation and/or position to be taken forward to the Wildland Fire Executive Council (WFEC).

The IFEC is composed of the Director, Office of Wildland Fire Coordination (OWFC) the four DOI fire directors and their respective senior executive. Associate members include the Director, Aviation Management Directorate and a representative from USGS.

5. National Wildfire Coordinating Group (NWCG)

NWCG provides a forum in which issues, both short and long-term; involving standards and program implementation can be coordinated, discussed, and resolved. NWCG initiates actions to improve coordination and integration of state, tribal, and federal wildland fire programs while recognizing individual agency missions. NWCG will provide national leadership and establish, implement, maintain, and communicate policy, standards, guidelines, and qualifications for wildland fire program management.

The NWCG Executive Board is composed of representative of the Forest Service, Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, National Park Service, the National Association of State Foresters, the Intertribal Timber Council and DHS-US Fire Administration.

E. Wildland Fire Coordinating Groups

1. Office of Wildland Fire Coordination (OWFC)

The OWFC is responsible for managing and overseeing and coordinating the Department of Interior's WFM program and policy.

2. National Multi-Agency Coordination Group (NMAC)

The NMAC consists of representatives from the U.S. Department of Interior, Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), U.S. Fish and Wildlife Service (FWS), National Park Service (NPS), U.S. Forest Service (USFS), U.S. Fire Administration (USFA) and the National Associate of State Foresters (NASF). This group is located at the National Interagency Fire Center (NIFC). The group establishes national priorities and provides national leadership and direction to wildland fire activities. Additional information on MAC groups is documented in the National Interagency Mobilization Guide and local Geographic Area Operation Guides.

3. Geographic Multi-Agency Coordination Groups (GMAC)

A GMAC is activated at the local geographic area level whenever wildland fire activities are affecting more than one agency or there is competition for incident resources. There may also be a need for geographic areas to activate GMAC when the National Preparedness Level is at 5 enabling Area response to requests/direction from the NMAC.

4. Federal Emergency Management Agency (FEMA)

Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and the Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended) WFM agencies can provide assistance to Presidential declared disasters and emergencies nationwide. The Federal Emergency Management Agency (FEMA) is the overall coordinator of the National Response Framework which guides 26 Federal agencies and the American Red Cross in response activities. In the Framework, the USDA Forest Service is the primary agency responsible for emergency support functions under firefighting.

5. National Interagency Coordination Center (NICC)

The NICC is located at NIFC, Boise, Idaho. The mission of NICC is the cost-effective and timely coordination of land management agency emergency response for wildland fire at the national-level. This is accomplished through planning, situation monitoring and expediting resources orders between the BIA Regions, BLM States, NPS Regions, USFWS Regions, USDA Forest Service Regions, National Weather Service (NWS) Regions and other cooperating agencies. The NICC coordinates the movement of all resources across geographic area dispatch boundaries not covered by local operating plans or other direction found in the National Interagency Mobilization Guide.

6. Geographic Area Coordination Centers (GACC)

The GACCs provide support to local-level fire management organizations when resource needs exceed a local unit's capability. The GACC is responsible for movement of resources within its geographic area of responsibility to meet the situational needs.

F. Wildland Fire Interagency Agreements for Coordination and Cooperation

Interagency cooperation is vital in attaining WFM program objectives. The ability of a single agency to implement a WFM program is limited without coordination and assistance from other organizations. Interagency cooperation and coordination of shared resources and common activities is imperative at all organizational levels. The following agreements and organizations provide program direction, coordination and/or support to the WFM program.

1. Department of the Interior and Department of Agriculture Interagency Agreement

The WFM programs work cooperatively under an Interagency Agreement entitled "Interagency Agreement for Fire Management between the Bureau of Land Management, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service of the United States Department of the Interior and the Forest Service of the United States Department of Agriculture". The Agreement Number for BIA is P00C141A9871.

2. International Agreements

Agreements are in place between the United States and Canada, Mexico, Australia and New Zealand that authorize the exchange of fire fighting resources. For more information, reference the National Interagency Mobilization Guide.

3. Memorandum of Understanding with Fire Departments

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

4. Interagency Agreement with US Fish and Wildlife Service and the National Marine Fisheries Service

This agreement addresses matters related to compliance with Section 7 of the Endangered Species Act related to the wildfire suppression, wildfire rehabilitation, and hazardous fuels treatment activities.

G. National Standards - Guides and Handbooks

1. National Interagency Mobilization Guide (NFES 2092)

The National Interagency Mobilization Guide identifies procedures which guide the operations of multi-agency logistical support activity throughout the coordination system. The guide is intended to facilitate interagency dispatch coordination ensuring the timeliest and cost effective incident support services available are provided.

2. Incident Response Pocket Guide (PMS 461)

The Incident Response Pocket Guide (IRPG) is a wildland fire operations guide that encompasses leadership, fire fighting strategies, safety, risk, aviation and other miscellaneous references.

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

The Wildland Fire Qualification Systems Guide provides guidance to participating agencies and organizations for the establishment of standards for wildland fire personnel. Personnel meeting the established standards are qualified for mobilization beyond their geographic area. The qualifications system described in the guide is a performance based qualification system. Components of the qualifications system are: position task books, training courses, job aids, and agency certification.

4. Fireline Handbook (PMS 410-1)

The Fireline Handbook is a field reference guide for personnel of wildland fire agencies using the Incident Command System (ICS) in response to wildland fire incidents. The objective of this handbook is to provide an interagency pocket guide for wildland fire suppression personnel.

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

The Interagency Incident Business Management Handbook (IIBMH) is designed to aid participating agencies in working together in the business and administrative aspect of wildland fire. The handbook describes procedures for maintenance of financial records for personnel, equipment and supplies. It relates to emergency procurement authority to support the incident, cooperative agreements with other public agencies and the private sector, and claims against the US for property loss or damages and personal injury or death.

6. The Interagency Burned Area Emergency Response Guidebook and DOI Burned Area Rehabilitation Guide

These guides describe the authority, administration, standards and implementation process for emergency stabilization and rehabilitation on burned-over lands.

7. Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide

The Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide provide standardized procedures, specifically associated with the planning and implementation of prescribed fire.

Chapter – 3
Program Planning

Program planning encompasses a wide range of processes, applications and tools. While program planning primarily involves preparations for wildland fire responses, the full spectrum of fire planning supports all functional areas of fire management. For example, the Wildland Fire Decision Support System (WFDSS) is a planning application used to assist decision makers during ongoing wildfire events; however, some of the inputs are developed through other program planning processes.   That is, WFDSS is constrained by the objectives identified in a unit's strategic Fire Management Plan, and its projections can be based on historic weather observations. In this example, situational decision support for suppression operations requires use of a planning application, prior development of a strategic plan, and the collection and maintenance of elemental input data.

A. Fire Management Plans

There are various types and levels of planning required to conduct a fire management program, and the complexity of the overall program will dictate the amount of effort required. The Regional staff must look at the larger organization while the Agency/Tribal staff must look at the detail of operation under a variety of conditions. A key reason for preparing any kind of plan is to communicate a set of goals or desired results in such a manner that someone unfamiliar with the purpose of the plan can determine those goals or results.

See Appendix 3-1 for the current approved Interagency Fire Management Plan Template.

1. Purpose

Description of the Fire Management Plan (FMP): A plan which identifies and integrates all wildland fire management and related activities within the context of approved land/resource management plans. It defines a program to manage wildland fires (wildfires and prescribed fires). The plan is supplemented by operational plans, including but not limited to preparedness plans, preplanned dispatch plans, and prevention plans. The FMP assures that wildland fire management goals and components are coordinated.

a. The *Departmental Manual*, *Indian Affairs Manual Part 90* and Federal Fire Policy require a FMP for all areas with burnable vegetation. Each Reservation/Tribe will have an approved FMP that has been developed through a National Environmental Policy Act (NEPA) compliant process. A FMP defines and documents an organization's program to manage wildland fires. The FMP is

based on and subordinate to approved Resource Management Plans (RMP), if they exist.

b. FMPs identify and link all other subordinate planning documents such as Fuels Management Plans, Initial Attack Response Plans, Extended Attack Plans, Prevention Plans, Emergency Stabilization and Rehabilitation Programmatic Plans, Air Operations Plans, and Annual Operating Plans, etc.

c. FMPs identify and integrate all wildland fire management and related activities within the context of approved RMPs. Ideally, the FMP goals and components should be coordinated across administrative boundaries on a landscape basis. Bureau/Tribal or agency fire management decisions should be consistent or compatible across administrative lines.

d. The overall goal is the establishment of an effective linkage between land/resource management planning, fire management planning, project planning, and the preparation of Wildland Fire Decision Support System (WFDSS) for the management responses to large wildfires. Through this linkage from high-level strategic planning to situational decision support with WFDSS, one desired outcome is for land/resource management planning to provide a transparent, broad foundation that guides appropriate management responses to wildfires, with the inclusion of historical and foreseeable suppression costs of large wildfires as a consideration in decision making.

2. Procedures

a. The Directors of all federal fire agencies approved the Interagency Fire Management Plan template (see Appendix 3-1). It directs agencies to develop a collaborative approach to working cooperatively and, ideally, to developing an interagency FMP. The template is the Bureau's approved format for the FMP, and all new FMPs must adhere to this format. Existing FMPs should be updated to comply with the template upon their next formally-scheduled revision, or sooner if practical.

b. Typically, the FMP is developed for each Reservation/Tribe or BIA administrative unit. In areas where Indian lands are not bounded by Reservations and tracts are owned by individual allottees, a Regional Allotment FMP will be developed to identify how the Bureau will respond to the fire preparedness needs and requests of those individual allottees.

c. If there are no approved RMPs to tier to, the FMP may serve as a "stand alone" plan. As resource plans are developed, each FMP

must be brought up to date, ensuring integration of resource goals and objectives.

d. The management response to wildfires, regardless of ignition source (human or natural), must be based on the resource management objectives of the area planned and guide the appropriate response through criteria and prescriptions. All wildfires must be suppressed in areas lacking an approved FMP or having an FMP that is not consistent with the Federal Fire Policy.

e. FMPs for Indian trust lands with historic large wildfire occurrence or potential for significant wildfires that could result in costly wildfire suppression should address wildfire cost containment issues.

3. NEPA and the Fire Management Plan

The National Environmental Policy Act (NEPA) analysis is a stepped process that starts with a categorical exclusion discussion and determination. If a categorical exclusion is not appropriate, the need for either an Environmental Assessment (EA) or Environmental Impact Statement (EIS) must be determined. Typically, the Bureau's FMPs are developed to be compatible with a programmatic EA (i.e. one covering the entire fire management program).

Unless the FMP is directly incorporated into a RMP already covered by a NEPA document, the FMP must be covered by an EA or EIS (reference 516 DM6, 4.1).

The Interagency FMP Template does not address the NEPA process, necessitating the development of a separate NEPA document. If an FMP is developed that is separate from, but tiered to, an existing RMP (with an approved EA), the unit will not normally need to develop a new EA. The only exception would be if the newly developed FMP is significantly different from the existing RMP. In this case, the RMP needs to be modified so that the RMP is reconciled to the FMP, and the EA also updated accordingly.

Ultimately, the unit is the responsible entity for developing the EA. However, many units do not have adequate expertise available locally to properly develop an EA. In such cases, the unit will either rely on Regional assistance or contract to have the NEPA document developed. Approval authority for NEPA documents will be according to Regional policy.

Fire managers are responsible for ensuring that all fire management activities are in compliance with NEPA and the FMP. Executed categorical exclusion checklist and findings of no significant impacts (FONSI) are often issued conditionally. For example, these NEPA

documents may stipulate that archeological sites, riparian habitat, or other resources must be avoided during project activities.

Some FONSIs are issued for programmatic EAs with the requirement that any required Section 7 (ESA) and Section 106 (NHPA) consultations must be completed prior to project initiation. Fire managers must be aware of such conditions/requirements/mitigations in the FONSI and categorical exclusion checklists, and they must ensure that they are fully met. These federal acts are independent of each other and compliance with one (or issuance of a FONSI) does not necessarily mean that compliance with the other acts has been achieved.

B. Program Assessment

Program assessment is wide in scope and includes the evaluation of workload, budget, program complexity, resource guidelines, etc. These components are collectively managed under a broad process named Fire Planning References, Elements, and Procedures (Fire PREP). Discrete components included within the scope of Fire PREP are described below:

1. Fire Program Analysis

Currently Fire PREP relies upon a software program named Fire Program Analysis (FPA) for performing interagency analysis of budget and modeled performance. FPA is still under development, with ongoing reviews and testing.

Guidance regarding FPA is issued for each analysis cycle by the FPA Oversight Group, which is comprised of representatives from the Departments of Agriculture and Interior, as well as high-level Agency managers. Additional guidance and coordination is provided by interagency committees at each of the Geographic Areas, and each committee includes a Bureau representative.

2. Fire Program Workload Shares

The Fire Program Workload Shares Assessment (WSA) is a tool developed by the BIA-NIFC Planning Section to support preparedness budget distribution from the Regional Offices to the field-level units. It is intended to supplant the Most Effective Level (MEL) budget values that were generated by the former Fire Management Program Analysis (FMPA) process. Because FPA has the potential to determine specific program budget allocations, the role and future for WSA is uncertain.

The WSA uses the Graphical Network Interface (GeNIe) computer application to define program workload elements and assign

breakpoints (to classify and normalize empirical data) and weights. Unlike purely subjective processes, GeNIe ensures that the decision criteria are documented, the math is performed without error, and the outputs can be readily reproduced.

Upon completion of the assessment, the WSA yields the percentage workload share for each unit evaluated, in reference to their combined workload. These share percentages then can be used to support a variety of decisions, such as the allocation of preparedness budgets from the Regional Office to its field-level units.

The WSA is a Regional-level tool. Its use is strictly voluntary and is intended to assess workload shares for the units within a given Region (not between Regions). Use of the WSA outputs is left to the discretion of the Regional Office.

3. Fire Program Complexity

Each Field-level unit within the Bureau has been rated for fire program complexity. Currently, the fire program complexity rating process utilized by the Bureau is the complexity analysis described in the *Interagency Fire Program Management (IFPM) Qualifications Standards and Guide*. To supplement the IFPM analysis, the Bureau has developed the *BIA Complexity Analysis Handbook* (CAH), which provides further guidance through the rating process, including "Rules of Thumb" for the thirty-seven sub-elements. The ratings are summarized into three adjective groupings; low, moderate, and high.

There is no formal schedule for periodically reassessing unit complexities. However, it is anticipated that the complexity of some units' comprehensive wildland fire programs may change over time, making it necessary to re-evaluate their complexity. As needed, units should request a complexity rating update through their Regional Office. Because complexity ratings are maintained by BIA-NIFC, the Regional Offices should submit a request to the Director, Branch of Fire Management, when a complexity reassessment is warranted. If approved, the Director will appoint a review team, and all units within the Region will be re-evaluated in a single effort.

The CAH also provides the process for assigning complexity rating adjectives to Regional Office fire programs. In conjunction with Regional reassessment efforts, the affected Regional Office will also have its fire program complexity rating updated.

C. Situational Decision Support

Proper decision making involves consistency in process and utilization of tools for specific situations.   The Wildland Fire Decision Support System (WFDSS) integrates the various applications used to manage incidents into a single system, which streamlines the analysis and reporting processes. The System can also be applied to supplement pre-incident readiness, prescribed fire, and risk assessment planning. Specific guidance on the use of WFDSS for individual fire responses is located in Chapter 12.

Predicting fire behavior is at the core of a fire manager's decision process. Many of the stand-alone applications previously used to project fire behavior and weather conditions have been or are being incorporated into WFDSS, including BEHAVE Plus, FlamMap, FARSITE, and Fire Family Plus. All these applications can still be used as stand-alone applications. A major advantage that WFDSS provides over previous stand-alone systems is that it combines desktop applications for fire modeling into a web-based system for easier data acquisition. Outputs from these tools can provide useful information to assist a manager during emergency or pre-planned decision making and can be easily incorporated into the decision document.

Fire behavior modeling – including Short, Near, and Long Term (FS Pro) projections – within WFDSS is not required, but is highly encouraged for those reported fires, potential problem fires, and projected prescribed burns that may require additional information to assist managers in the decision making process.

- The Short Term Fire Behavior (STFB) Module can be used by all users with a role of Dispatcher or higher in WFDSS. It roughly projects fire spread on the landscape for up to 3 burn periods (however, it is highly recommended to limit to one burn period). Basic fire behavior outputs are generated with every STFB run. Analyst (i.e. Fire Behavior Specialist role in WFDSS) assisted STFB allows additional input adjustments when more refined outputs are required. Other uses of the STFB Module include contingency planning for prescribed burns and assessing the short term risk of a potential fire in designated areas, such as those having problematic fuels and/or terrain.

- The Near Term Fire Behavior (NTFB) Module allows projection of fire spread and severity outputs for a period generally from 3 to 7 days. NTFB is similar to the stand alone FARSITE program that provides projections both spatially and temporally (the fire is projected to be at a designated location at a specific time). Other uses of the NTFB include operational (such as containment line firing), prescribed fire, and burn severity planning.

- The Long Term Fire Behavior (FS Pro) Module is highly recommended for use on fires projected to be long duration events (generally over 7

days). FS Pro outputs include a spatial representation of the probability that fire spread will reach a certain point (value at risk) on the landscape over the specified duration. Both forecasted as well as historical weather information can be utilized. The Analyst must work in full communication (either on-site or remotely) with the local FMO or other designated individuals to ensure the proper inputs are used in the model to best represent the current and expected fuel and weather conditions. Other use of FS Pro includes potential spread probabilities if a fire escapes or otherwise is not immediately suppressed and risk assessment/planning.

The BIA-NIFC Planning Section staff is available to assist unit and Regional Office personnel with incident-specific or situational decision support planning, including continuing education and system administration, decision documentation, and fire behavior risk assessments utilizing both stand-alone and WFDSS fire behavior modeling tools.

D. Support Planning Elements

1. Fire Season Length and Determination

The BIA has no formal process for determining fire season length; however, there have been structured efforts in the past to identify the fire season length for field-level units using a combination of historic fire occurrence, historic weather and NFDRS index values, and expert opinion. Those data have not been updated in recent years, as BIA deferred to FPA and its process for identifying fire season length.

The current FPA process identifies the fire season dates based strictly on combined historic fire occurrence for all partner units comprising a Fire Planning Unit. That season is defined by the start and stop dates that effectively bound 90% of all wildfire ignitions from the most recent 10-year period and within the FPU boundaries.

2. Unit Identifiers

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

a. A member of the BIA-NIFC Planning Section is designated as the national point-of-contact (NPOC) to oversee and coordinate Unit Identifiers and related activities with the Bureau.

b. The Unit Identifier is a five or six-character code that is used to uniquely identify specific Bureau or Tribal units. In addition to the code, each Unit Identifier record also includes the units' descriptive name and other information about the organizational hierarchy such as department, Region, Bureau, Geographic Area, etc.

c. The NICC Unit Identifier database is currently the official system of record for Unit Identifiers. This database serves as the authoritative source for valid Unit Identifiers, and provides the information for several NWCG systems.

d. There is an official data standard for Unit Identifiers, as well as relevant business rules that should be observed. This standard compels NWCG systems to assure that Unit Identifiers are not added, modified, or deleted without a matching transaction to the system of record.

e. All requests for new BIA Unit Identifiers must be made through the unit's respective Regional office by formal request to the NPOC (phone: 970-903-3499). The NPOC 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 must not be made directly to the Geographic Area Data Custodian. Unit Identifiers should not be added or removed by the Geographic Area Data Custodians prior to coordination and approval from the NPOC.

f. General recommendations:

1) Do not request a change of your Unit Identifier unless there is a compelling reason (other than for cosmetics) why it should be changed. Updates to the associated organizational information (unit type, region, Geographic Area, Bureau, Department, etc) are allowed to correct errors.

2) 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.

3) 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*.

4) There is less of a concern in changing the Unit Name as opposed to the Unit Identifier. The Unit Identifier is used by all

of these systems for tracking to a particular unit, while the name is only a helpful descriptor.

5) Creating a new Unit Identifier in the IQCS currently requires a BIA Unit Code as well.

6) 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.

7) Once a Unit Identifier is invalidated, it cannot be used again. Considering the frequency of changes in the past few years, with fire program management oversight switching from BIA Agencies to Tribal Offices, or vice versa, requesting new Unit Identifiers could overburden the system. 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.

3. Fire Danger Rating

Historic and forecasted (modeled) fire danger assessments, particularly the various National Fire Danger Rating System (NFDRS) indices and values generated using the Fire Family Plus (FFP) and related computer applications, are key elements for both long-term (strategic) and daily (operational) planning. Reference to NFDRS and/or other fire environment indicators is required for severity requests, fire danger signage and announcements, recreational and industrial restrictions, Pocket Cards, and other common fire business elements.

Every unit must ensure it has identified one or more fire weather stations to provide representative data, both historic and current, for use in NFDRS. Units do not necessarily need to host their own weather station if a neighboring unit's NFDRS-network station is sufficiently representative (e.g. similar elevation, and subjected to the same local weather conditions) and has reliable, accessible data. See Section F for more information regarding NFDRS weather stations

Similarly, every unit must delineate one or more Fire Danger Rating areas that are representative of the fire-prone lands under its

jurisdiction. In some cases, a larger area defined by the local interagency dispatch center or GACC may be sufficiently representative.

During fire season and other periods of heighted activity (or potential activity), units must also have access to daily NFDRS values, upon which they can base staffing and other decisions in accordance with their Annual Operating Plan and other documents. Often, the local dispatch center or GACC will generate daily NFDRS index values for representative areas and make that data available to their constituent units. Otherwise, the unit should generate the NFDRS values locally.

Units can use other recognized, science-based systems to augment NFDRS in establishing local fire danger indicators, planning inputs, and decision criteria. Other recognized systems include:

- Drought indices (Keetch-Byram, Palmer and others)

- Live fuel moisture (sampled and/or calculated)

- Canadian Fire Danger Rating System

- Soil moisture

In conjunction with their planning efforts, units should identify the specific NFDRS index – usually Burning Index, Energy Release Component, or fire danger adjective rating – that is most meaningful for staffing and other key operational decisions, and establish break points based on historic values. Minimally, specific staffing classes will be established based on the 97th and 90th percentile index values (using the most-recent 10-year or longer weather observation data set). Other staffing classes and break points may be established as needed.

Every unit should have a current, representative Pocket Card (or multiple Pocket Cards, if fuels and weather conditions vary considerably across the unit), and make it available to the firefighters, both seasonal and on temporary assignment, working on the unit. In some cases, Pocket Cards may be developed for a larger fire danger area in conjunction with neighboring partners/units, eliminating the need for a specific local unit Pocket Card.

Detailed instructions for developing Pocket Cards, a Step-up Plan, and other NFDRS-related applications are provided in the course materials for S-491, Intermediate NFDRS. In addition, the BIA-NIFC Planning Section staff is available to assist units and Regions in managing and developing fire danger data and products.

E. Fire Occurrence Data and Reporting

1. Scope and Purpose

Consistent with the 2009 *Guidance for Implementation of Wildland Fire Management Policy*, the Bureau recognizes two types of wildland fires when collecting and recording fire occurrence data. Those two types are: planned ignitions (i.e. prescribed fires) and unplanned ignitions (i.e. wildfires, including escaped prescribed fires).

This section primarily addresses the data and reporting requirements for wildfires, particularly as they pertain to planning functions and efforts. Specific guidance regarding prescribed fire data and reporting is provided in the *BIA Fuels Management Program Planning and Implementation Guide.*

Fire reporting provides a structured means to collect, document, and archive fire occurrence data. These data are then queried, summarized, and exported to support planning activities and decision-making. Fire reports are the source of data used to compile official statistics regarding workload, performance, and other important measures.

While fire reporting policy and guidelines are reasonably well-defined, there will always be situations that require judgment. When deciding whether a fire report is needed, remember that fire occurrence data and fire reports are what we use to formally quantify our workload beyond baseline preparedness activities. Fire reporting allows us to take credit for the work we do and can ultimately influence budget and resource decisions and priorities. Of course, professional discretion is required to ensure our reported activities are truly representative – neither over-reported nor under-reported – of the actual workload and conditions.

2. Data Sources, Forms, Reports, and Systems

Data pertaining to wildland fires comes from a variety of sources – personal observation, photographs and videos, sketches, maps, GPS files, etc. These data are recorded using many different forms and/or systems, both unofficial and official.

Hard-copy forms commonly used to capture data for individual wildfires include size-up checklists, incident commanders' organizers, the Incident Status Summary (ICS-209), and the BIA Individual Fire Report (DI-1202-BIA). Of these, the ICS-209 and DI-1202-BIA reports are required, the former providing periodic status updates of large and significant wildfires while they are in progress, and the latter serving as the official after-action report for wildfires and related incidents.

However, many size-up checklists and incident organizers are designed to capture the information needed for the ICS-209 and DI-1202-BIA reports too.

The systems in which wildland fire data is recorded include the following: Computer Aided Dispatch (CAD) programs; the Wildland Fire Decision Support System (WFDSS); the FireCode website; the National Fire and Aviation Management Web Applications (FAMWEB): ICS-209 module, Interagency Situation Report module, and Data Warehouse module; the National Fire Plan Operations and Reporting System (NFPORS); and the Wildland Fire Management Information (WFMI) System's Fire Reporting module.

3. Individual Fire Reports (DI-1202-BIA)

An Individual Fire Report must be prepared for every local wildfire, per the general criteria listed below:

a. The format used by BIA for Individual Fire Reports is the DI-1202-BIA form. This is the official after-action report for wildfires and related activities.

b. All DI-1202-BIA reports should be prepared in accordance with the detailed guidance provided in the *BIA Fire Occurrence Reporting System Users Guide*. While derived from the *User's Guide*, the information here is intended only to provide general direction and address common issues. Guidance issued in the form of subsequent memoranda and/or updates to the *BIA Fire Occurrence Reporting System Users Guide* may supersede the information presented here.

c. The DI-1202-BIA reports must be entered into WFMI's Fire Reporting module, which is the official system of record for final wildfire occurrence data. When wildfire occurrence data - both historic and current - is needed for planning efforts or other purposes, it will be obtained solely from WFMI. While units will be notified in advance of impending, significant data queries and exports, they should strive to keep their fire occurrence records in WFMI up to date, including the timely correction of erroneous data.

d. 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 appropriate for multiple ignitions. For example, if a train starts three wildfires along a short distance of the track, but all three wildfires had a single initial response and are contained within a

single control perimeter, the incident may be documented with one report.

e.   The ownership (or affiliation) of the land at the fire's point of origin determines who is legally responsible for any action resulting from that fire, and it also used to determine which unit is responsible for providing the primary fire report. Accordingly, it is important to locate every fire's exact point of origin (to the extent possible) and document that location's precise geographic coordinates on the fire report.

    1)   Fires originating on Trust lands should be reported under the BIA or Tribal unit having administrative jurisdiction over that land. That is, the "Reporting Unit" field on the DI-1202-BIA report should be attributed to the unit affiliated with the land at the point of origin. This fire report will be considered the primary fire report for the incident, even if the fire spread onto lands belonging to other units.

    2)   When the point of origin falls on non-Trust land or land otherwise not within the administrative jurisdiction of a BIA or Tribal unit, the unit may still prepare a DI-1202-BIA report if it responded to the fire (for example, to keep the fire from spreading onto Trust lands). In such cases, that report is considered secondary, as the unit owning the land at the point of origin presumably will submit the primary fire report. The codes corresponding to the Fire Type and Protection Type data fields are used to differentiate between primary and secondary fire reports.

f.   A DI-1202-BIA report should be prepared for the following types of wildland fire-related incidents:

    1)   Wildfires (Fire Type 1): Wildland fires that resulted from unplanned ignitions, including wildfires managed for protection (e.g. suppression strategy), for resource benefits (e.g. monitoring strategy), and/or for multiple objectives. This also includes escaped prescribed fires.

    2)   Natural Outs (Fire Type 2): Recent wildfires that were already fully extinguished at the time of their discovery or prior to the arrival of regular initial response resources.

    3)   Support Actions (Fire Type 3): Assistance provided for a wildfire on another unit, or for work involving fire resources on a non-fire incident. In the case of all-hazard incidents (e.g. major non-fire natural disasters) that utilize fire resources, a DI-

1202-BIA report is required only for those incidents that have a Presidential disaster declaration.

4) False Alarms (Fire Type 5): Purported wildfires for which a response was initiated, but no further action was taken because the fire did not actually exist, could not be located, was determined to be within another unit's jurisdiction, was not a wildland fire, or otherwise did not require additional action by the responding wildland fire resources.

5) Note regarding Prescribed Fires: Beginning with Calendar Year 2011, BIA no longer requires Prescribed Fires (Fire Type 4, Protection Type 8) to be reported on a DI-1202-BIA report, nor entered into the WFMI Fire Reporting module, as NFPORS is recognized as the sole system of record for prescribed fire data and reports. In the event that a prescribed fire is declared an escape and is reclassified as a wildfire, a DI-1202-BIA report must be prepared, reporting the acres burned from the point of reclassification to the time when the fire is declared out. The cause and narrative should indicate that the wildfire resulted from an escaped prescribed fire, referencing the corresponding NFPORS treatment number.

6) Note regarding fires formerly identified as Wildland Fire Use (WFU): With the 2009 *Guidance for Implementation of Wildland Fire Management Policy*, the term WFU was rendered obsolete, and all unplanned ignitions are considered to be wildfires. Current policy allows wildfires to be managed for multiple objectives and employ a wide range of strategies ranging from aggressive suppression to containment, confinement, monitoring, or combinations thereof (subject to any constraints identified in the local FMP). Starting in Calendar Year 2011, the DI-1202-BIA report, *BIA Fire Occurrence Reporting System Users Guide*, and WFMI Fire Reporting module no longer offers WFU (and its respective coding: Fire Type 4, Protection Type 9) as a valid fire type. Additional changes are planned for 2012 (or later) to further revise the fire reporting business to better align with the range of management objectives and strategies allowed under current policy. In the meantime, wildland fires that formerly would have been considered to be WFU incidents should now be classified as Fire Type 1, with an explanation in the remarks field if the incident was primarily managed for resource benefits or had multiple objectives. Although Fire Type 1 is generally defined as wildland fires suppressed, Protection Type 4 can be applied to those fires whose strategies primarily involved monitoring or reduced suppression response.

g. Specific reporting requirements, such as which data fields are mandatory, vary by incident type and are described in detail in the *BIA Fire Occurrence Reporting System Users Guide.*

h. The DI-1202-BIA report can be initiated at any time during an incident, and it must be completed shortly after the incident has concluded, and the information entered into the WFMI Fire Reporting module, per the deadlines noted below:

1) Wildfires (Fire Type 1): within 14 days after the fire is declared "out".

2) Natural Outs (Fire Type 2) and False Alarms (Fire Type 5): within 14 days after discovery, notification, or initial response.

3) Support Actions (Fire Type 3, Protection Type 7): within 14 days after the unit's resources have been released from the incident or other support activities have ceased.

4) For some incidents, required data may not be available within the deadlines noted above. For example, 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 DI-1202-BIA report and corresponding record in WFMI must be updated once the final data becomes available.

4. Incident Status Summary Reports (ICS-209)

In addition to the DI-1202-BIA report, large or otherwise significant incidents involving Trust lands may also require reporting on the Incident Status Summary (ICS-209) form, which is updated periodically while the incident is in progress.

The specific reporting criteria for ICS-209 reports are established by the National Interagency Coordination Center (NICC), the Geographic Area Coordination Centers (GACC), and, in some instances, the local interagency dispatch center. Some guidelines are provided here for general reference; however, units should adhere to the specific reporting criteria established by NICC and their respective GACC and local interagency dispatch center. In particular, reference the *National Interagency Mobilization Guide* and applicable GACC Mobilization Guide for more information.

Generally, ICS-209 reports are required for the following incidents:

a. Large wildfires:

    1) Fires 100 acres or larger burning in timber and other heavy fuels (i.e. Fuel Models 8-13)

    2) Fires 300 acres or larger burning in grass/brush (i.e. Fuel Models 1-7)

b. Incidents that have a Type 1 or Type 2 Incident Management Team assigned.

c. Other incidents of national significance.

d. Emerging incidents that are likely to imminently fulfill one or more of the criteria above.

Typically, the ICS-209 report for a fire is updated daily, unless the GACC or local dispatch center has a more frequent reporting requirement, which then should be observed.

For a long duration wildfire that has extended periods of relatively minimal activity (such as a fire managed predominately for resource benefits using a monitoring strategy), the ICS-209 report may be updated on a less than daily basis during periods of limited activity. In such cases, units are required to update the ICS-209 at least once weekly; however, an update must also be submitted when:

a. The fire reaches 1,000 acres in size.

b. For fires greater than 1,000 acres, the fire size has doubled since the last submitted ICS-209 report.

c. Resource commitment has significantly changed

d. Any other significant change has occurred (or is anticipated to imminently occur)

As with the DI-1202-BIA report, changes are planned for the ICS-209 report to better accommodate fires being managed for multiple objectives and employing multiple strategies; however, those changes have not been implemented yet. In the interim, special instructions are posted on NICC's Intelligence webpage (see the documents posted under the heading entitled "Interim Direction for Wildland Fire Reporting for the ICS-209" at http://www.predictiveservices.nifc.gov/intelligence/intelligence.htm)

5. Situation Report

All wildfires and acres burned must be reported daily in the FAMWEB Interagency Situation Report module. Typically, this information is provided to the local dispatch center or GACC, who, in turn, enters it into FAMWEB.

Wildfires and acres reported in FAMWEB's ICS-209 module are not automatically entered into the Situation Report module, so they must be accounted for separately. For large, long duration wildfires where ICS-209 reports are not submitted daily, the acres burned should be updated daily for the Situation Report.

If daily Situation Report data is omitted or submitted with errors, the necessary corrections must be reconciled in the subsequent day's year-to-date (YTD) statistics section, not in the daily fire statistics section.

6. Records Management for Fire Reports

The DI-1202-BIA reports and final ICS-209 reports are official records and must be managed and archived in accordance with formal records management requirements and guidelines.

While the WFMI Fire Reporting module and FAMWEB ICS-209 module are the designated systems of record for their respective fire occurrence data, the paper reports are the official records and, thereby, legal documents. Accordingly, it is not sufficient to only encode data directly into WFMI or FAMWEB – a paper record must also be created and retained. Also, it is important to ensure the data in WFMI and FAMWEB matches the data on the official (paper) reports. A common mistake occurs when errors are corrected or the data is otherwise updated in the electronic systems, but the paper reports are not updated in conjunction.

Given the increasing use of size-up checklists, incident commander organizers, and other customized forms, some managers have opted to enter data directly into WFMI and/or FAMWEB from these unofficial forms, then print out the reports that will be filed as the official record (rather than manually filling out a report form first). In such cases, these printed reports will suffice as official records, provided that they are signed in ink by the approving official, just as an original (manually-completed) report requires a signature.

Signed, hard-copy DI-1202-BIA reports and final ICS-209 reports, as well as other supporting incident records, are to be filed and maintained at the local unit per the requirements of the *Indian Affairs Records Management Manual* and the local Fire Maintenance and Disposition Plan. Additional guidance regarding wildland fire incident records can

be found on the National Wildland Fire Coordinating Group's Incident Records Management website:
http://www.nwcg.gov/policies/records/index.html

F. Fire Weather

The fire weather program is managed and coordinated by the BIA-NIFC Planning Section, which has one staff member designated as the national fire weather program manager. This program provides funding and technical support for the maintenance of station sensors and the accuracy of station data for the wildland fire program.

All field-level units will identify at least one permanent, NFDRS fire weather station for fire planning purposes. A listing of these designated weather stations is maintained by the BIA-NIFC Planning staff and will be updated annually.

Each Region will identify a Regional Point of Contact (RPOC), and each Agency/Tribe will identify a Local Point of Contact (LPOC) for fire weather and weather stations.

All federally supported weather station data can be viewed used by other agencies and the public at large. Currently, the Real-Time Observation Monitoring and Analysis Network (ROMAN) and MesoWest system provide the easiest access to station data for the previous 30 days.

http://raws.wrh.noaa.gov/roman/index.html
http://mesowest.utah.edu/index.html

1. Fire Weather Stations

a. Bureau and Tribal NFDRS Weather Stations

The BIA manages approximately 75 NFDRS weather stations scattered across the United States.

1) Remote Automated Weather Stations (RAWS) that contribute to Weather Information Management System (WIMS) for fire danger analysis will meet NFDRS standards as specified in the *NWCG Interagency Wildland Fire Weather Station Standards & Guidelines* publication (PMS 426-3). These standards are available at the following web site:

http://www.fs.fed.us/raws/standards.shtml

2) A national BIA contract, with a federal Contracting Officer Representative (COR)/BIA Fire Weather/RAWS coordinator, will provide for annual sensor exchange and maintenance with a vendor, currently, Forest Technology Systems LTD (FTS). Under the terms of the contract, the LPOCs will confirm any work that is done by accompanying the FTS technicians to the RAWS site, observing the maintenance performed, and signing the FTS site work sheet when work is completed.

3) Emergency repair of RAWS station or sensors will be handled on a case by case basis.

4) BIA Regional Offices and their field-level units will ensure their RAWS meet NFDRS standards. Each unit is accountable for managing the weather stations that are on its land. This responsibility includes properly locating stations, security, hardware maintenance, and data management. Station information, status, and maintenance records must be maintained, per NFDRS standards, in the WFMI Weather module, which replaced the Automated Sorting, Conversion and Distribution System (ASCADS) in 2010. After site visits, FTS will use the NIFC Asset Management System (NAMS) to track sensor parts and record station maintenance actions, per the NFDRS standards. FTS will forward its site visit reports to the BLM RAWS Depot for input into NAMS (and changes are underway to allow FTS to directly enter this information into NAMS via the WFMI Weather portal).

5) Regional Offices will work with the GACCs and/or local interagency dispatch centers to ensure all fire-prone areas are adequately represented in the weather station network and to minimize unnecessary overlap of station coverage.

6) Regional Offices and their field-level units will coordinate with their GACC Predictive Services staff and/or the National Weather Service (NWS) to ensure weather observation quality and the maintenance of station catalog information in WIMS.

7) Existing NFDRS stations should not be relocated without first consulting the NWS, GACC Predictive Services, and affected cooperators.

8) If a station quits working or its equipment malfunctions, the LPOC can receive reports (non-compliance report, station event report) from NAMS. When an LPOC becomes aware of a station malfunction or other potential problem, he/she should notify FTS (800-548-4264) within three days. Coordination with FTS and a site visit by the LPOC should determine station

equipment or sensor needs. The LPOC should contact the Bureau's national fire weather program manager (208-387-5558) if damaged sensors need replaced or if an FTS technician needs to visit the site (other than the regularly-scheduled annual site visit). If it is not practical to reach the site due to snowpack or other environmental concerns, the RAWS should be repaired as soon as practical.

b. Non-NFDRS Weather Stations

In the Bureau's managed inventory, there are 20 non-NFDRS weather stations, which are mostly portables and are mainly used for large wildfires and prescribed fires.

1) Non-NFDRS stations do not have to have a NWS station number or a station catalog in WIMS, but units may establish them as needed.

2) Non-NFDRS weather stations, such as portable or research 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 Interagency Wildland Fire Weather Station Standards & Guidelines* (PMS 426-3) publication. The maintenance will be documented in the WFMI Weather module.

c. Incident and Project National Cache RAWS

In addition to the Bureau's managed inventory of weather stations, portable RAWS stations are available through the national cache system for use on projects, fires, and other incidents. These RAWS units are the older Handar/Visila models.

These may be ordered through the national ordering process, using a supply resource order initiated with the local interagency dispatch center. The stations are ordered with RAWS Technicians, who typically deliver, set-up, and (ultimately) take down the equipment. Include the FireCode when ordering for a wildland fire. For project use, a national management code has been established through a BIA agreement with BLM RAWS Depot. Contact the BIA national fire weather program manager (208-387-5558) for that code before ordering. Consult the *National Interagency Mobilization Guide* for additional ordering instructions.

The borrowing unit must return incident and project RAWS to the national cache as soon as it is no longer needed or prior to the onset of winter.

d. Weather Station Management Guidelines

In addition to the information above, the following general guidelines should be observed for weather stations managed by BIA and Tribal units:

1) Training and reference materials:

    a) Units that host fire weather stations are encouraged to obtain WIMS and NFDRS training for the LPOC and other interested staff.

    b) The FTS technicians will provide field training during their annual site visit to maintain a unit's weather station.

    c) Multi-unit training may be requested through the BIA national fire weather program manager.

    d) The interagency RAWS website provides information on training, maintenance etc. In addition, personnel can receive timely information via email by subscribing to the RAWS Newsletter. http://raws.fam.nwcg.gov/

2) Weather data must be archived on a daily basis in WIMS.

3) Weather station metadata: Metadata is information that defines the weather station location, name, site characteristics (slope, elevation, and aspect), contact information, data transmission, and many other attributes. Metadata is contained in the WIMS Station Catalog and in WFMI Weather module. Units need to ensure that metadata in WIMS and WFMI match (that is, WFMI and WIMS are not linked, so the information must be entered manually in both systems).

4) Weather station naming conventions:

    a) To ensure the continuity with historic records, the names of existing stations should not be changed without a good justification. Proposed name changes must have the concurrence of the BIA national fire weather program manager.

    b) New weather stations should be named after the nearest local geographic feature.

c) 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, where "MTCRA" represents Crow Agency in Montana and "Port1" represents a unique number to identify the station. If another portable RAWS was deployed at Crow Agency, the name of that station would then be MTCRA_Port2. Portable stations should not be renamed when relocated on the unit or temporarily assigned to another unit.

d) For weather data collection and archiving standards for NFDRS, refer to the *NWCG Interagency Wildland Fire Weather Station Standards & Guidelines* (PMS 426-3) publication and the *WIMS Web Application User Guide*.

5) When any station (i.e. including portable stations), is to be moved to a different location, the LPOC must notify the BLM RAWS Depot Help Desk (208-387-5475) before the station is shut down. Following the relocation, the LPOC must provide the Help Desk with the new location information and the time of reactivation.

6) Station identifiers:

a) When a station identifier is needed, contact the contact the BIA national fire weather program manager (208-387-5558), who will coordinate the request with the appropriate entities, including the GACC Predictive Services staff.

b) For a National Environmental Satellite, Data, and Information Service (NESDIS) station identifier, the BIA national fire weather program manager will process the request through the BLM RAWS Depot Coordinator. Once assigned, a NESDIS number should not be changed for any station, unless that station is moved to a new location.

c) The NWS station identifier number (such as 230612) for new RAWS will be obtained from the NWS office for the county the RAWS is located in, and is only needed for permanent NFDRS stations.

APPENDIX 3-1
Interagency FMP Template
April 9, 2009

Federal wildland fire policy requires that every area with burnable vegetation must have a fire management plan (FMP). Fires in areas without approved FMPs must be suppressed. Each plan will be based on the area's approved land management plan; in the absence of such a plan, the FMP may stand alone. Wildland fire management planning activities and program components (e.g., fuels management, initial response, etc.) for each agency will be coordinated across administrative boundaries.

Purpose of an FMP - The fire management planning process and requirements may differ among agencies. However, for the following federal agencies, Forest Service (FS), Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), U.S. Fish and Wildlife Service (FWS), and the National Park Service (NPS), a common purpose of a fire management plan is to provide decision support to aid managers in making informed decisions on the management of wildland fires. The FMP includes a concise summary of information organized by individual fire management unit (FMU) or grouping of FMUs.

In addition, for the Department of Interior (DOI) agencies (BIA, NPS, FWS and BLM), the FMP contains strategic and operational elements that describe how to manage applicable fire program components such as: response to unplanned ignitions, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation programs. The Forest Service will have related information in separate fire management reference documents.

Each FMP will evolve over time as new information becomes available, conditions change on the ground and/or changes are made to land/resource management plans.

Purpose of the Interagency Fire Management Template -

The purpose of the interagency fire management plan template is to provide a framework to facilitate cooperation across administrative boundaries. This template provides the minimum standard for FMP structure and content. The FMP has differing audiences and detail depending upon program complexities, agency need and direction. This template is designed to incorporate agency flexibility. Each agency may expand on this common template to meet agency specific needs, and that agency's approved template will dictate the final requirements for a unit's FMP.

All agencies are required to use Chapters 1, 2, and 3 with the major headings below (in bold). DOI agencies are required to also use Chapters 4 and 5, and may opt to add additional chapters or sections if deemed necessary.

1. Introduction

The intent of this Chapter is to introduce the reader to the area covered by the FMP.

- State the reasons for developing the FMP.

- Provide a general description of location of the area covered by the FMP with vicinity map and agencies involved.

- Briefly describe land ownership, significant resources, mission or direction for the area and different management designations (e.g. wilderness, timber harvest areas, research natural areas, cultural/religious areas, habitat management areas) for agencies participating in the planning effort.

2. Policy, Land Management Planning and Partnerships

The intent of this Chapter is to establish the linkage between higher level planning documents, legislation and policies and the actions described in the document.

2.1 Fire Policy

Identify sources of guidance and direction that relate to actions described in the FMP.

These may include:

- national interagency and departmental policy (e.g. National Fire Plan, Departmental manuals),

- agency specific policies (e.g. Handbooks, Manuals, Direction, strategic plans)

- unit specific policies (e.g. tribal direction, unit specific CFRs), and

- compliance and authorities (e.g. National Environmental Policy Act (NEPA), National Historic Preservation Act (NHPA), Endangered Species Act (ESA) and any programmatic agreements involved).

2.2 Land/Resource Management Planning (LMP)

Identify documents that relate to the area covered by the FMP including interagency efforts.

Examples include:

- land management plans,

- habitat management plans,

- resource management plans,

- forest management plans,

- comprehensive conservation plans, and

- regional management plans such as the Northwest Forest Plan.

2.3 Partnerships

Identify any internal and external fire management partnerships or planning teams that helped you develop this FMP. This information documents the level of cooperation occurring.

Examples include:

- interagency planning teams (e.g. local groups that share boundaries, FPA partners),

- non-federal agencies/departments,

- tribal government, and

- internal interdisciplinary planning teams.

3. Fire Management Unit Characteristics

This chapter is split into two sections. The first section, (Section 3.1), deals with information common to the entire planning area. The second section, (Section 3.2), contains information unique to individual FMUs. Sections 3.1 and 3.2 must be used together for a complete representation of FMU characteristics and management (see NWCG glossary for the definition of FMU).

The primary purpose of developing FMUs in fire management planning is to assist in organizing information in complex landscapes. The process of creating FMUs divides the landscape into smaller geographic areas to more easily describe physical, biological, and social characteristics, and depict associated planning guidance based on these characteristics. The information contained in these sections may be used for incident decision support (e.g. Wildland Fire Decision Support System (WFDSS)), and incident management.

If possible, FMUs should be developed through interagency efforts and interactions consistent with each unit's land management objectives to facilitate cooperative fire management across boundaries.

As an FMP is being written, local planners will determine the amount of detail to be included in the area-wide considerations section (3.1) versus the detailed FMU section (3.2). For example, an area of low complexity may have most or all of the information outlined in the area-wide section (3.1), and little additional information outlined in the individual FMU section (3.2). Conversely, large complex landscapes may have few common characteristics and considerations between FMUs, and may have most information contained in the FMU specific sections.

3.1. Area-wide Management Considerations

The intent of this section is to document overall wildland fire management program guidance and characteristics common to all FMUs. Section 3.2 provides opportunity to discuss FMU specific characteristics.

a. Describe fire management related goals, objectives, standards, guidelines, and/or desired future conditions as found in the appropriate LMP(s) that apply across all FMUs. Include fire management related goals that may come from non-fire program areas within the LMP or other planning documents.

Examples of these goals, objectives, standards, guidelines, and desired conditions are:

- firefighter and public safety,

- using fire to restore ecosystem health,

- response to unplanned ignitions,

- management actions that will be implemented to ensure cost effectiveness of the fire management program,

- desired plant community composition and structure, and

- constraints common to all FMUs (e.g. restrictions on retardant use, preventing spread of invasive species through washing of vehicles).

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

c. Describe common characteristics (e.g. topography, fuels, prevailing winds) that may occur across all FMUs.

3.2 Fire Management Unit - Specific Descriptions

The intent of this section is to describe the unique characteristics of each FMU. The organization within this section is at the discretion of the agency. It should be made clear and noted in this section that information contained in 3.1 is applicable and additive to information contained in 3.2. The purpose of the notice would be to alert the reader/user that the following FMU information may not stand-alone.

FMU characteristics must be described. Examples are:

a. physical and biological description of FMU (e.g. topographic features, fuel types, special conditions that may result in extreme fire behavior, access, Fire Regime Condition Class (FRCC), high value concerns, special areas),

b. jurisdictional boundaries (e.g. adjacent or intermingled federal, private, tribal, state, county ownership),

c. communities and other values at risk within and adjacent to FMU, and

d. fire behavior and weather descriptions (e.g. Energy Release Component (ERC) tables, past fire behavior and perimeter histories, control problems).

FMU management guidance must be described. Examples are:

a. FMU specific objectives (e.g. response objectives, fire intensity levels, fire frequency concerns),

b. FMU specific desired conditions (e.g. desired vegetation conditions),

c. description of approved wildland fire management strategies, (use of wildland fire to achieve resource benefits and fuels treatments such as prescribed fire, mechanical or other treatments),

d. potential size and scope of vegetation treatments to meet both fire and land management goals,

e. FMU specific guidelines, constraints, or mitigation considerations (e.g.
    Minimum Impact Suppression Techniques (MIST), minimum
    suppression in special areas, retardant or chemical limitations, etc.),
    and

f. Burned area emergency stabilization and rehabilitation considerations if
    applicable, for example:

- emergency post-fire hydrological and geological concerns (e.g.
  potential for flash floods and debris flows),

- values to be protected such as T&E species, cultural concerns,
  wilderness, areas of special concern, water quality, invasive
  species, infrastructure,

- potential treatments which may include preapproved treatments
  from programmatic plans (e.g. site stabilization treatments, public
  warning systems, point protection, seeding, herbicide application),

- allowable actions or local restrictions.

FMU safety considerations must be described. Examples are:

a. gas lines,

b. power lines,

c. mine shafts,

d. aviation hazards,

e. restricted access due to hazards, and

f. poisonous plants and venomous animals.

Detailed operational information may be contained in this section, or it may
be placed in an appendix and referenced here. Examples include:

a. permanent repeater locations, recommendations of successful
    temporary sites,

b. radio frequencies,

c. radio 'dead spots',

d. communication plan,

    e.   evacuation plan,

    f.   water dip sites,

    g.   helispots,

    h.   remote automated weather stations (RAWS), and

    i.   potential fire camp locations.

4. Wildland Fire Operational Guidance

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document the procedures used in the area covered by the FMP to implement the wildland fire management program. The following sections and subsections should be addressed in this chapter, or a reference should be cited where this information can be found (e.g. in an appendix).

4.1. Management of Unplanned Ignitions

Describe or reference program procedures that will be in place for planning for and responding to unplanned fires. Procedures to be included are dependent on local and interagency needs.

4.1.1 Preparedness

Examples include:

- preparedness (including training, qualifications, readiness, detection and aviation),

- cooperative or mutual aid fire management agreements,

- cost apportionment agreements,

- protection agreements,

- cross-boundary fire agreements,

- size up, initial response and extended response procedures,

- records management,

- Pre-planning and data acquisition for incident decision support processes and tools (e.g. WFDSS), and

- public interaction (e.g. information plans, Community Wildfire Protection Plans (CWPPs) or equivalent).

4.1.2 Incident Management

Examples include:

- dispatching/obtaining resources (e.g. interagency dispatch centers, interagency teams, MAC groups),

- prioritizing allocation of resources,

- use of decision support tools (e.g. WFDSS, Farsite, Rapid Assessment of Values At Risk (RAVAR), etc.),

- processes for complying with regulatory requirements (e.g. smoke management, State Historic Preservation Office (SHPO), ESA),

- fire reporting requirements (forms such as 209s, 1202s, and updating systems of record such as Wildland Fire Management Information (WFMI) and Fire Management Information System (FMIS), and

- process for addressing suppression activity damage such as repairing firelines, camp clean up and stabilization, and other related damage needing immediate repair that are a direct result of fire management operations.

4.1.3 Emergency Stabilization

Immediate post wildfire actions needed to minimize the threat to life and health and prevent unacceptable degradation to natural and cultural resources (see *Interagency Burned Area Emergency Response Guidebook*).

Examples include:

- Planning and burned area assessments (anticipated data and technical specialists needed),

- Anticipated post-wildfire issues and values to be protected,

- Treatment maintenance and monitoring, and

- Reporting requirements (accomplishment reports and National Fire Plan Operations and Reporting System (NFPORS)).

4.2. Burned Area Rehabilitation

Describe or reference applicable post-wildfire burned area rehabilitation
(BAR) actions to repair or improve wildfire damaged lands unlikely to recover
naturally or minor facilities damaged by the fire. Use the *Departmental
Manual* (620 DM 3) and agency-specific direction for guidance. Also see
Interagency Burned Area Rehabilitation Guidebook. Note that specific
approved BAR treatments (i.e. three year plan) and constraints and
recommendations are contained within either the area-wide (Section 3.1) or
specific (Section 3.2) FMU descriptions.

Examples include:

- BAR planning requirements (e.g. technical specialists needed,
  timelines, data needs, etc),

- process and thresholds for determining ES and BAR teams,

- regional coordinator contact information,

- local resource specialist positions that may assist the teams,

- anticipated post-wildfire rehabilitation issues,

- standardized monitoring protocols,

- requirements for planning,

- funding processes,

- reporting requirements (accomplishment reports and NFPORS),

- Native American consultation,

- Endangered Species Act Consultation,

- National Environmental Policy Act (NEPA), and

- Public information and public concerns.

4.3. Management of Planned Fuels Treatments

Describe or reference planning and implementation processes for fuels treatments by mechanical, chemical, biological or prescribed fire methods. Procedures to be included are dependent on local needs.

Examples include:

- processes to identify and prioritize fuels treatments (e.g. consultations with communities, use CWPPs, interdisciplinary teams, risk assessments and mitigation plans),

- procedures for implementing prescribed fire (e.g. requirements for development of burn plan, responsibilities for preparing and approving prescribed fires, requirements for safety, qualifications, interagency prescribed fire guidance),

- procedures for planning, preparing and implementing non-fire treatments

- process for complying with regulatory requirements (e.g. NEPA, smoke, SHPO, ESA),

- treatment effects monitoring description,

- reporting requirements (NFPORS) and agency specific systems,

- fuels committees or local coordinating or special interest groups,

- funding processes.

4.4. Prevention, Mitigation and Education

Describe or reference wildland fire prevention, education, and mitigation strategies. Procedures to be included are dependent on local agency needs.

Examples include:

- human caused ignition patterns and problems,

- fire investigation policies and procedures,

- closures/restricted access process,

- burn permit systems,

- law enforcement operating procedures and agreements,

- community involvement,

- Firewise,

- annual meetings with public, other agencies and local fire districts,

- education programs,

- community grant programs and assistance,

- CWPPs,

- memorandum of understanding (MOU),

- funding processes, and

- reporting requirements.

5. Monitoring and Evaluation

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document processes for determining whether the FMP is being implemented as planned and fire-related goals and objectives are being achieved. Information obtained from monitoring and evaluations is used to update the FMP and land management plans.

Describe monitoring processes that will be used to measure achievement of FMP objectives. Procedures to be included are dependent on local agency needs.

Processes may include:

- fire and non-fire treatment effects monitoring including broader scale long-term monitoring based on fire and land management objectives,

- collaboration with other disciplines for monitoring broader resource management objectives,

- information on annual performance (e.g. annual targets), and

- annual process to review and/or update the FMP, including triggers for major revisions.

Glossary

Use NWCG on-line glossary for common terms. Include full definition and references for agency or unit specific terminology.

References Cited (as appropriate)

Appendices – Optional

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

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.

2. Responsibility and Procedure

a. Agencies 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. 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.

c. 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.

d. 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.

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

3. Agreement Elements

Agreements are prepared to enhance safety, effectiveness, and efficiency in fire management operations. The following elements should be addressed in each agreement:

a. The authorities appropriate for each party to enter into an agreement.

b. The roles and responsibilities of each agency signing the agreement.

c. An element addressing the cooperative roles of each participant in prevention, pre-suppression,, suppression, fuels and prescribed fire management operations.

d. 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.

e. 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____.

f. 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.

g. Termination Procedure - The agreement shall identify the duration of the agreement and cancellation procedures.

h. A signature page identifying the names of the responsible officials shall be included in the agreement.

4. Types of Agreements

a. National Agreement.-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). This and other national agreements give substantial latitude while providing a framework for the development of state and local agreements and operating plans.

b. Regional, state and local cooperative agreements.-Shall be developed for mutual assistance. These agreements are essential to the fire management program. Concerns for area-wide scope should be addressed through these agreements.

c. Emergency Assistance Agreements.-Approved, established reimbursable agreements are the appropriate and recommended way to provide emergency assistance. If no agreements are established, refer to your agency administrator to determine the authorities delegated to your agency to provide emergency assistance.

d. Contracts.-Contracts may be used where they are the most cost-effective means of providing for protection commensurate with established standards. A contract, however, does not absolve an agency administrator of the responsibility for managing a fire program. The office's approved fire management plan must define the role of the contractor in the overall program.

   Contracts should be developed and administered in accordance with federal acquisition regulations. In particular, a contract should specify conditions for abandonment of a fire in order to respond to a new call elsewhere.

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

5. 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, a common designated radio frequency identified in the AOP should be used for incident communications. In some cases, because of equipment availability/ capabilities, departments/ agencies may have to use their own frequencies for tactical operations, allowing the "common" frequency to be the link between departments. It is important that all department /agencies change to a single frequency or establish a common communications link as soon as practical.

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.")

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

1) 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.

2) According to the National Incident Management System (NIMS) Integration Center, emergency management and response personnel already trained in the Incident Command System (ICS), using the NIIMS ICS curriculum model do not need retraining if their previous training is consistent with the Department of Homeland Security (DHS) standard.

g. Reimbursement/Compensation

1) Compensation shall be as close to actual expenditures as possible. This should be clearly identified in the AOP. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

2) 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.

h. Agency Reviews and Investigations

Annual operating plans should describe processes for conducting agency specific reviews and investigations.

i. Dispatch Centers

Dispatch centers will ensure all resources know the name of the assigned IC and announce all changes in incident command. Geographic Area Mobilization Guides, Zone Mobilization Guides and Local Mobilization Guides should include this procedure as they are revised for each fire season.

6. 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.

7. Emergency Assistance to Other Jurisdictions

a. In any emergency, the President may:

1) 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.

2) Coordinate all disaster relief assistance (including voluntary assistance) provided by federal agencies, private organizations, and state and local governments.

3) Provide technical and advisory assistance to affected state and local governments for–

   a) The performance of essential community services;

   b) Issuance of warnings of risks or hazards;

   c) Public health and safety information, including dissemination of such information;

   d) Provision of health and safety measures; and

   e) Management, control, and reduction of immediate threats to public health and safety.

4) Provide emergency assistance through Federal agencies.

5) Remove debris in accordance with the terms and conditions of section 407 (42 U.S.C. § 5173).

6) Provide assistance in accordance with section 408 (42 U.S.C. § 5174) and ((Pub. L. 106-390, § 206(b), October 30, 2000)).

7) 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.

8. Federal Emergency Management Agency and the WFM Program

a. Providing Assistance:

1) 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.

2) 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.gov/government/tribal/index.shtm

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/policies/preparedness_reviews/checklists.htm

b. Readiness reviews consist of several major elements of which safety is the most important. The checklists include the following:

1) Checklist 1 - Agency Administrator
2) Checklist 2 - Fire Management Administration
3) Checklist 3 - Geographic Area Coordination Center
4) Checklist 4 - Aviation Management
5) Checklist 5 -
6) Checklist 6 –Safety Officer
7) Checklist 7 - Training
8) Checklist 8 - Aviation Base Review
9) Checklist 9 - Individual Firefighter
10) Checklist 10 - Dispatch
11) Checklist 11 - Engines
12) Checklist 12 - Interagency Hotshot Crew
13) Checklist 13 -
14) Checklist 14 - Smokejumper
15) Checklist 15 - Helicopter Module
16) Checklist 16 - Dozer
17) Checklist 17- Hand Crew Non-IHC

Optional Materials

1) Drills & Skills - Drills Summary
2) Drill 1 - Initial Response Protocol
3) Drill 2 - Initial Report from Scene
4) Drill 3 - Briefing – Risk Management
5) Drill 4 – Mobile Attack
6) Drill 5 – Stationary Attack – Hose lay
7) Drill 6 – Foam Use
8) Drill 7 – Spot Fire
9) Drill 8 – Line Construction
10) Drill 9 – Portable Pump exercise
11) Drill 10 – Helitack Initial Attack
12) Drill 11 – Helitack Bucket
13) Drill 12 – Helitack Helispot
14) Drill 13 – Helitack Long Line
15) Drill 14 – Helitack Personnel
16) Drill 15 - Dispatch
17) Skill 1 – Engine Inspection
18) Skill 2 – Hand tool Safety Checks
19) Skill 3 – Firing Devices
20) Skill 4 – Belt Weather Kit
21) Skill 5 – Hydraulics
22) Skill 6 – Fire Shelter Use
23) Skill 7 – Pump and Flow Test

Potential Fire Program Review Materials

1) Severity Audit Checklist
2) 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:

1) Provide guidance to ensure fire and aviation programs are conducted safely.

2) Review compliance with Occupational Safety and Health Administration (OSHA) abatement plans, reports, reviews and evaluations.

3) 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 the *NWCG Interagency Incident Business Management Handbook* (IIBMH) and DOI AD Pay Plan. The National office is responsible for oversight and may request Regional reviews to assure proper use of the emergency hiring authority.

Oversight management of the AD program must insure correct use of emergency fire suppression, severity, Burned Area Emergency Response (BAER) all hazard incident and hazardous fuels accounts. The BIA NIFC Incident Business Lead is the point of contact for Interagency Incident Business Management and AD pay plan issues, conducting Incident Business assistance reviews and participating in Regional reviews connected by BIA NIFC.

F. FireCode

1. 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 wildfire. 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.

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. 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. The BIA National Business Center will pre-load FireCode numbers into the Federal Financial System (FFS) in place of fire numbers starting October 1, 2010.

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

2. 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**.

The following common situations identify when and how FireCodes are to be used.

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

1) 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. The FireCode is not the fire number for BIA. 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.

2) All resource orders will include the FireCode that is assigned to an incident in the "financial code block" of the Resource Order Form.

3) 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.

4)   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.

5)   A fire report must be created for each wildfire in WFMI. The fire report form will require the entry of a FireCode.

6)   If the wildfire is a false alarm you must create a fire report in WFMI. BIA-NIFC will generate one false alarm FireCode for each region, at the beginning of each fiscal year. The regional false alarm FireCode will be used for each false alarm fire report in WFMI.

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).

1)   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.

2)   BIA/Tribal units will create a support action fire report in WFMI when responding to another unit's wildfire.

3)   The FireCode will be on the Resource Order Form in the "financial code block" or will be provided by the host unit.

4)   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).

1)   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.

    2)   BIA/Tribal units will create a support action fire report in WFMI when responding to another unit's wildfire.

    3)   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.

    4)   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).

    1)   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.

    2)   BIA/Tribal units will create a support action fire report in WFMI when responding to another unit's wildfire.

    3)   If a resource order is created the FireCode will be identified in the "financial code block" of the Resource Order Form.

    4)   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.   Short Term Severity -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.

    1)   At the beginning of each fiscal year, BIA-NIFC will generate one short term severity FireCode for each region.

    2)   Each region will use the short term severity FireCode to cover local short term severity needs relating to employing additional personnel.

3) Request to use the short term severity FireCode must be made to the Regional FMO, or their acting, and approval given before the FireCode is to be used.

4) 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. For each short term severity use through the fire season, a support action fire report must be entered in WFMI.

5) 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. Long Severity FireCodes will be used by BIA resources to identify all costs related to approve BIA wildfire severity actions.

1) All severity requests will 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.

2) The FireCode will be used to charge all authorized financial obligations for readiness under the severity request

3) If additional resources are ordered by BIA for severity through the interagency resource ordering process, the approved severity FireCode will be entered on the Resource Order Form in the "financial code block" by the BIA unit.

4) If a BIA Agency/Tribe responds to another BIA Agency/Tribe 's severity request, the responding BIA Agency/Tribe will use the hosting Agency/Tribal unit's FireCode to charge all financial obligations.

5) 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.

      6)   A support action fire report needs to be completed in WFMI for each severity action.

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

      1)   BIA units must use the FireCode with their organizational code to charge obligations for EFF training.

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

      3)   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.

   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.

      1)   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.

      2)   One FireCode per Region will be established for the USDA Forest Service. Regions will use the FireCode generated for the USDA Forest Service for each fire season.

      3)   The FireCode will be used to charge all authorized financial obligations for readiness under the severity request.

      4)   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.

      5)   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 (ES) and rehabilitation (BAR) actions.

     1)   When BIA resources are requested in support of approved BIA ES or BAR projects, BIA units will use the incident FireCode and NIFC will notify the Region of the authorized funding level.

     2)   The FireCode will be used to charge all authorized financial obligations for ES and BAR activities under the approved plan.

     3)   The 4 characters from FireCode will be used when entering accounting obligations into the FFS. Compact/Contract Tribes will use the FireCode to identify their respective ES/BAR costs when reporting to the Regional office.

     4)   A support action fire report needs to be completed in WFMI for BAER (ES) actions when off trust lands (WFMI code 37).

     5)   A support action fire report does not have to be completed for rehabilitation (BAR) 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

     1)   A predetermined response of resources based on fire danger should be developed and documented prior to fire season.

2) 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.

3) 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.

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

        1)   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 same as fire management zones (FMZ's) developed in the fire preparedness planning process.

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

H. Seasonal Risk Analysis

1. Introduction

A Seasonal Risk Analysis (SRA) 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.

Information from a SRA can be used to modify the Annual Operating Plan (AOP), step-up and pre-attack plans. It provides the basis for actions such as prepositioning critical resources, requesting additional funding, or modifying Memoranda of Understanding (MOU) to meet anticipated needs.

Each unit 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:

    a.   NFDRS (or CFFDRS) index values (ERC, BI)

    b.   Temperature levels

    c.   Precipitation levels

    d.   Humidity levels

    e.   Palmer Drought or Standardized Precipitation Index

    f.   1000-hour fuel moisture (timber fuels)

g. Vegetation moisture levels

h. Live fuel moisture (brush fuels)

i. Curing rate (grass fuels)

j. Episodic wind events (moisture drying days)

k. Unusual weather events (early severe frost)

l. Fires to date

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.

If the SRA suggests an abnormal fire season might be anticipated, a unit should notify the state/regional office and request additional resources commensurate with the escalated risk. SRA for each geographic area are prepared, issued, and updated each year by GACC Predictive Service staffs. These analyses consider detailed information for each of the Predictive Services Areas (PSA) within the geographic area.

Seasonal Assessment Workshops are conducted to facilitate these seasonal outlook reports. Local risk analyses should be compiled at the state/regional office to determine the predicted fire season severity within the state/region, and then forwarded to the respective national office for use in determining national fire preparedness needs. Risk analysis is ongoing. It should be reviewed periodically and revised when significant changes in key indicators occur. All reviews of seasonal risk analysis, even if no changes are made, should be documented.

I. 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:

a. Preparedness plans (fire management plan, fire danger operating plan, annual operating plan, etc.) indicate the need for additional preparedness/suppression resources. The plan(s) should identify thresholds for severity needs.

b. Anticipated fire activity will exceed the capabilities of local resources.

c. Fire seasons that either start earlier or last longer than planned in the fire management plan.

d. An abnormal increase in fire potential or danger not planned for in existing preparedness plans.

2. Objective

The objective of fire severity funding is to mitigate losses by improving suppression response capability.

When suppression resources that were acquired through the approved fire planning process (e.g. NFMAS, 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. Interagency Severity Requests

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

4. Requesting Fire Severity Funding

Fire severity funding requests should be submitted on the Interagency Severity Funding Request Form (Appendix 4.1 and at http://www.nifc.gov/policies/severity.htm, 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.

Requests are for a maximum of thirty days. Regardless of the length of authorization, use of severity funding must be terminated when abnormal conditions no longer exist. If the fire severity situation exceeds thirty day, the unit must submit a request for extension with supporting documentation or prepare a new severity request.

Modifications and extensions of existing requests should be made using the same request procedures.

Short term Severity procedures differ and are outlined in section I-7 below.

5. Typical Uses

Severity funds are typically used to:

a. Increasing prevention activities.

b. Temporarily increase seasonal GS and permanent firefighting staffing levels.

c. Pay for standby.

d. Preposition initial attack suppression forces.

e. Provide additional aerial reconnaissance.

f. Provide for standby aircraft availability.

6. Authorization

Authorization to use severity funding is provided in writing, based on a written request with supporting documentation. Authorization is approved on a project by project basis by the Director, Branch of Fire Management and a FireCode is generated by BIA-NIFC.

7. Short Term Severity Funding

BIA-NIFC will generate a short term severity FireCode to meet the short-term severity needs (e.g., wind events, cold dry front passage, lightning events, and cultural events expected to last less than one week).

Regional Directors and Superintendents are responsible and accountable for ensuring that these funds are only used to meet short term severity needs. Resources must be released and funding activities terminated when short term severity conditions no longer exist. Regional Offices will establish procedures for approval/monitoring of short term severity usage/funds within their respective regions.

8. National Level Severity Funding

The BIA-NIFC office is authorized to allocate severity funds in emergency operations, 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.

a. Appropriate Fire Severity Funding Charges

1) Appropriate labor charges include:

a) Regular pay for non-fire personnel.

b) Regular pay for seasonal/temporary fire personnel outside their normal fire FMPA activation period.

c) Overtime pay for all fire and non-fire personnel.

d) Overtime pay for severity funded personnel will be paid by severity funds, unless the personnel are assigned to a wildfire.

e) Overtime pay must be based on need. **It is not guaranteed**.

f) Severity funded personnel and resources must be available for immediate initial attack regardless of the daily task assignment.

g) Severity funded personnel and resources **will not** use a severity cost code while assigned to wildfires. The wildfire FireCode number will be used.

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

2)   Appropriate Vehicles and Equipment charges

    a)   GSA rental and mileage,

    b)   Hourly rate or mileage for agency-owned vehicles

    c)   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.

3)   Appropriate Aviation charges

    a)   Contract extensions.

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

    c)   Preposition flight time.

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

4)   Travel and Per Diem

Severity funded personnel in travel status are fully subsisted by the government in accordance with Bureau regulations. Costs covered include:

    a)   Lodging.

    b)   Government provided meals (in lieu of per diem).

    c)   Airfare (including returning to their home base).

    d)   Privately owned vehicle mileage (with prior approval).

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

5)   Prevention Activities

These include:

    a)   Funding Prevention teams, (Preventions teams will be mobilized as referred in the National Interagency Mobilization Guide, Chapter 20).

   b)   Implementing local prevention campaigns, to include community risk assessment, mitigation planning, outreach and education.

   c)   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.

b.   Inappropriate Fire Severity Charges

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

   2)   Administrative surcharges, indirect costs, fringe benefits.

   3)   Equipment purchases.

   4)   Purchase, maintenance, repair or upgrade of vehicles.

   5)   Purchase of telephones.

   6)   Purchase of pumps, saws, and similar suppression equipment.

   7)   Aircraft availability during contract period.

   8)   Cache supplies which are normally available in fire caches.

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

   10) Solicited equipment allows for use on nationwide fire suppression, all-hazard incidents and severity. Pre-season EERAs / Incident Only EERAs may not be used for severity use or hazardous fuels projects. Long term rehabilitation projects require a separate solicitation for equipment.

9. Labor Cost Coding for Severity Funded Personnel

a. 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.

b. 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.

c. 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.

d. 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.

10. Documentation

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

11. 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

J. 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.   Frequencies in Day to Day Operations

        1)   Frequency assignments for normal day to day and initial attack operations are made on a permanent basis and are requested through the normal Radio Frequency Authorization process from the agency, regional or national level designated frequency management personnel.

        2)   Air operations initial attack frequencies, both AM and FM, will be assigned by the NIFC CDO. These assignments will be on an interagency basis and coordinated with the GACCs.

        3)   These frequencies are managed by the local, regional, or state communications officer.

    b.   Mutual-aid frequencies

        1)   Agreements for frequency sharing can be made at the local level. However, mutual-aid frequency sharing agreements are only valid in the specific location where they originated.

2) These agreements do not authorize the use of a shared frequency other than in the specified local area. A NIIMS form PMS 903-1/NFES 1519 "Radio Frequency Sharing Agreement" is available and may be used for this purpose. NIFC national fire frequencies are not to be used for these agreements. The only exception may occur when an agency holds a National Telecommunications Information Agency (NTIA) Radio Frequency Authorization (RFA) for a frequency that is included in the NIFC Channeling Plan. If this occurs notification and coordination with the NIFC CDO is requested

c. Incident Management

1) National level coordination and assignments of incident frequencies is the responsibility of the National Interagency Incident Communications Division (NIICD) and is managed by the National Interagency Fire Center (NIFC) Communications Duty Officer (CDO).

2) When communications requirements exceed normal operations the CDO may request Geographic Area Coordination Centers (GACC) to assign a Communication Coordinator (COMC) to facilitate geographic area frequency management. Additional information may be found in the *National Interagency Mobilization Guide*.

3) Type1 and 2 incident frequencies are assigned by the CDO and are managed by a qualified Communications Unit Leader (COML). The COML will request, assign, and report all frequencies used on the incident to the NIFC CDO/COMC. This will include the request and assignment of all aircraft frequencies. Frequency use will be documented on the ICS-205 Incident Radio Communications Plan and on ICS-220 Air Operation Summary forms. These forms will be available to fire personnel.

4) Type 3 incidents, or other incidents that do not have an assigned COML, will coordinate and request all frequency and communication equipment needs through the COMC and/or the NIFC CDO.

5) If additional frequencies are required, the COML will order them through the established ordering process.

6) Additional frequencies for any operation may be available on a temporary basis, and may be requested by the NIFC CDO from the Washington Office (Spectrum) managers when:

a) The NIICD national frequencies are all committed within a specific geographic area

b) The requests continue for frequencies to support new incidents within a specific complex

c) The fire danger rating is extreme and the potential for additional new incidents is high.

d) When there is frequency congestion due to significant numbers of incidents in close proximity.

3. Pre-assigned National Frequencies

a. **National Interagency Air Guard frequency**, 168.625 MHz, is for government aircraft assigned to incidents. It is used in emergency communications for aviation. A separate receiver with narrowband capabilities is required to permit continuous monitoring by agency dispatch. Transmitters on this frequency must 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 used to monitor BIA, Interagency and contract aircraft when official aircraft are flying point to point. The frequency is not intended to be used during mission flights or incident operations. All dispatch centers/offices will monitor the national fight following frequency at all times. Transmitters and receivers on this frequency must be equipped with an encoder on 110.9 Hz.

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.

4)   Use of these frequencies in base stations and repeaters is prohibited.

c. **National Interagency Air Tactical**, 166.6750 MHz, 167.9500 MHz, 169.1500 MHz, 169.2000 MHz, and 170.0000 MHz are frequencies used to support air-to-air or ground-to-air communications on incidents west of the 95th meridian.

   1) Transmitter power output of radios installed in aircraft utilizing these frequencies shall be limited to 10 watts. Use of these frequencies in base stations and repeaters is prohibited.

      Restrictions for use are:

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

      b) They are not intended for use as ground tactical operational frequencies.

   2) These frequencies will be assigned by the NIFC CDO or in coordination with the local unit if a National Telecommunications and Information Administration Radio Frequency Authorization (NTIA-RFA) is in effect

   3) Exceptions

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

d. **National Interagency Air tanker Base Frequency**, 123.9750 MHz, is assigned by the FAA to all air tanker bases (unless otherwise notified) for exclusive use. Use of this frequency is restricted to a radius of 40 nautical miles and 10,000 feet MSL from the coordinates of the air tanker base. No other use is authorized.

e. **National Interagency Fire Tactical Frequencies** 168.0500 MHz, 168.200 MHz, 168.6000 MHz, 168.2500 MHz, 167.1375 MHz, 166.7250 MHz, and 166.7750 MHz are used to support ground tactical operations (line of sight) on incidents. Use of these frequencies will be coordinated between the COML and the CDO/COMC. Power output is limited to 5 watts or less.

They are not authorized for:

1) Air to air communications

2) Air to ground communications

3) Mobile radios with more than 5 watts output power

4) Base stations

5) Repeater frequencies

f. **National Government All-Call Frequencies** - 163.100 MHz and 168.350 MHz are for use on a non-interference basis and are not exclusive to any user. These frequencies are not to be used for air-to-ground operations and are prohibited by DOI and USDA from use as a frequency during operations involving the protection of life and property.

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

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 those that exceed historic weather and fire conditions used in the Fire Management Plans (FMPs) and could cause fire workload to exceed the planned workload. Therefore, monitoring of such conditions prior to their occurrence is critical for an efficient and timely response.

The declaration of need for severity must include involvement at the geographic area coordination center (GACC), Zone, and local levels and must identify additional support needs of the GACC, Zone and local levels.

Severity funding may be used to; temporarily increase or extend seasonal GS and permanent 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 is not intended to hire local emergency fire fighters (EFF's) for periods other than emergency situations.

Seasonal GS or permanent firefighter personnel should be used to increase severity staffing requirements. Agencies **are allowed** to hire EFFs for emergency needs but must release EFF immediately, when the emergency need no longer exists. A 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 criteria listed below should demonstrate that abnormal conditions exist. Severity funds and project approval will be identified by a severity FireCode generated by BIA-NIFC. 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).

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

b. Palmer Index or standardized precipitation indices that specify the departure from normal.

c. Fuel Loading Quantitative information comparing current to the average.

d. Current local 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.

e. NWS 30-day weather outlook.

f. Weather station NFDRS 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

Requested resources should be identified by type, quantity and cost, using the severity cost estimation worksheet.

V.   SIGNATURE PAGE:

PREPARED BY: _____   Date: _____

Agency Fire Management Officer

RECOMMENDED

:   _____   Date: _____

Superintendent

REVIEWED BY: _____   Date: _____

Regional Fire Management Officer

CONCURRED

BY: _____   Date: _____

Regional Director

APPROVED BY: _____   Date: _____

Director, Branch of Fire

Management

FIRECODE   _____

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APPENDIX 4-2
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 task books, 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

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APPENDIX 4-3
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

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Chapter – 5
Wildland Fire Prevention

A. Introduction

The implementation of Wildfire Prevention programs saves lives, reduces suppression costs, property loss and the disruption of daily life in Indian Country. There are numerous prevention strategies and actions available to Tribes and Agencies that can be used to effectively reduce unwanted person caused fires. Wildland fire ignitions, damage to natural resources by unwanted wildfires, and the threat to firefighter and public safety can be reduced by using these strategies, and integrating prevention actions into existing preparedness programs.

Person caused wildfire is the highest ignition source of wildland fires in Indian Country. When coupled with the extensive nature of wildfire regimes that have been altered from historic levels, person caused fires pose a greater threat to life, property, and our natural and cultural resources than do natural ignitions.

B. Wildland Fire Prevention Program Guidance

The Bureau released a Wildland Fire Prevention Handbook in 2009 (NWPH). This handbook, designated as Indian Affairs Manual (IAM), Part 90, Chapter 1.4 C, 6 (H), provides detailed policy and guidance for all aspects of the wildland fire prevention program. The information presented in this chapter is operational policy and guidance and is not intended to replace the NWPH. The Regional Wildland Urban Interface (WUI)/Prevention Specialists or the BIA-NIFC, Deputy Fire Use Specialist should be consulted for guidance outside the scope of this chapter or the NWPH.

1. Current Program

The BIA Wildfire Prevention program has six WUI/Wildfire Prevention Specialist (WPS) positions placed strategically throughout the nation to serve all of Indian Country. The employees, Regions they serve, and phone numbers are identified in Appendix 5-1.

2. Prevention Planning

Wildfire Prevention Plans (WFPP) are required to secure long-term prevention program funds. Chapter 3 of NWPH describes the requirements and process for developing a WFPP and obtaining funding for its implementation. Refer to the NWPH or communicate directly with the WUI Prevention Specialist assigned to the region for further prevention planning assistance.

3. Funding Opportunities for Prevention Activities

a. Wildland Fire Management (WFM) Accounts

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

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

1) WFPP Implementation:

An approved WFPP is required to be eligible for prevention program funds. Funding to implement a prevention plan must be requested annually. A Tribe or Agency must demonstrate a commitment to the implementation of the WFPP to be considered for recurring program funds for the life of the plan. The WFPP will require periodic updates to assess and mitigate new prevention issues and to support continued program funding.

- For a position to be eligible for full funding from the wildland fire prevention program funds, 80% or more of the duties must be directly related to prevention activities. This includes wildland fire investigation.

- Annual Accomplishment Reports (see NWPH Resource CD) will be provided by prevention staff at BIA/tribal programs. Third party activity/event documentation will be provided upon request.

- Prevention personnel are funded from preparedness FFS Fund Code 92200 and therefore do not accrue a savings in program dollars when assigned to fire suppression for their base-eight.

2)   Low Complexity:

Funding may be requested to meet the basic needs of Tribes and Agencies when a prevention plan would be of little benefit. These funds are limited to availability each year and may be used to procure prevention training, technology, equipment and supplies. Prevention tasks would be performed as collateral duties. These funds may be recurring if sufficient funding is available. However, a written request must be provided to the Regional Office for approval and be concurred with the WPS staff, before being sent to NIFC.

3)   Severity:

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

4)   Supplemental funding:

The purpose of Prevention Supplemental (PS) funding is to provide a mechanism to request funding for special projects or needs that exceed an Agency/Tribe regular budgeted prevention funding. Funds used in this program are non-recurring and based on availability. The Regional Office will be informed by the WPS when supplemental funding is available. These accounts may be created and funded at the Regional and/or National level. PS funding associated with these accounts has very specific and limited use. Requests must be submitted on the Supplemental Request form to the Regional Office. The PS Request form can be obtained from the WPS.

Appropriate uses:

- Travel for training specific to wildfire prevention, education, mitigation and investigation for those positions currently not receiving prevention funding. This is limited to current BIA and/or Tribal employees.

- Prevention material development

- Prevention Team activities during non-emergency periods and when all other funding sources are unavailable. Support from supplemental funding for prevention teams will be limited by the availability of funding.

- Prevention/investigation specific training materials which benefits multiple tribes and agencies.

- Purchase of support items such as fire investigation kits, prevention materials, educational materials, for those positions currently not receiving prevention funding.

- Purchase of specialized prevention and/or education program support items.

- The development and printing of educational materials such as brochures, flyers and banners to be used for special events where large numbers of visitors are expected.

- Additional Fire Danger Rating Signs.

- Initial non-recurring one time expenditures for "Startup" items

Prohibited Uses:

- Base pay of preparedness funded positions, this includes prevention programs.

- Indirect Costs

- Suppression Equipment (unless justified and approved in a specific proposal with a demonstrated wildfire prevention benefit).

- Medical Claims.

- Travel for regular government employees attending a non - prevention, education, mitigation, or fire investigation training.

- Any item and or service which is identified in the approved and funded prevention program.

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

5) Wildland Urban Interface (WUI) Funds:

Some prevention activities may also be funded through the Community Assistance activity area of the Hazardous Fuels WUI Program. Prevention needs must be entered in the Community Assistance (CA) portal of the National Fire Plan Operating Reporting System (NFPORS) annually by May 1 of each year. Community Wildfire Protections Plan (CWPP) or equivalent (WFPP) development, risk assessments, mitigation plans and FIREWISE workshops are examples of activities appropriate for this funding source. These and other regional and national initiatives should be coordinated through the WPS.

Agencies/tribes receiving CA grants will be required to provide:

- annual project summary reports,

- supporting financial documents (receipts for items purchased),

- photos of finished projects.

6) Fire Codes

Fire Codes (apart from Severity) may be used to fund prevention activities and materials on a limited basis. They may be used to fund fire investigations (including travel, supplies and support directly related to the investigation). They may also be used to fund wildfire prevention/education teams in specific circumstances where increased fire prevention activity is essential to reduce further occurrence or increased competition for suppression resources.

7) AD Hiring Authority

The Department of the Interior (DOI) Administratively Determined (AD) Pay Plan for Emergency Workers is a hiring authority, NOT a funding program.

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

The AD hiring authority applies to the federal government only and cannot be used by tribes. If a tribe wishes to use the AD Hiring Authority for prevention team activation, corresponding funds must be held by the sponsoring BIA agency to cover associated payroll costs.

Prevention workers hired using the AD Pay Plan must have a Fire Code to charge their time to. Regular Prevention program funds may not be used to pay for AD hires.

No position currently exists in the AD Pay Plan to hire a worker to wear the Smokey Bear Costume.

Please refer to the most current version of the DOI AD Pay Plan for additional guidance.

4. Prevention Program Monitoring and Review

Monitoring and review is the responsibility of the Regional Office, Agency, and Tribe. WFPPs should be revised as often as necessary to make program adjustments and apply new prevention strategies that address current prevention issues. Documentation of prevention activities and results is not only necessary, but vital to demonstrate program success. Annual prevention program reviews are to be conducted as part of the preparedness program reviews and should include the Regional WUI/Prevention Specialist to insure funding intent is met. The BIA National Wildfire Prevention Handbook 2009 provides guidance, direction and review templates to accomplish this task. Also see Chapter 4, Section C, page 4-10-12 for additional information.

5. Wildland Fire Investigation

a. Policy

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

It is Bureau of Indian Affairs (BIA) policy is to investigate all wildfires occurring on lands held in trust or restricted status for Indian Tribes to determine the specific cause and origin (90 IAM Part 90, Chapter 1). It is imperative that the wildland fire office work closely with the Office of Justice Services (OJS) on all suspicious wildfire cause determinations.

- A memorandum of understanding (MOU) has been signed which defines the roles and responsibilities of OJS and BIA Branch of Wildfire Management at the national level regarding wildland fire investigations. This document also assigns a Special Agent to BIA NIFC to coordinate the case management of those wildfire crimes. The most recent version of this MOU can be obtained from the WPS.

- The Special Agent is available to assist the regions and field level units with wildfire crime case development and management. The local unit must have completed a Wildfire Investigation Report and meet at least one of the following criteria before the Special Agent will respond:

  - A determination has been made of criminal activity, CFR violations, federal misdemeanor, and other crimes associated with the fire.

  - Suspects have been identified.

  - Witnesses were identified but local unit is unable to contact.

  - Damage to natural resources or structures exists.

  - Evidence identified and/or recovered which indicates criminal activity.

  - Serious injury/accident or fatality occurred on fire.

  - Multiple ignition points were found –evidence of serial arson exists.

  - An Arson Task Force is formed for serial arson.

b.   National Fire Investigation Teams

A Tribe, Agency or Region may request, a wildland fire investigation team (INVF Team) to assist if local resources are unavailable and additional investigative resources are needed. For information on how to request or participate on a BIA Arson Investigation Team, contact the WPS.

6. National WeTIP Program

WeTip is a national anonymous tip hotline dealing with sensitive crimes including wildland fire. BIA-NIFC maintains an annual agreement to provide an anonymous tip hotline for Indian Country regarding Arson. The tip hotline number is 1-800-472-7766 (1-800-47-ARSON). For more information regarding the WeTip program contact your Regional WUI/Prevention Specialist.

APPENDIX 5-1
BIA Regional Wildland Fire Prevention Specialists

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

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

Rocky Mountain and Great Plains: David Peters, (406) 247-7906

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

Midwest and Eastern: Jeremy Bennett, (612) 725-4526

Pacific and Western: Jim Nanamkin, (916) 978-6148

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Chapter – 6
Fire Fighting Equipment

A. Introduction

BIA wildland fire program equipment resources include engines, dozers, water tenders, and other motorized equipment for fire operations.

BIA policy will comply with established standards for training, equipment, communications, organization, and operating procedures required to effectively perform arduous duties in multi-agency environments and various geographic areas.

Approved foam concentrate may be used to improve the efficiency of water, except near waterways where accidental spillage or over spray of the chemical could be harmful to the aquatic ecosystem, or other identified resource concerns.

B. National Model 52 Wildland Engine Program

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

C. Mission/Policy

- Provide a standardized Model 52 engine for the participating Agency or Tribal organization.

- Provide an opportunity to supply trucks for Model 52 pumping systems.

- Provide refurbishment and repair services for Fire Management Planning Analysis (FMPA) approved number of engines.

- Provide training in the use and maintenance of the Model 52 pumping systems.

- Evaluate new equipment and Model 52 improvements to meet the wildland fire program needs.

- Provide emergency repair or replacement for Model 52 pumping systems.

D. Model 52 Replacement Guidelines

BIA Model 52 replacement schedule (funding pending) is set as follows:

•	Model 52 Type 6	8 Years	100,000 Miles
•	Model 52 Type 4	12 Years	100,000 Miles

E. Organization

The program is organized into three geographical areas.

- Northwest Center (Missoula, MT) services the Northwest, Rocky Mountain and north half of the Pacific Region.

- Northern Center (Eagle Butte, SD) services the Great Plains and Midwest Regions.

- Southwest Center (Dulce, NM) services the Southwest, Western, Navajo, Eastern Oklahoma, and Southern Plains, Eastern and south half of the Pacific Region.

1. Administration

- The program is administered through the Operations Group at the National Interagency Fire Center, Boise, Idaho.

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

- Trucks and fabrication orders for the Model 52 are procured nationally through the BIA-National Interagency Fire Center office.

2. Emergency Repairs

Emergency fire related repairs to a BIA Model 52 pumping package will be requested through the assigned user area Model 52 Center. The request will be reviewed and approved by the Center Manager before a Service Truck is dispatched or replacement parts are sent to the requesting agency.

3. Non-Emergency/Non-Suppression Repairs

Non-Emergency Repairs shall be charged to the identified agency account. The account will be approved by an agency official (example; FMO, Forest Manager, Superintendent) before requested action is taken.

Authorization of account will be sent by email or signed fax identifying account and name and title of authorizing official. Initial request for all non-emergency repairs will be requested through the assigned user area Model 52 Center. The request will be reviewed and approved by the Center Manager before a Service Truck is dispatched or replacement part is mailed to the requesting agency

All Emergency and Non- Emergency repair expenditures shall be charged to an appropriate account.

F. Operational Procedures

All engines will be equipped, operated, and maintained within guidelines established by the Department of Transportation (DOT). All personnel assigned to agency fire engines will meet all gear weight, cube, and manifest requirements specified in the *National Mobilization Guide* (NFES 2902).

All employees driving Wildland Engines are responsible for the proper care, operation, maintenance and protection of the vehicle. The use of government owned, rented, or leased motor vehicles is for official business only. Unauthorized use is prohibited.

G. Engine Crew Staffing

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

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

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

- Task force engines will have an ENGB and the appropriate number of FFT2s as required by engine type. For more information refer to *NWCG Fireline Handbook*, 410-1.

H. Driving Standards

Refer to Chapter 9 Motor Vehicle Policy.

I. Commercial Drivers License (CDL)

BIA and DOI policy requires all personnel who operate a vehicle with a Gross Vehicle Weight (GVW) over 26,000 pounds to have a valid CDL.

J. Casuals Hired as Drivers When Employed By BIA

Refer to Chapter 10 Business Management and Administration.

K. Standards for Wildland Engines

1. Engine Water Reserve

Engine Operators will maintain at least 10 percent of the pumpable capacity of the water tank for emergency engine protection and drafting.

2. Chocks

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

3. Fire Extinguisher

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

4. First Aid Kit

Each engine shall carry, in a clearly marked compartment, a fully equipped 10-person first aid kit.

5. Gross Vehicle Weight (GVW)

Each engine will have an annually certified weight slip in the vehicle at all times. Weight slip will show individual axle weights and total GVW. Operators of engines and water tenders must ensure that the maximum certified gross vehicle and axle weight ratings are never exceeded, including gear, personnel and fuel.

National Fire Protection Association (NFPA) 1906 standard, *Carrying Capacity,* section 5.1.2 (4) recommends fire apparatus have an estimated in service weight of 200 lbs for each seating position, and 70 lbs of personal gear for each sitting position, section 5.1.2(5).

Miscellaneous equipment allowance, section 5.1.2(8), has incorporated the following weight limits as the standard for equipment on fire apparatus with the corresponding vehicle weights:

Chassis GVRW	Equipment Weight
10,001 – 15,000	500
15,001 – 20,000	1,000
20,001 – 26,000	1,500
Greater than 26,000	2,000

L. Speed Limits

Posted speed limits will not be exceeded.

M. Lighting

Headlights and taillights shall remain illuminated at all times while the vehicle is in motion. Lighting packages will meet NFPA 1906, *Standard for Wildland Fire Apparatus 2006 Edition,* section 6.8.12, Color of Warning Lights, and Zone Colors as listed in section 6.8.12.1.   A red, white, and yellow combination is the accepted color scheme for fire. Lighting packages containing blue lights are reserved for law enforcement and are not allowed on fire vehicles.

It is recommended all engines currently in service with lighting packages meet NFPA standards. All new vehicles with lighting packages will be required to meet the NFPA standard. Fire Management personnel may retrofit lighting packages to meet the standard.

N. Emergency Light Use

Emergency lighting will be used only during on site wildland fire operations or to mitigate serious safety hazards. Overhead lighting and other emergency lighting must meet state code requirements, and will be illuminated whenever the visibility is reduced to less than 300 feet.

O. Fuel Use, Storage and Transportation

Guidance and direction for the use, storage, and transportation of fuel can be found in the *Interagency Transportation Guide for Gasoline, Mixed Gas, Drip Torch Fuel, and Diesel*, PMS-442,
http://www.nwcg.gov/pms/pubs/442/pms442.pdf

P. Fire Engine Maintenance Procedure and Record

Apparatus safety and operational inspections will be accomplished either on a post-fire or daily basis. Offices are required to document these inspections. Periodic maintenance (as required by the manufacturer) shall be performed at the intervals recommended and properly documented.

Q. Vehicle Repairs Maintenance

The cost of all vehicle repairs and maintenance is the responsibility of the individual Agency unless the damage is directly attributable to operations on a wildfire. In that case, with written documentation, approval from the host Agency (BIA, FS, BLM, NPS, and FWS), and the damages may be paid for under the wildland fire's suppression account.

R. Engine Inventories

An inventory of supplies and equipment carried on each vehicle is required to maintain accountability and to obtain replacement items lost or damaged on incidents. The standard inventory for engines is found in Appendix 6-1.

S. Water Tenders

Water Tender Staffing Standards

1. Water Tender (Non-Tactical)

- **Qualifications**: CDL (tank endorsement).

- **Staffing**: A water tender (non-tactical) may be staffed with a crew of one driver/operator when it is used in a support role as a fire engine refill unit or for dust abatement. These operators do not have to pass the Work Capacity Test (WCT) but are required to take annual refresher training.

2. Water Tender (Tactical)

Tactical use is defined as "direct fire suppression missions such as pumping hoselays, live reel use, running attack, and use of spray bars and monitors to suppress fires."

- **Qualifications**: Engine Operator (ENOP), CDL (tank endorsement)

- **Staffing**: Tactical water tenders will carry a minimum crew of two:

    - One ENOP

    - One Engine Module Member

T. Dozer/Tractor Plows

1. Dozer/Tractor Plow Training and Qualifications

Agency personnel assigned as dozer/tractor plow operators will meet the training standards for a Firefighter 2 (FFT2). This includes all safety and annual refresher training. While on fire assignments, all operators and support crew will meet PPE requirements including the use of aramid fiber clothing, hard hats, fire shelters, boots, etc.

2. Dozer/Tractor Plow Physical Fitness Standards

All employee dozer/tractor plow operators will meet the WCT requirements at the Moderate level before accepting fire assignments.

3. Dozer/Tractor Plow Operational Procedures

- Agency owned and operated dozer/tractor plows will be equipped with programmable two-way radios, configured to allow the operator to monitor radio traffic.

- Agency dozer/tractor plows with non-red carded operators and all contract dozer/tractor plows will have agency supplied supervision when assigned to any suppression operations.

- Contract or offer-for-hire dozers must also be provided with radio communications, either through a qualified dozer/tractor plow boss or an agency-supplied radio. Contract dozer/tractor plows will meet the specifications identified in their agreement/contract.

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

U. All Terrain Vehicles (ATV)/ Utility Terrain Vehicles (UTV)

The operation of ATV/UTVs can be high risk. The use of ATV/UTVs should be evaluated to ensure that use is essential to accomplish the mission, rather than for convenience.

Because of the high risk nature, each agency needs to develop a specific operational and safety policy. Common policy requirements for wildland fire operations are highlighted below:

- A JHA must be completed by Fire/Fuels Management personnel and approved by the Agency Administrator prior to ATV/UTV operations.

- All personnel authorized to operate an ATV/UTV must first complete agency specific or manufacturer/industry-provided training in safe operating procedures and appropriate PPE.

- Re-evaluation/Re-certification - Operators shall be re-evaluated every three years. Infrequent users (less than 16 hours of riding a year) shall have a check ride prior to scheduled use of an ATV/UTV. Documentation of certification/re-certification will be documented in IQCS, and printed on Red Card for wildland fire operations.

- Specific authorization for ATV/UTV use is required -- all ATV/UTV operators must hold a valid Motor Vehicle Operator's Identification Card, and ATV/UTV certification must be documented on card.

- ATVs can only have a single rider – passengers are prohibited even if ATV is designed for two riders.

- UTVs passengers are limited to the number of seats installed by manufacturer. The operator and passenger(s) must use seatbelts while the vehicle is in motion.

- Operators must use required PPE while loading/unloading ATV/UTV.

- Cargo loads shall be loaded and secured as to not affect the vehicle's center of gravity and shall not exceed manufacturer's recommendations for maximum carrying capacity.

- When transporting external fuel containers with a UTV, a 5 lb class BC fire extinguisher must be secured to the UTV.

V. Required PPE

1. ATV Head Protection for Wildland Fire Operations:

- ATV Helmets must meet Snell SA2005 or SA2010 certification

- A ¾ face model meeting Snell SA2005 or SA2010 certification is acceptable for use.

- Use of half "shorty" helmets requires a JHA for fireline use and must include justification for its use. Refer to MTDC Tech Tip publication, A Helmet for ATV Operators with Fireline Duties (0651-2350-MTDC).

2. UTV Head Protection – Helmets must meet DOT, ANSI Z90.1; or Snell SA2005 or SA2010 unless:

- UTV is used for low speeds and smooth travel surfaces, administrative use (e.g., campgrounds, incident base camps) UTV operators are not required to wear hardhats or helmets.

- UTV is equipped with approved Rollover Protection System (ROPS).

- A comprehensive and properly prepared JHA of the specific conditions demonstrates no more than a minimal risk, then a hard hat meeting NFPA 1977 or ANSI Z 89.1 standards may be worn with chin straps secured in place under chin.

3. Eye protection (goggles, face shield, or safety glasses) based upon JHA.

Eye protection is not required for a UTV equipped with an original manufacturer windshield that protects the face from branches, flying debris, etc., unless otherwise required by an associated industrial use activity or JHA.

4. If operating ATV/UTV on the fireline, the following are required:

- Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use.

- Yellow aramid shirt

- Aramid trousers

- Wildland fire boots

ATV/UTV operator shall carry a personal communication device (e.g. two-way radio, cellular phone, or satellite phone).

W. Operational Guidelines for Invasive Species

To reduce the transport, introduction, and establishment of noxious weeds or other invasive species biological contaminants on the landscape due to fire suppression activities, all fire suppression and support vehicles, tools, and machinery should be cleaned at a designated area prior to arriving and leaving the incident. Onsite fire equipment should be used to thoroughly clean the undercarriage, fender wells, tires, radiator, and exterior of the vehicle. Firefighter personnel should clean personal equipment, boots, clothing, etc. for weed materials or other invasive species, including visible plant parts, soil and other materials as identified by the fire resource advisor. The cleaning area should also be clearly marked to identify the area for post fire control treatments, as needed.

In order to prevent the spread of aquatic invasive species, it is important that fire personnel not only recognize the threat aquatic invasive species pose to ecological integrity, but how our fire operations and resulting actions can influence their spread. Each local land management unit may have specific guidelines related to aquatic invasive species. Therefore, it is recommended that you consult established local jurisdictional guidelines for minimizing the spread of aquatic invasive species and for equipment cleaning guidance specific to those prevalent areas and associated species. To minimize the potential transmission of aquatic invasive species, it is recommended that you:

- Consult with local biologists, resource advisers (READ) and fire personnel for known aquatic invasive species locations in the area and avoid them when possible.

- Avoid entering (driving through) water bodies or saturated areas whenever possible.

- Avoid transferring water between drainages or between unconnected waters within the same drainage when possible.

- Use the smallest screen possible that does not negatively impact operations and avoid sucking organic and bottom substrate material into water intakes when drafting from a natural water body.

- Avoid obtaining water from multiple sources during a single operational period when possible.

- Remove all visible plant parts, soil and other materials from external surfaces of gear and equipment after an operational period. If possible, power-wash all accessible surfaces with clean, hot water (ideally > 140° F) in an area designated by a local READ.

X. Aerial Ignition Devices

Information on types of aerial ignition devices, operational guidelines and personnel qualifications may be found in the *Interagency Aerial Ignition Guide*, http://www.blm.gov/nifc/st/en/prog/fire/Aviation/Airops/iaig.html

Y. Ground Ignition Devices

Guidance and direction for use of approved ground ignition equipment and the transportation and dispensing of drip torch fuel can be found in the *Interagency Transportation Guide for Gasoline, Mixed Gas, Drip Torch Fuel, and Diesel* at: http://www.nwcg.gov/pms/pubs/442/pms442.pdf.

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APPENDIX 6-1
Engine Equipment Inventory

Category	Item Description	NFES #	Type 3,4&5	Type 6
Fire Tools & Equipment	McLeod	0296	1	1
	Combination Tool	0346	1	1
	Shovel	0171	3	2
	Pulaski	0146	3	2
	Backpack Pump	1149	3	2
	Fusees (case)	0105	1	½
	Foam, concentrate, Class A (5-gallon)	1145	1	1
	Chain Saw (and Chaps)		1	1
	Chain saw Tool Kit	0342	1	1
	Drip Torch	0241	2	1
	Portable Pump		*	*
Medical	First Aid Kit, 10-Person	0068	1	1
	Burn Kit		1	1
	Body Fluid Barrier Kit	0640	1	1
General Supplies	Flashlight, general service	0069	1	1
	Chock blocks		1	1
	Tow Chain or Cable	1856	1	1
	Jack, hydraulic (comply w/GVW)		1	1
	Lug Wrench		1	1
	Pliers, fence		1	1
	Food (48 hour supply)	1842	1	1
	Rags	3309	*	*
	Rope/Cord (feet)		50	50
	Sheeting, plastic, 10' x 20'	1287	1	1
	Tape, Duct	0071	1	1
	Tape, filament (roll)	0222	2	2
	Water (gallon/person) minimum		2	2
	Bolt Cutters		1	1
	Toilet Paper (roll)	0142	*	*
	Cooler or Ice Chest	0557	*	*
	Hand Primer, Mark III	0145	*	*
	Hose Clamp	0046	2	2
	Gaskets (set)		1	1
	Pail, collapsible	0141	1	1
	Hose Reel Crank		*	*

Category	Item Description	NFES #	Type 3,4&5	Type 6
Safety	Fire Extinguisher	2143	1	1
	Flagging, lime green (roll)	0258	*	*
	Flagging, yellow w/black stripes (roll)	0267	*	*
	Fuel Safety Can (OSHA, metal 5 gallon)	1291	*	*
	Reflector Set		*	*
Vehicle & Pump Support	General Tool Kit (5180-00-177-7033/GSA)		1	1
	Oil, automotive, quart		4	2
	Oil, penetrating can		1	1
	Oil, automatic transmission, quart		1	1
	Brake Fluid, pint		1	1
	Filter, gas		1	1
	Fan belts		1	1
	Spark plugs		1	1
	Hose, air compressor w/adapters		1	0
	Fuses (set)		1	1
	Tire Pressure Gauge		1	1
	Jumper Cables		1	1
	Battery Terminal Cleaner		*	*
	Tape, electrical, plastic	0619	1	1
	Tape, Teflon		1	1
Radio	Portable		1	1
	Mobile		1	1
	Batteries (for portable radio)		2	2
Personal Gear (Extra Supply)	File, mill bastard	0060	*	*
	Head Lamp	0713	1	1
	Hard Hat	0109	1	1
	Goggles	1024	2	2
	Gloves		*	*
	First Aid Kit, individual	0067	1	1
	Fire Shirt		*	*
	Fire Shelter w/case & liner	0169	2	1
	Packsack	0744	2	1
	Batteries, headlamp (pkg)	0030	6	4
	Ear Plugs (pair)	1027	3	3
	Dust Mask	0131	6	4

Category	Item Description	NFES #	Type 3,4&5	Type 6
Hose	Booster (feet/reel)	1220	100	100
	Suction (length, 8' or 10')		2	2
	1" NPSH (feet)	0966	300	300
	1½ " NH (feet)	0967	300	300
	3/4 " NH, garden (feet)	1016	300	300
	1½ " NH, engine protection (feet)		20	20
	1½ " NH, refill (feet)		15	15
Nozzle	Forester, 1" NPSH	0024	3	2
	Adjustable, 1" NPSH	0138	4	2
	Adjustable, 1½ " NH	0137	5	3
	Adjustable, 3/4" NH	0136	4	2
	Foam, 3/4" NH	0627	1	1
	Foam, 1½ " NH	0628	1	1
	Mopup Wand	0720	2	1
	Tip, Mopup Wand	0735	4	2
	Tip, forester nozzle, fog	0903	*	*
	Tip, forester nozzle, straight stream	0638	*	*
Wye	1" NPSH, Two-Way Gated	0259	2	1
	1½ " NH. Two-Way Gated	0231	4	2
	3/4" NH w/Ball Valve, Gated	0739	6	4
Adapters	1" NPSH-F to 1" NH-M	0003	1*	1*
	1" NH-F to 1" NPSH-M	0004	1	1
	1½ " NPSH-F to 1½ " NH-M	0007	1	1
	1½ " NH-F to NH-F to 1 ½ " NPSH-M	0006	*	*
Increasers	3/4" NH-F to 1" NPSH-M	2235	1	1
	1" NPSH-F to 1½ " NH-M	0416	2	1
Coupling	1" NPSH, Double Female	0710	1	1
	1" NPSH, Double Male	0916	1	1
	1½" NH, Double Female	0857	2	2
	1½" NH, Double Male	0856	1	1
Reducer/ Adapters	1" NPSH-F to 3/4" NH-M	0733	3	3
	1½" NH-F to 1" NPSH-M	0010	6	4
	2" NPSH-F to 1½" NH-M	0417	1	1
	2½" NPSH-F to 1½" NH-M	2229	*	*
Reducer	1½" NH-F to 1" NH-M	0009	1	1
	2.5" NH-F to 1½" NH-M	2230	1	1
Tee	1" NPSH-F x 1" NPSH-M x 1" NPSH-M w/cap	2240	2	2
	1½" NH-F x 1½" NH-M x 1" NPSH-M w/cap	0731	2	2
	1½" NH-F x 1½" NH-M x 1" NPSH-M w/valve	0230	2	2

Category	Item Description	NFES #	Type 3,4&5	Type 6
Valve	1½" NH-F, Automatic Check and Bleeder	0228	1	1
	3/4" NH, Shut Off	0738	5	5
	1" Shut Off	1201	1	1
	1½" Shut Off	1207	1	1
	Foot w/strainer		1	1
Ejector	1" NPSH x 1½" NH x 1½" NH, Jet Refill	7429	*	*
Wrench	Hydrant, adjustable, 8"	0688	1	1
	Spanner, 5", 1" to 1½" hose size	0234	4	1
	Spanner, 11", 1½" to 2½" hose size	0235	2	2
	Pipe, 14"	0934	1	1
	Pipe, 20"		1	1
Engine	Fireline Handbook	0065	1	1
	Belt Weather Kit	1050	1	1
	Binoculars		1	1
	Map Case w/map		1	1
	Inventory List		1	1
	Standards for Fire and Aviation Operations		1	1

* No minimums - carried by engine as an option, within weight limitations.

Chapter – 7
Fire Fighting Crews

A. Introduction

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

B. Interagency Hotshot Crews

1. Policy

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

2. Mission

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

3. Program Guidance

a. The *Standards for Interagency Hotshot Crew Operations* documents the minimum training, qualifications, physical fitness, operational procedures, and transportation standards for all IHCs. All IHCs must be certified annually as documented in the operations guide. The arduous duties, specialized assignments, and operations in a variety of geographic areas required of IHCs dictate that training, equipment, communications, transportation, organization, and operating procedures are consistent for all IHCs. This guide is available on the web site at: http://www.fs.fed.us/fire/people/hotshots/

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

- Establish an oversight program and guide to ensure uniform standards and procedures for the BIA National IHC Program.

- Provide the administrative and supervisory direction for management of the operations of its member crews.

- Identify legitimate uses of the BIA National IHC Program.

- Identify a process for entering into the BIA/Tribal National IHC Program.

- Establish direction and requirements for annual reporting to the IHC Management Board and BIA-National Interagency Fire Center (NIFC).

- Identify protocol for participation of BIA funded IHCs at the geographical area and national levels.

4. IHC Organization

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

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

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

d. The minimum mobilization standards for all IHCs are as follows.

- Have 18 fireline-qualified personnel for assignment.

- Have 80% of the crew members with at least one previous season of fire experience.

- Have permanently assigned leadership.

- Have an assigned availability period with a minimum of 90 **consecutive calendar days** (including required days off).

- Work and train together a minimum of 40 hours per week during their availability period.

- Mobilize within 2 hours of receipt of orders during their availability period.

- Be available for incident assignments with no geographic restrictions.

- Have the ability to break down into a minimum of three squads for initial attack and/or independent operations.

- Have assigned vehicles, hand tools, power saws and communications equipment configured for their needs.

- Be logistically self-sufficient utilizing credit card or agency purchasing authority.

- When the crew is flown to an incident, a minimum of 18 fireline qualified personnel will be flown to the incident-regardless of vehicle transport issues-unless prior approval for reduce crew staffing is provided by the receiving GACC.

- When the crew is flown to an incident, transport of more than 20 crew personnel requires prior approval from the receiving GACC.

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

5. Safety

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

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

6. Training

a. All members of an IHC must receive an annual minimum of 80 hours of required training (refer to Chapter 3 of the Standards For Interagency Hotshot crew Operations). All returning members of an IHC must receive 40 hours of Operational Preparedness Training before their first assignment in a fire season. All new members of an IHC must receive the required training for an IHC crew member prior to being dispatched as a member of an IHC.

b. Operational training will include, but is not limited to, crew safety, risk management, firefighting safety, first aid, fire behavior, and crew operating procedures. The Superintendent of crews holding IHC status the previous season are required to complete the Annual Mobilization Checklist (Appendix C) Standards For Interagency Hotshot crew Operations and send the completed document to the local GACC prior to making the crew available for national mobilization each season.

7. Physical Fitness Standards

Minimum physical fitness requirements are identified in the Standards For Interagency Hotshot Crew Operations.

8. Operational Procedures

The core tour of availability for national mobilization, excluding required training periods, for BIA IHCs will be a minimum of 9 pay periods (122 days). The core period will be established by the home unit and the geographic area coordinating group (GACG).

In the event that a crew is not available for the 9 pay periods of national availability. The crew will lose national funding and will be disbanded immediately.

9. Communications

BIA IHCs will provide a minimum of five programmable multi-channel radios per crew.

10. Transportation

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

11. Equipment Inventory

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

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

12. IHC Development Process

After reviewing and evaluating the criteria for the establishment of an IHC (Chapter 5, Standards For Interagency Hotshot Crew Operations) the following process must be followed to pursue recognition and/or funding within the BIA and wildland fire community.

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

b. If the Geographic Area IHC Steering Committee verifies the need for additional IHC crew(s) and the regional office confirms, the request should be officially sent to BIA-NIFC, Operations.

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

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

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

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

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

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

i. The Home Unit shall provide direction, support, and review processes to ensure IHC operations are safe, efficient and meet the operations standards as are set forth in the Standards For Interagency Hotshot Crew Operations, BIA Hotshot Crew Annual Operating Plan, BIA *National Hotshot Crew Management Guide, National Interagency Mobilization Guide, Interagency Fire Business Management Handbook, Fireline Handbook* and other governing documents.

C. Type 2 Crews

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

For the Bureau, Type 2 crews usually consist of agency personnel, contract crews, or emergency fire fighters (EFF). These crews will be formed into 20-person firefighting crews for fireline duties or 10 person crews for fire camp support. The BIA Type 2 fire fighting crews and camp crews typically consist of local individuals that are hired under the Department of the Interior (DOI) Administratively Determined (AD) Pay Plan for Emergency Workers. They are hired for the duration of the emergency and then released from employment.

1. Policy

a. The EFF Crew program is a cooperative effort within the BIA and between the BIA and Tribes to set standardized operation procedures, guidelines and policy for management and administration of BIA sponsored EFF crews.

b. In addition, the following handbooks and guides provide information relevant to program operations.

- *National Interagency Mobilization Guide*

- Geographical Area Mobilization Guides

- *Interagency Incident Business Management Handbook*

- *Fireline Handbook*

- Local and Regional Crew Guides and Annual Operating Plans

c. Regional and/or geographical EFF Crew Management Boards or designated equivalent will be established to provide program accountability, operational oversight and compliance to NWCG and Interagency wildland fire qualifications standards.

d. The EFF crew program will use the annually revised AD Pay Plan to employ, pay, classify, and establish conditions of hire for all individuals. In addition, local conditions of hire may be implemented.

2. Mission

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

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

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

3. Crew Organization

a. Fire Fighting Crews

- Crew composition shall consist of one Crew Boss, a minimum of three Squad Bosses, and 16 Crew Members. Crew size, including trainees shall not exceed 20 persons. In no instance will a crew be dispatched with less than 18 persons.

- The minimum number of inexperienced personnel shall not exceed 12 on any one crew of 20 members.

- A Crew Representative may accompany a crew when dispatched outside of the local unit's jurisdiction. The Crew Representative is responsible for all administrative duties such as time keeping, commissary, accident reports and follow-ups, etc.

- An EFF crew member is responsible for abiding by the "Conditions of Hire" and "Rules of Conduct" and to conduct their selves in a work-safe manner at all times.

b. Camp Crews

- An EFF Camp Crew will be composed of approximately 10 members. A Camp Crew Leader will be identified for each crew. There are no designated squad boss positions on BIA camp crews.

- The Camp Crew Leader is responsible for work effectiveness, safety, conduct, welfare, discipline, and leadership. The Camp Crew Leader will report directly to the Facilities Unit Leader, who will have the administrative duties otherwise fulfilled by a Crew Representative.

- Camp Crew Members are responsible for abiding by the "Conditions-of-Hire", and "Rules of Conduct", and to conduct him/herself in a work-safe manner at all times.

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

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

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

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

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

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

5. Personal Gear Requirements for Firefighters

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

- Personal protective clothing (hard hat, fire resistant shirt and trousers, 8 inch leather boots, leather gloves, hearing and eye protection, fire shelter)

- Sleeping bags.

- Four programmable radios.

- Crew First Aid kit and personal First Aid kits.

- Web gear, headlamp with batteries, 1 qt. canteen.

- Maximum total crew weight 5300 lbs.

- Crew members will be allowed two bags (one soft bag, 45 pounds and one day bag, 20 pounds) weighing a total of 65 pounds per individual. All gear and personal items will be carried inside the bag. No aluminum frames will be allowed.

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

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

- Flame resistant shirt (2 each).

- Flame resistant trousers.

- Belt First Aid Kit (Crew Boss and one Squad Boss).

- Personal Pack.

- Canteen (fireline crews only).

- Headlamp, work gloves (all leather), ear plugs, goggles.

- Individual first aid kit (fireline crews).

- Day pack/Line pack (fireline crews only, standardized at home unit option).

c. Recommended Personal Items

- Work shirt; all cotton, long sleeve (at least one).

- Work trousers; all cotton, without cuffs (at least one).

- Coat, jacket or sweatshirt.

- Underclothes; cotton.

- Socks; heavy wool or heavy cotton.

- Handkerchiefs.

- Ground cloth; plastic or rubber.

- Personal items; toothbrush, toothpaste, shaving gear and sanitary napkins or tampons, prescription medication (at least a 14 day supply), etc.

6. EFF Program Management and Funding

a. Management and Administration

It is recommended that crew management boards be established regionally. The intent of the EFF Crew Management Boards or designee is to provide a consolidated and consistent approach to managing EFF administration, training and operations by:

1) Facilitating and providing accountability for training and crew qualifications.

2) Reviewing, prioritizing and consolidating program funding requests.

3) Identifying and verifying the number of BIA EFF crews available to the national crew system. Report annually to Regional Mobilization Guides prior to print.

4) Establishing procedures to respond to employee conduct issues that are beyond the scope of the home unit.

5) Crew Management Plans are to be sent to the National Office upon revision or implementation, (geographic and/or Agency Specific).

b. Request For Funding Authorization

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

1) A funding request plan must be completed that identifies the program need for EFF funding.

2) The request must be submitted through the EFF Crew Management Boards or equivalent to the respective Regional Fire Management Officer (FMO) by January 1st of each year.

3) Requests will be reviewed and authorized in writing to the respective Crew Management Board and/or Agency.

4) BIA-NIFC will do random audits of this process to ensure program compliance.

c. Training Program Funding Process

- The BIA national fire program has authorized the use of the operations "suppression" program account to provide training of EFF personnel. <u>The use of this account for the purposes described below requires Regional office authorization</u>.

- A FireCode will be used by all BIA units to charge obligations related to EFF <u>required</u> training.

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

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

- When entering the accounting for obligations the four characters from FireCode must be entered into the <u>BIA unit's FFS accounting code</u> in place of a support action fire number. Compact/Contract Tribes will use the FireCode to identify their respective EFF Training costs when reporting to the Regional office.

d. The following describes what may be charged to this activity.

- Payments for facility rental, fire camps, and related support costs to present EFF required fire training courses and field exercises.

- Payments for catering when training is located in remote locations that are not conducive to people traveling home and returning the next day.

- Payments for transportation of EFF personnel to training.

- Payments for fire training instructors i.e., salary, per diem, and related travel.

- Payments for maintaining or providing fuel and service equipment used to support the EFF program.

- Procurement of training course materials and supplies.

e. Authorization and procedures for use of the DOI AD Pay Plan for fire training are as follows:

The plan may be used to pay individuals, other than regular federal employees to attend fire suppression training with the following parameters:

1) Not to exceed a total of 80 hours per year for an individual in preparation for emergency fire situations.

2) Not to exceed a total of 120 hours per year for a qualified individual to prepare, instruct, and issue certificates for required courses for emergency incident situations.

3) Allows the hiring of personnel to attend prescribed fire training and/or to instruct fire suppression or prescribed fire training when weather conditions, training coordination, and a timely response are critical to the success of the training effort. All activities that can be planned well in advance must use traditional methods of payment.

4) Training should take place during regular work hours.

f. Supplies and Materials Funding

Preparedness funding (92120) must be used for such things as one time startup costs for EFF crews. One time startup costs including the cost of equipment, supplies and materials.

The authorization and procedures for use of the preparedness account are as follows:

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

2) A documented and approved EFF training program must be established by the home unit in conjunction with the Crew Management Board or equivalent to train EFF personnel for wildland fire or camp crew tasks.

3) The EFF Crew Management Board or equivalent should develop a consolidated funding request.

    4)   The request should be consolidated into a subsidiary request. Requests for the fiscal year will be submitted through the Crew Management Boards or equivalent and respective Regional Fire Management Officers (FMO) to BIA-NIFC Operations by January 1st of each year. Funding requests will be reviewed and authorized in writing to the respective Regional FMO.

  g. Qualifications and Experience

      Program Administration

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

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

    3)   All crew member qualifications must be documented through the IQCS and each member must carry a red card printed from IQCS when functioning in an overhead or technical specialist position. <u>IQCS provides the only valid qualification credentials for Bureau sponsored wildland fire fighters</u>.

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

  h. Crew Mobilization Process

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

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

      Crew/Individual Member Preparedness Guidelines

    1)   Crew members must be familiar with mobilization/demobilization procedures.

2) Crew members should not carry expensive personal items (radio, camera, tape recorder, jewelry, etc.) Management will not be responsible for lost, stolen, damaged, or destroyed personal items not essential to the job.

3) Individuals accepting an assignment agree that, under ordinary circumstances, they will remain with the crew for the duration of the crew assignment. Examples of extraordinary circumstances include illness or injury, or disciplinary actions. Return transportation will normally be provided for individuals who quit or are fired while on assignment, however, the cost of the transportation will be deducted from the individual's pay.

4) Crews will be available for a 14 day assignment, excluding travel. Under usual circumstances, the assignment may be extended but may not exceed 21 days.

5) Rest and Relaxation (R&R) will be administered per the *Interagency Incident Business Management Handbook*.

6) Normal work shifts for crews on fires are intended to be 12 hours duty time per shift, and a minimum of 8 hours non-duty time between shifts. Any shift in excess of 16 hours will require a written justification by the Incident Commander (IC)

i. Crew Demobilization Process

Functional Responsibility

1) IC: Responsible for determining the need for retention or release of all resources assigned to an incident. Individual crews may request release or express a desire to be worked longer through the Crew Representative/Interagency Resource Representative (IARR), but the final decision rests with the IC.

2) Coordination Centers: May be involved in demobilization either on a local, regional, or national level. Coordination Centers are responsible for establishing demobilization schedules and travel methods based on tentative release from the incident.

3) Crew Representative: If a Crew representative is assigned that person will accompany the crew to the mobilization staging area and remain with the crew until the crew completes the release process. The Crew Representative will provide to the home unit a complete Crew Representative Report. The Crew Representative Report will consist of :

   a) Copies of ICS - Unit Logs.

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

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

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

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

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

APPENDIX 7-1
Minimum Crew Standards for National Mobilization
(Revised 2/08/2010)

Minimum Standards	Type I	Type 2 with IA Capability	Type 2
Fireline Capability	Initial attack/can be broken up into squads, fireline construction, complex firing operations(backfire)	Initial attack/can be broken up into squads, fireline construction, firing to include burnout	Initial attack, fireline construction, firing as directed
Crew Size	18-20		
Leadership Qualifications	Permanent Supervision Superintendent: TFLD, ICT4 Asst Supt: STCR, ICT4 3 Squad Bosses: CRWB (T), ICT5	CRWB and 3 ICT5	CRWB and 3 FFT1
Language Requirement	All senior leadership, including Squad Bosses and higher, must be able to read and interpret the language of the crew as well as English.		
Experience	80% 1 season	60% 1 season	40% 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	
Communications	5 programmable radios	4 programmable radios	
Sawyers	3 agency qualified		NONE
Training	As required by the Interagency Hotshot Crew Guide or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher	
Fitness	Arduous		
Logistics	Crew level agency purchasing authority	No purchasing authority	
Maximum Weight	5300 lbs		

Minimum Standards	Type I	Type 2 with IA Capability	Type 2
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	0.8	
Transportation	Own transportation	Transportation needed	
Tools & Equipment	Fully equipped	Not equipped	
Personal Gear	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag		
PPE	All standard designated fireline PPE		
Certification	Must be annually certified by the local host unit agency administrator or designee prior to being made available for assignment.	N/A	

Notes: National contract crews will meet or exceed these standards.

Interagency Hotshot Crews (IHC) a Type I crew Permanent Supervision with 7 career appointments

APPENDIX 7-2
BIA/Tribal Hotshot Crews

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

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APPENDIX 7-3
FFT1 and FFT2 Required Training and Experience

Courses	Fire Fighter (FFT2)	Squad Boss (FFT1)	Crew Boss	Camp Crew Member	*Camp Crew Leader
1-100 Introduction to the Incident Command System	X	X	X	X	X
1-200 Basic ICS			X		
Annual Refresher Training	XX	XX	XX		
S-1 30 Fire Fighter Training (includes tool utilization & field exercise)	XX	XX	XX		X
S-131 Advanced Fire Fighter/Squad Boss		XX	XX		
S-190 Intro to Fire Behavior	XX	XX	XX		
S-201 Supervisory Concepts and Techniques		X	X		
S-211 Portable Pumps and Water		X	X		
S-212 Power Saws		X	X		
S-230 Crew Boss			XX		
S-234 Firing Methods and Procedures			X		
S-260 Fire Business Management Principles			X		
S-270 Basic Air X Operations			X		
S-290 Intermediate Fire Behavior			XX		

Note: XX = Required Training
           X = Knowledge and skills needed

Experience Requirements:

     Crew Member (FFT2): First year members must complete a minimum of 24 hours of Basic Training.

Advanced Fire Fighter/Squad Boss (FFT1): Must have a minimum of one assignment in the last five years as a Fire Fighter and demonstrated leadership qualities. Prerequisite experience must include satisfactory performance as a Fire Fighter (FFT2) and satisfactory performance as an Advanced Fire Fighter/Squad Boss (FFT1) on a wildland fire incident. Squad Bosses will be selected by the home unit.

Crew Boss: Must have a minimum of one firefighting assignments as a qualified Squad Boss and maintain currency by performing in an assignment as either a Crew Boss, Single Resource Boss Dozer, Engine, Felling, Firing, Tractor Plow or Incident Commander Type 4 once every five years.

Camp Crew Members: First year members must complete a minimum of 24 hours of Basic Training.

*Camp Crew Leader: Leaders must successfully complete two assignments as a camp crew member and demonstrate leadership abilities. Camp Crew Leaders will be selected by the home unit or provided per agreement with cooperators. Qualifications are under review.

Sawyers: At a minimum, crew members designated as sawyers must have successfully completed Power saw Training (S-212) and have demonstrated to the home unit they have attained appropriate chainsaw use experience. Designating and qualifying sawyers will be the responsibility of the home unit. Qualifications shall be documented in the individual crew member record and in the SACS. In addition the following certification is required.

FALA Class A: Qualified to up to 8" diameter trees.
FALB Class B: Qualified to up to 24" diameter trees.
FALC Class C: Qualified to cut any diameter tree.

Chapter – 8
Aviation Operations

A. Introduction

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

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

The four major emphases of aviation management are safety, management, planning and evaluation, operations. Refer to the chart for an illustration of these component and their sub-components.
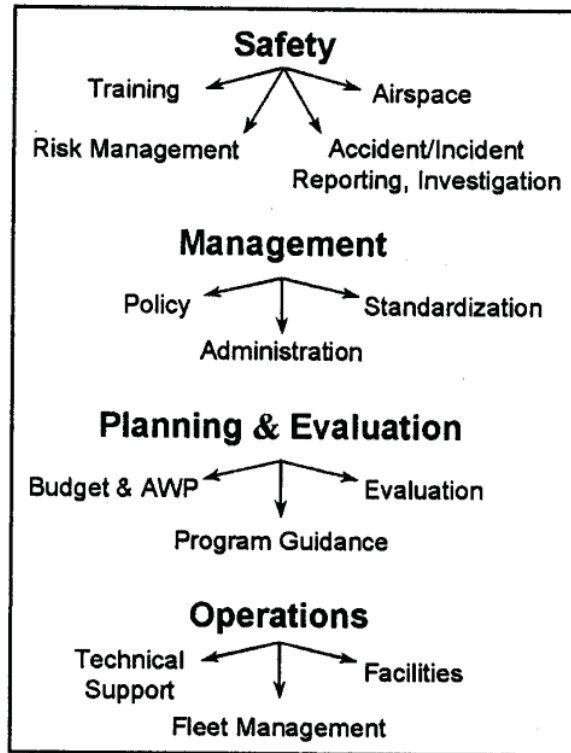
Aviation resources are one of a number of tools available to accomplish fire related land management objectives.

Aviation use must be prioritized based on management objectives and probability of success.

The effect of aviation resources on a fire is directly proportional to the speed at which the resource(s) can initially engage the fire, the effective capacity of the aircraft, and the employment of ground resources.

These factors are magnified by flexibility in prioritization, mobility, positioning, and utilization of the versatility of many types of aircraft.

Risk management is a necessary requirement for the use of any aviation resource. That risk management process must include the risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

B. Roles and Responsibilities

1. Aviation Management Directorate

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

2. National Office Level

The BIA, Wildland Fire and Aviation Management program develops Bureau policy, procedures, and standards, and maintains functional oversight and interagency coordination for all aviation activities. The BIA-National Interagency Fire Center (NIFC) office has established two Inter-Regional aviation management offices to provide technical aviation expertise support for Regional, Agency, and other field offices. Each of these offices is assigned specific BIA Regions for primary support. Each of the Inter-Regional offices is staffed by an inter-Regional Aviation manager (IRAM) and an Aviation Operations Specialist (AOS), both of which are available to provide support for any Region. In addition, there is a NIFC Aviation Operations Specialist specifically assigned to support aviation activities. The primary goals of each of these positions are safety and cost-effectiveness. The BIA-NIFC National Aviation Office (NAO) supports BIA aviation activities and missions, including fire suppression, through strategic program guidance, managing aviation

programs of national scope, coordination with AMD, and interagency partners. National Office of Fire and Aviation Management (OF&A) has the responsibility and authority, after consultation with Regional FMOs, for funding and acquisition of all fire aircraft, prioritizing the allocation of BIA aircraft on a Bureau wide basis, and approving Regional Office requests to acquire supplemental aircraft resources.

Refer to Indian Affairs Manual; Part 57 for further information on aviation policy and procedures.

3. Regional Office Level

a. Regional FMOs are responsible for providing oversight for aircraft hosted in their region. Regional FMOs have the authority and responsibility to approve, with National Office concurrence, acquisition of supplemental aircraft resources within their region. Regional FMOs have the authority to prioritize the allocation, pre-positioning and movement of all aircraft assigned to the BIA within their region. Regional Offices will coordinate with the National Office on movement of their aircraft outside of their region.

b. Regional aviation program managers are associated with every BIA Region. They implement aviation program objectives and directives to support the BIA mission and each Region's goals. Some Regions may have additional support staff assigned to support aircraft operations and to provide technical expertise. A regional aviation operations management plan is required to outline goals of the Region's aviation program and to identify policy and procedures specific to that Region.

c. **Important Note**: A Region is not generally authorized to supplement this policy with more restrictive policy or procedures than the national policy, unless the policy or procedure is approved by the National Aviation Office.

4. Agency/Field Office Level

Field managers and staff manage their programs as necessary to conduct their aviation operations safely. Agency Aviation Managers (AAMs) serve as the focal point for the Agency Aviation Program by providing technical expertise and management of aviation resources to support Agency programs. While many agencies have aviation management as a collateral duty, during periods of intense wildfire activity, it is still absolutely critical that aviation oversight be maintained. Assistance from the Regional office, cooperators, resource ordering, Aviation Safety Assistance Team (ASTAT), are all resources that should be considered when other duties interfere with aviation management. Agencies are responsible for hosting, supporting, providing daily

management, and dispatching all aircraft assigned to their unit. Agencies have the authority to request additional resources, establish priorities, and make assignments for all aircraft assigned to the BIA within their agency. All tribal and agency offices utilizing aircraft should have an aviation management plan on file.

C. Aviation Information Resources

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

1. Reference Materials

   a. Aviation Managers will act as the focal point to receive and disseminate; Safety alerts, instruction memoranda, Information Bulletins, incident reports, and other guidance or information as the need arises.

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

An up-to-date library with aviation policy and procedural references will be maintained at all permanent aviation bases, dispatch, and aviation management offices.

D. Aviation Safety

The BIA and the interagency partners have adopted Safety Management Systems (SMS) as the foundation to our aviation safety program. The four pillars of SMS are Safety Policy, Safety Risk Management, Safety Assurance and Safety Promotion. SMS is the standard for safety set by the International Civil Aviation Organization (ICAO) and the Federal Aviation Administration (FAA).

SMS will promote the transition from the traditional approach to aviation safety which:

- Reacts to undesirable events
- Focused on compliance
- Culture of blame and individual accountability
- Addresses only known safety concerns
- Identifies who, so we know who to punish

To the contemporary approach that is:

- Emphasis on proactive risk management
- Promotes a "Just" culture
- Addresses systemic safety concerns
- Holds the organization accountable
- Identifies "What" so we can manage the manageable
- Communicates the "Why" so the culture can learn from mistakes

The intent of SMS is to improve the aviation culture by increasing hazard identification, reduce risk taking behavior, learn from mistakes and correct procedures before a mishap occurs rather than after the accident.

The use of Risk Management will help to ensure a safe and successful operation. Risk is the probability that an event will occur. Assessing risk identifies the hazard, the associated risk, and places the hazard in relationship to the mission. A decision to conduct a mission requires weighing the risk against the benefit of the mission and deciding whether the risks are acceptable.

Aviation missions always have some degree of risk. The four sources of hazards are methods, medium, man, and machine. Managing risk is a 5-step process:

- Identify hazards associated with all specified and implied tasks for the mission.

- Assess hazards to determine potential of occurrence and severity of consequences.

- Develop controls to mitigate or remove risk, and make decisions based on accepting the least risk for the best benefit.

- Implement controls - (1) education controls, (2) physical controls, and (3) avoidance controls.

- Supervise and evaluate - enforce standards and continuously re-evaluate their effectiveness in reducing or removing risk. Ensure that controls are communicated, implemented, and enforced.

THE RISK MANAGEMENT PROCESS
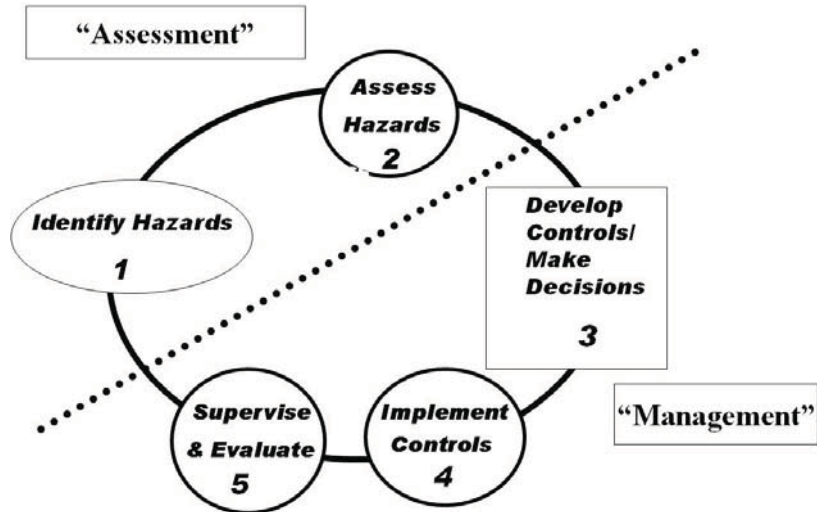
1. Aviation Safety Assistance

During high aviation activity as in wildfire suppression activity, it is advisable to request, through the BIA Regional and National aviation offices, an ASTAT for helicopter or fixed-wing operations. They should be requested through the agency chain of command and operate under a Delegation of Authority from the appropriate National/Regional Aviation Manager(s) or Multi Agency Coordinating Group. Formal written reports will be provided to the appropriate manager(s) as outlined during the in-briefing.

a. An ASTAT may include the following positions:

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

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

2. Aviation Watch Out Situations

Risk Management

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

a. Is the flight necessary?

b. Who is in Charge?

c. Are all hazards identified and have you made them known?

d. Should the operation or flight be stopped due to change in conditions?

e. Communications?

f. Confusion?

g. Personnel?

h. Weather, Turbulence?

i. Conflicting priorities?

j. Is there a better way to do it?

k. Are you driven by the task and a sense of urgency?

l. Can you justify your actions?

m. Are other aircraft in the area?

n. Does the pilot accept the mission?

o. Are any guidelines being ignored or policies being broken?

p. Are communications getting tense?

q. Are you deviating from the assigned operation or flight?

3. Mission Planning/Hazard Mitigation

Pre-flight Planning

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

a. Completion/submission of the aircraft flight request/schedule.
b. Cost Analysis.
c. Assessment and mitigation of hazards.
d. Selection of aircraft.
e. Scheduling of aircraft with vendors or agency pilots.
f. Pilot and aircraft approvals checked.
g. Pre-flight briefings.

4. Aircraft and Pilot Carding

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

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

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

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

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

5. Use of Military or National Guard aircraft and pilots

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

6. Aviation Safety Briefing

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

7. Low-level Flight and Congested Area Operations

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

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

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

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

  - All aircraft must follow planned flight course.

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

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

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

b. Air tankers can drop retardant in congested areas during emergencies under the authority given by the Federal Aviation Administration (FAA). Dropping fire retardant in congested areas shall be avoided in normal situations. Where such operations are considered necessary, depending on special circumstances, they may be authorized subject to these special limitations:

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

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

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

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

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

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

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

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

E. Aviation Hazards

1. Definition

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

All aviation personnel are responsible for hazard identification and mitigation. This includes pilots, flight crew personnel, aviation managers, incident air operations personnel, and passengers. Pilots, flight crew personnel, aviation managers, incident air operations personnel, and passengers are responsible for hazard identification and mitigation. Aviation hazards include the following:

- Deviations from policy, procedures, regulations, and instructions.
- Improper hazardous materials handling and/or transport.
- Airspace conflicts/flight following deviation.
- Deviation from planned operations.
- Failure to utilize PPE or Aviation Life Support Equipment (ALSE).
- Failure to meet qualification standards or training requirements.
- Extreme environmental conditions.
- Improper ground operations.
- Improper pilot procedures.
- Fuel contamination.
- Unsafe actions by pilot, air crew, passengers, or support personnel.

2. Aerial Hazards

Aviation hazards also exist in the form of wires, low-flying aircraft, and obstacles protruding beyond normal surface features. Each office will post, maintain, and annually update a "known aerial hazard map" for the local geographic area where aircraft are operated, regardless of agency jurisdiction. This map will be posted and used to brief flight crews. Unit Aviation Managers are responsible for ensuring the development and updating of Known Aerial; Hazard Maps (IHOG Ch 3.V.J.1.c page 3-20).

F. Aircraft Incident/Accidents

1. Incidents

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

- Damage to aircraft (less than accident criteria).

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

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

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

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

- Near mid-air collision (when airborne aircraft encroaches within 500 feet of another airborne aircraft, or a pilot

2. SAFECOM - Incident/Hazard/ Maintenance Deficiency Reporting

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

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

c. The report shall be forwarded by electronic mail or telefax to the national aviation manager within 72 hours after occurrence. Notify AMD and BIA aviation safety managers whenever an aircraft mishap involved damage or injury. Use the hot line or the most expeditious means possible. Call 1-888-464-7427. An electronic version of the SAFECOM form can be accessed at the following web site: http://www.safecom.gov.

    d.   The objectives of the form are:

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

- To document all aviation hazards and incidents.

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

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

    e.   Responsibility

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

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

3. Accidents

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

G. Air Operations

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

1. Interagency Interim Flight and Duty Limitations

a. Phase 1 – Standard Flight and Duty Limitations (Abbreviated Summary)

- Fourteen (14) hour maximum duty day.

- Eight (8) hours maximum daily flight time for mission flights.

- Ten (10) hours for point-to-point, with a two (2) pilot crew.

- Maximum cumulative flight hours of thirty-six (36) hours, up to forty-two (42) hours in six (6) days.

- Minimum of ten (10) hours uninterrupted time off (rest) between duty periods.

This does not diminish the authority or obligation of any individual COR (Contracting Officer Representative) or Aviation Manager to impose shorter duty days or additional days off at any time for any flight crew members for fatigue at their discretion, as is currently provided for in agency direction and contract specifications.

Interim Flight and Duty Limitations Implementation
During extended periods of a high level of flight activity or maximum 14-hour days, fatigue factors must be taken into consideration by Fire and Aviation Managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for specific Geographic Area's Aviation resources. The minimum scope of operation should be by Geographic Area, i.e., Northwest, Great Basin, etc.

Implementation decisions will be made on a coordinated, interagency basis, involving the GACC, NICC, NMAC and National Aviation Representatives at NIFC. Official notification of implementation should be made by the Regional Aviation managers through the GACC and, for broader scope implementations, by National Aviation Management through NIFC.

b.   Phase 2 – Interim Duty Limitations

When Phase 2 is activated, pilots shall adhere to the flight and day-off limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

- Each flight crew member shall be given an additional day off each fourteen (14) day period. Crews on a twelve (12) and two (2) schedule shall have three (3) consecutive days off (11 and 3). Flight crews on six (6) and one (1) schedules shall work an alternating weekly schedule of five (5) days on, two (2) days off, then six (6) days on and one (1) day off.

- Aircraft fixed daily rates and special rates, when applicable, shall continue to accrue during the extra day off. Contractors may provide additional approved crews to maximize utilization of their aircraft. All costs associated with providing the additional crew will be at the contractor's expense, unless the additional crew is requested by the Government.

c.   Phase 3 – Interim Duty Limitations

When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1 (standard), the additional day off of Phase 2, and the limitations defined under Phase 3.

- Flight crew members shall have a minimum of twelve (12) consecutive hours of uninterrupted rest (off duty) during each duty day cycle. The standard duty day shall be no longer than twelve (12) hours, except a crew duty day extension shall not exceed a cumulative fourteen (14) hour duty day. The next flight crew rest period shall then be adjusted to equal the extended duty day, i.e., thirteen (13) hour duty day, thirteen (13) hours rest; fourteen (14) hour duty day, fourteen (14) hours rest. Extended duty day applies only to completion of a mission. In no case may standby be extended beyond the twelve (12) hour duty day.

- Double crews (two (2) complete flight crews assigned to an aircraft), augmented flight crews (an additional pilot-in-command assigned to an aircraft), and aircraft crews that work a rotating schedule, i.e., two (2) days on, one (1) day off, seven (7) days on, seven (7) days off, or twelve (12) days on, twelve (12) days off, may be exempted from Phase 2 Limitations upon verification that their scheduling and duty cycles meet or exceed the provisions of Paragraph a. of Phase 2 and Phase 1 Limitations.

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

2. Helicopter Operations

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

a. PPE Requirements

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

b. Helicopter Rappel and Cargo Let-Down

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

c. Aerial Ignition

The *Interagency Aerial Ignition Guide* (IAIG) is the reference for all aerial ignition activities. All Aerial Ignition operations must be in compliance with the IAIG, reviewed by the Regional Aviation Program Manager and approved by the appropriate Line Officer. These guides (IHOG, IHRG, and IAIG) were developed to: define and standardize national interagency operating procedures for all helicopter operations, both fire and non-fire; facilitate the exchange of personnel from other agencies during periods of high fire activity (through standardization); provide a common interagency approach in the government's relationship with helicopter contractors; provide checklists, operational requirements, and special instructions for personnel at helibases; and provide a framework within which each government helibase with contract helicopters can provide supplemental site-specific guidance.

3. Helitack

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

a. Policy

    The BIA has adopted the IHOG as its standard for operations. Wording in the IHOG denotes mandatory, required except for justifiable reasons, and optional compliance. "Must" and "shall" mean mandatory; "ought" and "should" mean required unless justified; and "may" and "can" mean optional.

b. Organization

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

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

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

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

c. Safety

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

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

d. Training, Qualifications and Experience

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

e. Physical Fitness Standards

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

f. Operational Procedures

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

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

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

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

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

g. Communications

The helitack crew standard is one handheld programmable multi-channel FM radio per every 2 crew persons, and one multi-channel VHF-AM programmable radio in the primary helitack crew (chase) truck. Each helitack crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each permanent helibase will have a permanent programmable FM radio base station and VHF-AM radio base station.

h. Transportation

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

H. Air Tankers

Air tankers are a national resource. Geographic areas administering these aircraft will make them available for initial attack and extended attack fires on a priority basis. All air tanker services are obtained through the contracting process (except the MAFFS, which are military aviation assets and used to supplement the contract fleet when needed).

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

- FS - Forest Service operates Large Air tankers under FSM 5703 and Grant of Exemption 392 as referenced in FSM 5714.

- BLM - the requirements of the DM' and BLM Manual 9400

1. Air tanker Base Personnel

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

2. Air tanker Categories

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

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

3. Qualifications

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

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

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

4. Tanker Bases & Reload Facilities

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

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

5. Air tanker Base Operations

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

b. The IATBOG is the reference for all air tanker base operations. This guide defines and standardizes national interagency operating procedures at all air tanker bases; facilitates the exchange of personnel from other agencies during periods of high fire activity (through standardization); provides a common interagency approach in the government's relationship with air tanker and retardant contractors; provide checklists, orientation outlines, and special instructions for personnel at air tanker bases; and provides a framework within which each air tanker base can provide supplemental site-specific guidance.

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

d. Startup/Cutoff Times

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

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

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

1) A qualified ATGS, ASM1, or ATCO is on the scene; and

2) Has determined visibility and other safety factors are suitable for dropping retardant; and

3) Notifies the appropriate dispatcher of this determination.

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

6. Canadian Air tankers

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

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

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

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

1. SEAT Manager Position

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

2. Operational Procedures

Using SEATs in conjunction with other aircraft over an incident is standard practice. Agency or geographical area mobilization guides may specify additional procedures and limitations.

Depending on location, operator, and availability, SEATs are capable of dropping suppressants, water, or approved chemical retardants. Because of the load capacities of the SEATs (400 to 800 gallons), quick turn-around times should be a prime consideration. SEATs are capable of taking off and landing on dirt, gravel, or grass strips (pilot must be involved in selection of the site); a support vehicle reduces turn-around times.

Reloading at established air tanker bases or reload bases is authorized. (SEAT operators carry the required couplings). All BLM and Forest Service Air tanker base operating plans will permit SEAT loading in conjunction with Large Air tankers.

3. Communications

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

J. Leadplane Operations

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

1. Policy

a. The *Interagency Aerial Supervision Guide* (IASG) is adopted by the Wildland Fire and Aviation Management program as operating procedures for BIA. Unless for reasons of safety, and deviation from the policies and procedures contained in the IASG must be approved in writing by the Director, Branch of Fire Management.

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

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

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

e. A leadplane is required when:

- The air tanker pilot is not initial attack rated

- MAFFS C-130 air tankers are assigned to the incident

- When foreign government air tankers are being used

- When two or more air tankers are over the incident, a leadplane or ASM must be on order.

- When the air tanker flight crew requests a leadplane

2. Operating Practices

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

a. The leadplanes orbits the fire at 1,000 feet above ground level and directs the air tankers by radio. The high level technique affords better visibility of both the ground and air operations, but radio exchanges are often time consuming, which is costly.

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

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

3. Operational Considerations

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

USDA Forest Service

1) Require leadplanes to be ordered when two or more air tankers are over the incident.

2) For operations over congested areas, USDA Forest Service policy is that air operations be conducted under an FAA Grant of Exemption No. 392, from FAR 91.119.

BIA

1) Require aerial supervision to be on order when more than two aircraft are actually over the incident.

2) The BIA does not require leadplanes to operate SEATs. The "more than two aircraft" standard for requiring aerial tactical supervision can be met with an ATGS.

b. Aerial Supervision Modules

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

Situation	Lead/ATCO /ASM1	Ref	ATGS	Ref
Air tanker not IA rated	Required	1		
MAFFS	Required	1		
Retardant drops in congested areas	Order	1	May use if no Lead/ATCO/ ASM1	
Level 2 rated SEAT operating over an incident with more than one (1) other tactical aircraft on scene	Required if no ATGS	1	Required if no Lead/ATCO/ ASM1	1
Foreign Government air tankers	Required if no ATGS	1	Required if no Lead/ATCO/ ASM1	1
Retardant drops conducted between 30 minutes prior to and 30 minutes after sunrise, or 30 minutes prior to sunset to 30 minutes after sunset	Required if no ATGS	1, 2	Required if no Lead/ATCO/ ASM1	1, 2
4 or more air tankers assigned	Order	1	Order	1
2 or more helicopters with 2 or more air tankers over an incident	Order	1	Order	1
Periods of marginal weather, poor visibility or turbulence	Order	1	Order	1
2 or more air tankers over an incident	Order	1	Order if no Lead/ATCO/ ASM1	3
When requested by air tanker or ATGS	Required	1	Required	
Smokejumper or paracargo aircraft with 2 or more air tankers over an incident	Order if no ATGS	1	Order if no Lead/ATCO/ ASM1	1, 4
Incident has two or more branches			Order	1, 4

K. Air Tactical Operations

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

1. Policy

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

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

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

- ASM

- ATGS

- ATCO (Leadplane)

- Smokejumper spotter

- Helicopter manager

- If aerial operations will continue beyond initial response, an ASM, ATGS or ATCO will be ordered. Aerial supervision response will be commensurate with expected complexity.

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

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

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

2. Organization

a.   ATGS

The ATGS is an identified position in the ICS, with training and qualifications prescribed by the NWCG 310-1. The ATGS is a tactical position with two subordinate specialty positions to assist when required - ATCO and Helicopter Coordinator (HLCO). The ATCO, commonly called a leadplane pilot, deals with fixed-wing retardant aircraft, while the HLCO deals with tactical coordination and airspace management for rotary wing aircraft. Some geographic areas and agencies have full time ATGS personnel, while the majority of field units rely on a qualified local person or order the position through the coordination system to perform the job.

b.   Operational Procedures

Currently there are four operational modes for ATGSs

1)   ASM-1 - The ATGS is in the aircraft with a qualified leadplane pilot. In this module, the ATGS and ATCO missions are combined, with low-level "follow me" and "show me" passes performed as well as the command and control function of the ATGS. ASM Crew Resource Management, and ground and flight familiarization in aircraft type and with avionics is required prior to an ATGS becoming operational in this module. Leadplane pilots and qualified air tactical personnel are responsible for familiarization. Currently only BIA, Alaska State Department of Forestry, and designated USDA Forest Service ATGS are authorized to be on the aircraft, if low-level fight is anticipated. Other ATGS personnel are not authorized to be part of this module. Authorization for other agency personnel to operate in this module must be initiated by the requesting agency and approved by the BIA Aviation Program Manager. Aerial or incident complexity and environmental conditions will dictate when the module ceases low-level operations. The ASM-1 is a national resource.

2) The ATGS is in a contracted, CWN, or Aircraft Rental Agreement (ARA) fixed-wing aircraft in orbit over the incident. This is not a low-level flight scenario; it will always occur above 500 AGL. Pilot/aircraft carding requirements must be met, and PPE is recommended.

3) The ATGS is in a contracted, CWN, or ARA rotary wing aircraft. This mode of operation occurs most often on Type 1 or Type 2 incidents. (Refer to Chapter 13, Aviation Operations)

4) The ATGS is on the ground with a vantage point of the entire incident. Generally only used due to an aircraft shortage, it is effective when the entire area can be viewed from the ground and the ATGS has VHF-AM and VHF-FM radio communication capability. Helicopter coordination has been used extensively in this manner.

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

3. Operational Considerations

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

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

4. Airspace Coordination

The Interagency Airspace Program is an aviation safety program designed to enhance aviation safety and reduce the risk of a mid-air collision. Guidance for this program is found in the Interagency Airspace Coordination Guide (IACG), which has been adopted as policy by the DOI and USDA Forest Service. Additional guidance may be found in the National Interagency Mobilization Guide and supplemented by local Mobilization Guides.

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

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

Additional references can be found by contacting:

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

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

L. Flight Management/Flight Following

1. Policy

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

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

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

d. Flight following is mandatory for all flights. Refer to the National Interagency Mobilization Guide for specific direction. It is the responsibility of the scheduling office and will remain so until transferred through a documented, positive hand-off. Flight-following reports from the aircraft are the responsibility of the pilot-in-command (PIC) in accordance with 14 CFR. Violation of flight following standards requires submission of the SAFECOM per the Departmental Manual.

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

f. Agency FM radio capability is required for all mission flights.

g. For mission flights, there are two types of Agency Flight Following: Automated Flight Following (AFF), and radio check-in. AFF is the preferred method of agency flight following. If the aircraft and flight following office have AFF capability, it shall be utilized. Periodic radio transmissions are acceptable when utilizing AFF. Reference the AFF procedures section of the *National Interagency Mobilization Guide* for more information.

h. All dispatch centers designated for fire support shall have the ability to monitor AFF as well as the capability to transmit and receive "National Flight Following" and "Air Guard."

i. If AFF becomes inoperable the aircraft will normally remain available for service, utilizing radio/voice system for flight following. Each occurrence must be evaluated individually and decided by the COR/CO

2. Types of Flights – Fire & Fire Support

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

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

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

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

3. End Product Flights

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

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

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

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

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

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

d.   Brief pilot on fight routine/mission objective.

e.   Pilot briefing to passengers.

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

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

5. Tactical/Special Use Flights - Fixed Wing

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

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

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

d. Special-use-flight

Includes the following flight missions:

1) Flights conducted within 500 feet AGL

2) Water or retardant application

3) Parachute delivery of cargo

4) ATGS operations

5) Air tanker coordinator operations

6) Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, pinnacles, or surface conditions.

7) Fire reconnaissance (precision recon)

6. Tactical/Special Use Flights - Helicopters

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

b. Special-use helicopter flights

Includes the following:

1) Flights conducted within 500 feet AGL.

2) Water or retardant application.

3) Helicopter coordinator and air tactical group supervisor operations.

4) Aerial ignition activities

5) External load operations

6) Night vision goggle operations

7) Hoversite/autosurvey

8) Rappelling

9) Aerial capture, eradication, and tagging of animals

10) Offshore vessel or platform landings

11) Toe-in, single-skid and step-out landings (prior authorization or exemption required).

12) Takeoff or landing requiring special techniques due to hazardous terrain, obstacles, pinnacles, or surface conditions.

13) Free-fall cargo

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

APPENDIX 8-1
SAFECOM

SAFECOM AVIATION SAFETY COMMUNIQUE	Reported By *(Optional)* Name E-Mail Phone Cell Phone Pager Organization Date
EVENT Date Local Time Injuries? Damage? Location State Agency Involved Other	
MISSION Type Other Procurement Other Persons Onboard Special Use? Hazardous Materials Onboard? Departure Point Destination	
AIRCRAFT Tail Number Manufacturer Model Owner/Operator Pilot	
NARRATIVE (Please provide a brief explanation of the event.)	
CORRECTIVE ACTIONS	
Submit Instructions:	
1. Review and correct entries 2. Select a Send to Agency 3. STOP!! If you want a copy of this Safecom you must Print NOW. To Print this Safecom, use the **Print** button on your web browser. 4. LASTLY press the **Submit** button.	
Clear Form Send to Agency: Submit	

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APPENDIX 8-2
BIA Exclusive Use Helicopter Module Positions

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

Exclusive Use Helicopter Position Footnotes:
1)   **All Exclusive Use Fire Helicopter positions requires an arduous rating.**

2) Minimum experience and qualification required prior to performing in the Exclusive Use position. **Task books must be completed.**

3) Minimum training required to perform in the position. Each level must have met the training requirements of the previous.

4) Additional training, which augments the current position or prepares the individual for advancement level(s).

5) Additional qualifications, which augments the current position or prepares the individual for advancement.

6) A "**season**" is continuous employment on a full time Wildland fire crew for a period of 90 days or more. For the position of FHCM experience as an Emergency Fire Fighter which correlates to a 90 day season may be accepted by the FMO with documentation of the experience.

7) After completing S-372, must attend the Interagency Helicopter Manager Workshop (RT-372) once every three years.

8) Must receive RT-271 refresher or serve as S-271 instructor once every three years.

Chapter – 9
Safety and Risk Management

A. Introduction

The primary means by which we prevent accidents in wildland fire operations is through aggressive Risk Management. The Bureau of Indian Affairs (BIA) safety philosophy acknowledges that while the ideal level of risk may be zero, a hazard free work environment is not a reasonable or an achievable goal in fire operations. Through organized, comprehensive, and systematic risk management, we will determine the acceptable level of risk that allows us to provide for safety yet still achieve fire operations objectives. Risk Management is intended to minimize the number of injuries or fatalities experienced by wildland firefighters.

B. Policy

The commitment to and accountability for safety is a joint responsibility of all firefighters, managers, and administrators. All Land Management Plans (LMP), Fire Management Plans (FMP), and all suppression plans and actions must reflect this commitment. Individuals must be personally committed and responsible for their own performance, accountability, and safety.

Specific Safety Policy Documents:

- ***IAM 25 – Safety and Occupational Health***
- ***IAM 90 – Wildland Fire Management***
- ***BIA Safety and Health Handbook***

C. Guiding Principles

The primary means by which we implement command decisions and maintain unity of action is through the use of common principles of operations. These principles guide our fundamental wildland fire management practices, behaviors, and customs, and are mutually understood at every level of command. They include Risk Management, Standard Firefighting Orders and Watch Out Situations, LCES and the Downhill Line Construction Checklist. These principles are fundamental to how we perform fire operations, and are intended to improve decision making and firefighter safety. They are not absolute rules and require judgment in application.

D. Goal

The goal of the fire safety program is to provide direction and guidance for safe and effective management in all activities. Safety is the responsibility of everyone assigned to wildland fire, and must be practiced at all operational levels from the National Fire Director, Regional Directors, Agency Superintendents, unit managers and employees in the field.

Agency Administrators need to stress that firefighter and public safety always takes precedence over property and resource loss. Coordination between the Fire Management staff and Unit Safety Officer(s) is essential in achieving this objective. For additional safety guidance and reference refer to:

- *Fireline Handbook* (PMS 410-1, NFES 0065).
- *2010 Incident Response Pocket Guide* (IRPG) (PMS 461, NFES 1077).
- *Wildland Firefighter Health & Safety Report* (Annual MTDC Publication).
- *National Interagency Mobilization Guide* (NFES 2092).

Definitions

- **Safety**: A measure of the degree of freedom from risk or conditions that can cause death, physical harm, or equipment or property damage.

- **Hazard**: A condition or situation that exists within the working environment capable of causing physical harm, injury, or damage.

- **Risk**: The likelihood or possibility of hazard consequences in terms of severity or probability.

- **Risk Management**: The process whereby management decisions are made and actions taken concerning control and of hazards and acceptance of remaining risk.

E. Risk Management Process

Fire operations risk management is outlined in the NWCG *Incident Response Pocket Guide*, page 1. The five step process provides firefighters and fire managers a simple, universal, and consistent way to practice risk management by:

- Establishing Situation Awareness

- Identifying hazards and assessing the risk they pose

- Controlling, mitigating, or eliminating hazards

- Making go/no-go decisions based on acceptability of remaining risk

- Evaluating effectiveness of hazard controls and continuously re-evaluating situation

F. Job Hazard Analysis (JHA)

A completed JHA is required for:

- Jobs or work practices that have potential hazards.

- New, non-routine, or hazardous tasks to be performed where potential hazards exist.

- Jobs that may require the employee to use non-standard Personal Protective Equipment (PPE).

- Changes in equipment, work environment, conditions, policies, or materials.

- Supervisors and appropriate line managers must ensure that established JHAs are reviewed and signed by all participants prior to any non-routine task or at the beginning of the fire season.

G. Work/Rest

To assist in mitigating fatigue, days off are allowed during and after assignments.   Agency Administrators such as Superintendents, or Regional Directors may authorize time off supplementary to mandatory days off requirements.

The authority to grant a day off with pay lies with 5 U.S.C. 6104, 5 CFR 610.301, and 56 Comp. Gen. Decision 393 (1977). Guidelines include:

- Plan for and ensure that all personnel are provided a minimum 2:1 work to rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest).

- Work shifts that exceed 16 hours and/or consecutive days that do not meet the 2:1 work/rest ratio should be the exception, and no work shift should exceed 24 hours. However, in situations where this does occur (for example initial attack), incident management personnel will resume 2:1 work/rest ratio as quickly as possible.

- The Incident Commander (IC) or Agency Administrator must justify work shifts that exceed 16 hours and those that do not meet 2:1 work/rest ratio. Justification will be documented in the daily incident records such as Crew Time Reports (SF-261).

- The Time Officer's/Unit Leader's approval of the Emergency Firefighter Time Report (OF-288), or other agency pay document, certifies that the required documentation is on file and no further documentation is required for pay purposes.

1. Assignment Definition

An assignment is defined as the time period (days) between the first full operational period at the first incident or reporting location on the original resource order and commencement of return travel to the home unit.

2. Length of Assignment

Standard assignment length is 14 days, exclusive of travel from and to home unit, with possible extensions identified below. Time spent in staging and preposition status counts toward the 14-day limit, regardless of pay status, for all personnel, including Incident Management Teams.

3. Days Off

After completion of a 14 day assignment and return to the home unit, two mandatory days off will be provided (2 after 14). Days off must occur on the calendar days immediately following the return travel in order to be charged to the incident. (See Section 12.1-2) (5 U.S.C. 6104, 5 CFR 610.301-306, and 56 Comp. Gen. Decision 393 (1977). If the next day(s) upon return from an incident is/are a regular work day(s), a paid day(s) off will be authorized.

Regulations may preclude authorizing this for non-NWCG and state/local employees.

Pay entitlement, including administrative leave, for a paid day(s) off cannot be authorized on the individual's regular day(s) off at their home unit. Agencies will apply holiday pay regulations, as appropriate. A paid day off is recorded on home unit time records according to agency requirements. Casuals (AD) are not entitled to paid day(s) off upon release from the incident or at their point of hire.

Contract resources are not entitled to paid day(s) off upon release from the incident or at their point of hire.

Agency Administrators may authorize additional day(s) off with compensation to further mitigate fatigue. If authorized, home unit program funds will be used. All length of assignment rules apply to aviation resources, including aircraft pilots, notwithstanding the FAA and agency day off regulations.

4. Assignment Extension

Prior to assigning incident personnel to back-to-back assignments, their health, readiness, and capability must be considered. The health and safety of incident personnel and resources will not be compromised under any circumstance.

Assignments may be extended when:

- Life and property are imminently threatened.
- Suppression objectives are close to being met.
- A military battalion is assigned.
- Replacement resources are unavailable, or have not yet arrived.

Upon completion of the standard 14 day assignment, an extension of up to an additional 14 days may be allowed (for a total of up to 30 days, inclusive of mandatory days off, and exclusive of travel). Regardless of extension duration, two mandatory days off will be provided prior to the 22nd day of the assignment.

Contracts, Incident Blanket Purchase Agreements (I-BPA), and Emergency Equipment Rental Agreements (EERA) should be reviewed for appropriate pay requirements and length of assignment. If the contract, (I-BPA) or EERA do not address this, the incident Finance/Administration Section Chief or the procurement official should be consulted as to whether compensation for a day off is appropriate.

5. Single Resource/Kind Extensions

The section chief or Incident Commander will identify the need for assignment extension and will obtain the affected resource's concurrence. The section chief and affected resource will acquire and document the home unit supervisor's approval.

The Incident Commander approves the extension. If a convened geographic or national multi-agency coordinating group (GMAC/NMAC) directs, the Incident Commander approves only after GMAC/NMAC concurrence.

If the potential exists for reassignment to another incident during the extension, the home unit supervisor and affected resource will be advised and must concur prior to reassignment.

6. Incident Management Team Extensions

Incident Management Team extensions are to be negotiated between the incident Agency Administrator, the Incident Commander, and the GMAC/NMAC (if directed).

7. Management Directed Days Off at Home Unit

Supervisors must manage work schedules for initial attack, dispatch and incident support personnel during extended incident situations. During periods of non-routine or extended activity, these employees will have a minimum of 1 day off in any 21-day period.

H. Motor Vehicle Operation Policy

1. Policy

All individuals operating a motor vehicle in performance of duties in support of the BIA, must comply with the requirement of the BIA Motor Vehicle policy requirements 5 CFR 930, and 485 DM 16. Regional Directors, Agency Superintendents, and FMO's will be responsible for ensuring full compliance, including safe operation of motor vehicles as well as immediate response to issues of non-compliance.

All motor vehicle operators will be required to possess a current Government Motor Vehicle Operators Identification Card. Potential drivers annually must complete GSA form 3607

Motor Vehicle Operator's License and Driving Record. Completed forms will be submitted, and processed by the Division of Safety and Risk Management for authorization.

2. Driver Qualifications

- 18 years of age or older.

- Possess a valid State driver's license, and requisite experience needed to drive type of vehicle assigned.

- Have no convictions or uncontested citations within the three-year period preceding the submittal of GSA Form 3607 for Reckless Driving, Driving While Intoxicated (DWI), Driving Under the Influence (DUI), or Leaving the Scene of an Accident.

3. Roles & Responsibilities of Supervisors

- Ensure that each Motor Vehicle Operator under their supervision possesses a valid driver's license that indicates State authorization to operate the class of vehicle required in the performance of duties.

- Based on available information, ensure no authorization is given to individuals with restricted driving privileges (i.e., home to work licenses).

4. Terminate driving privileges for a Motor Vehicle Operator who is:

- Arrested for, charged with, or convicted of Reckless Driving, Driving While Intoxicated (DWI), or driving Under the Influence (DUI).

- Arrested for, charged with, or convicted of a criminal offense related to a traffic incident involving alcohol or drugs, including but not limited to vehicular homicide, vehicular manslaughter, or endangerment.

- Disqualified from holding a State driver's license, including restriction, suspension, revocation, or cancellation of a State driver's license for the type and class of vehicle operated.

- Upon request, fails to provide a valid CDL medical certificate; Not in possession of a current Motor Vehicle Operator Authorization Card.

- Is convicted for operating a motor vehicle under the intoxicating influence of alcohol, narcotics, or pathogenic drugs.

- Is not qualified to operate a Government owned or leased vehicle safely because of a physical or medical condition.

- No longer possesses a State license by revocation or suspension.

5. Motor Vehicle Operator Requirements

- Comply with State, local and tribal traffic laws and the lawful instruction of emergency and law enforcement personnel.

- Abstain from ingesting controlled substances, intoxicating beverages, prescription drugs or other medications that caution against operating a motor vehicle when taken, to avoid being impaired.

- Not transport intoxicating beverages, controlled substances, or any passenger who is in possession of intoxicating beverages or controlled substances.

- Not transport unauthorized passengers in a Government owned or leased motor vehicle.

- Report to his/her supervisor any medical or physical condition, including the use of controlled substances, prescription or over-the-counter drugs, which may impair the driver from the safe operation of a motor vehicle.

- Successfully complete motor vehicle safety training at least every three years.

- Notify their supervisor if their State driving privileges are restricted, suspended, revoked, or canceled, or if they have been otherwise disqualified from holding a license. Employees are also responsible for reporting any situation that may alter their authorization or ability to operate a motor vehicle, such as any legal or court ordered suspension of driving privileges or any limiting medical condition.

- Report all incidents involving a Government owned or leased motor vehicle, commercial motor vehicle, rental motor vehicle, or a privately owned or leased motor vehicle that occur during the performance of their official duties.

- Report all on-duty incidents involving a Government owned or leased motor vehicle, commercial motor vehicle, rental motor vehicle, or a privately owned or leased motor vehicle that could result in a violation, citation, charge, arrest, warrant, or civil action.

- Report all incidents involving a Government owned or leased motor vehicle, Commercial motor vehicle, rental motor vehicle, or privately owned or leased motor vehicle and the use of controlled substances or intoxicating beverages; impairment resulting from prescription or over-the-counter drugs, illness, or medical condition; or other factors that impair concentration, motor skills or reaction time.

- Report any restriction, suspension, revocation, or cancellation of their driver's license, for any length of time, or any disqualification from holding a State, commercial or international operator's license.

- Notify supervisors of these incidents no later than the following business day after their occurrence. Failure to inform the supervisor of any such situation may subject employees to disciplinary action.

6. Incident Driving Operations

This policy addresses driving by operations personnel, support personnel such as bus drivers, Liaisons, IMT personnel actively engaged in wildland fire or all-risk activities; including driving while assigned to a specific incident (check-in to check-out) or during initial attack fire response (includes time required to control the fire and travel to a rest location).

Agency resources assigned to an incident or engaged in initial attack fire response will adhere to the current BIA work/rest policy for determining length of duty day. For more information refer to: http://www.nwcg.gov/teams/shwt/DrivingStandards2004.pdf

- No driver will drive more than 10 hours (behind the wheel) within any duty-day.

- Multiple drivers in a single vehicle may drive up to the duty-day limitation provided no driver exceeds the individual driving (behind the wheel) time limitation of 10 hours.

- A driver shall drive only if they have had at least 8 consecutive hours off duty before beginning a new operational period.

- To manage fatigue, no travel will be authorized off unit (excluding IA response) during mobilization and demobilization travel between 2200 hours and 0500 hours.

  Exception to the minimum off-duty hour requirement is allowed when essential to 1) accomplish immediate and critical suppression objectives, or 2) address immediate and critical firefighter or public safety issues.

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

7. Casuals hired as drivers when employed by BIA

For more information refer to Chapter 10

I. Wildland Fire Field Attire

Polyester, polypropylene, and nylon materials are not to be worn, because most synthetic fibers melt when exposed to flame or extreme radiant heat. Personnel should wear only undergarments made of the highest possible content of natural fibers, aramid, or other flame-resistant materials.

Aramid clothing should be cleaned or replaced whenever soiled, especially when soiled with petroleum products. Aramid clothing will be replaced when the fabric is so worn as to reduce the protection capability of the garment or is so faded as to significantly reduce the desired visibility qualities.

Any modification to Personal Protective Equipment that reduces its protection capability such as iron-on logos, and sagging of pants, is an unacceptable practice and will not be allowed on fires.

Wildland Fire Boot Standard

Personnel assigned to wildland fires must wear a minimum of 8-inch high, lace-type exterior leather work boots with Vibram-type, melt-resistant soles. The 8-inch height requirement is measured from the bottom of the heel to the top of the boot. Alaska is exempt from the Vibram-type sole requirement. All boots that meet the footwear standard as described above are authorized for firefighting.

Boots are a condition of employment for firefighting positions and are purchased by the employee prior to employment.

J. Personal Protective Equipment (PPE)

1. Policy

All personnel are required to use Personal Protective Equipment appropriate for their duties and/or as identified in JHAs. Employees must be trained to use safety equipment effectively. PPE devices will be used only when equipment guards, engineering controls, or management control do not adequately protect employees.

2. Required PPE

Required Fireline PPE includes:

- Fire shelter

- Hard hat with chinstrap

- Goggles/safety glasses as identified by JHAs

- Ear plugs/hearing protection

- Yellow long-sleeved aramid shirt

    - *Shirt must meet Forest Service specification 5100-91 or be certified to National Fire Protection Association (NFPA) 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting.*

- Aramid trousers

    - *Trousers must meet Forest Service specification 5100-92 or be certified to National Fire Protection Association (NFPA) 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting.*

- Leather/Fire Resistant gloves

    - *Gloves must meet Forest Service specification 6170-5 or be certified to National Fire Protection Association (NFPA) 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting.*

- Additional PPE as identified by local conditions, material safety data sheet (MSDS), or JHA.

3. Fire Shelters

New Generation Fire Shelters (M-2002, Forest Service Specification 5100-606) are required for all wildland firefighters as of January 1, 2010. For more information refer to http://www.nifc.gov/fire_equipment/fire_shelter.htm

Training in inspection and deployment of new generation fire shelters will be provided prior to issuance. Firefighters will inspect their fire shelters at the beginning of each fire season and periodically throughout the year, to ensure they are serviceable.

Training shelters will be deployed at required Annual Fireline Safety Refresher Training. No live fire exercises for the purpose of fire shelter deployment training will be conducted.

Fire shelters will be carried in a readily accessible manner by all line personnel. The deployment of shelters will not be used as a tactical tool. Supervisors and firefighters must never rely on fire shelters instead of using well-defined escape routes and safety zones. When deployed on a fire, fire shelters will be left in place if it is safe to do so and not be removed pending approval of authorized investigators. Firefighters must report the shelter deployment incident to their supervisor as soon as possible.

4. Head Protection

Personnel must be equipped with hard hats and wear them at all times while on the fireline. Hard hats must be equipped with a chinstrap, which must be fastened while riding in, or in the vicinity of helicopters.

Acceptable hardhats for fireline use are:

- "Helmet, Safety, Plastic" (NFES #0109, NSN 8415-01-055-2265) listed in NWCG *National Fire Equipment System Catalog*: Part 1, Fire Supplies and Equipment, or

- Equivalent hardhat meeting the (NFPA) *1977 Standard on Protective Clothing and Equipment for Wildland Fire Fighting* requirements, or

- Equivalent hardhat meeting ANSI Z89.1-2003.

Hard hats consist of two components - the shell and the suspension - which work together as a system. Alteration of either of these components compromises the effectiveness of the system (e.g. wearing hardhat backwards) and is not allowed. Both components require periodic inspection and maintenance. Specific inspection and maintenance instructions are found in Missoula Technology and Development Center (MTDC) Tech Tip publication, *Your Hardhat: Inspection and Maintenance* (0267-2331-MTDC). http://www.fs.fed.us/t-d/pubs/htmlpubs/htm02672331/index.htm

5. Eye and Face Protection

The following positions require the wearing of eye protection (meets ANSI Z87.1 Standards):

- Nozzle operator

- Chainsaw operator/faller

- Helibase and ramp personnel

- Wildland fire chemical mixing personnel

- Other duties may require eye protection as identified in a specific JHA

Full face protection in the form of a face shield in compliance with ANSI Z87.1 shall be worn when working in any position where face protection has been identified as required in the job specific JHA: Batch Mixing for Terra-Torch®, power sharpener operators, etc.

6. Hearing Protection

Personnel who are exposed to a noise level in excess of 85db must be provided with, and wear, hearing protection. This includes, but is not limited to:

- Chainsaw operators/fallers.

- Pump operators.

- Helibase and aircraft ramp personnel.

- Wildland fire chemical mixing personnel.

- Any other personnel exposed on a regular basis to damaging noise levels.

Other duties may require hearing protection as identified in a specific JHA.

Employees may be required to be placed under a hearing conservation program as required by 29 CFR 1910.95. Consult with local safety & health personnel for specifics regarding unit hearing conservation program.

- *Employees may be placed under a hearing conservation program as identified in approved Medical Standards Program waivers or risk mitigation decision memorandum.*

7. Neck Protection

Face and neck shrouds are not required PPE. The use of shrouds is not required and should be as a result of onsite risk analysis. If used, face and neck shrouds shall meet the requirements of FS specification 5100-601 or *NFPA 1977 Standard on Protective Clothing and Equipment for Wildland Fire Fighting*.

Shrouds should be positioned in a manner that allows for immediate use. For additional information see MTDC Tech Tip *Improved Face and Neck Shroud for Wildland Firefighters*, 2004 (0451-2323-MTDC). http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/htm04512323/index.htm

8. Leg Protection

All chainsaw operators will wear chainsaw chaps meeting the United States Forest Service Specification 6170-4F or 4G. All previous Forest Service specification chainsaw chaps must be removed from service. Chainsaw chaps shall be maintained in accordance with MTDC Publication, *Inspecting and Repairing Your Chainsaw Chaps - User Instructions* (0567-2816-MTDC) http://www.fs.fed.us/t-d/pubs/htmlpubs/htm05672816/page01.htm

9. Respiratory Protection

The use of any respiratory protection, (e.g., dust masks, half-mask respirators, SCBA) must be in compliance with BIA safety and health regulations and *OSHA's Respiratory Protection Standard* 29 CFR 1910.134.

10. Specialized or Non Standard Personal Protective Equipment (PPE)

A JHA must be completed and reviewed by the Unit Safety Officer or FMO and supervisor's approval is required. Items must meet agency and industry standards for specific intended use. Cold weather flame resistant outer wear shall be in compliance with NFPA 1977, *Standard on Protective Clothing and Equipment for Wildland Fire Fighting*. All cold weather inner wear should be composed of the highest possible content of natural fibers (cotton, wool or silk) or other flame resistant material such as aramid.

11. High Visibility Vests

To meet 23 CFR 655, high visibility apparel should be worn whenever a firefighter is working on or in the right of way of a public roadway. The high visibility safety apparel should not be worn if:

- There is a reasonable chance that the employee may be exposed to flames, high heat or hazardous materials.

- The high visibility garment hinders an employee's ability to do their job because it prevents necessary motion or because it limits access to necessary equipment such as radios or fire shelters.

Employees must wear high visibility safety apparel that meets ANSI/ISEA 107 -2004, Class 2 or 3, or ANSI/ISEA 207-2006.

Apparel, including vests, that meets ANSI/ISEA 107-2004 and ANSI/ISEA 207-2006 currently does not meet the flame resistance requirements of the NFPA Standard on Protective Clothing and Equipment for Wildland Fire Fighting.

K. Fireline Safety

1. Incident Briefings

The Incident Commander (IC) must ensure that safety briefings are occurring throughout the fire organization, and that safety factors are covered with incident personnel at all operational briefings.

The IC, Safety Officer, Fire Behavior Analyst, and remainder of the Command and General staff will use the 10 Standard Fire Orders, 18 Watch Out Situations, and the LCES Analysis of Tactical Applications on the Incident Action Plan Safety Analysis (ICS 215-A) for guidance at strategy meetings, during briefings, and when developing the incident action plan, safety message, and medical plan.

A web site has been established that incorporates a daily safety message called "Six Minutes for Safety". The web site address is: http://www.nifc.gov/sixminutes/dsp_sixminutes.php

2. Incident Safety Oversight

Agency Administrators are responsible for the overall safety on the fireline and may request additional safety oversight as needed.

Examples may include:

- A fire escapes initial attack or when extended attack is probable.
- There is complex or critical fire behavior.
- There is a complex air operation.
- The fire is in an urban intermix/interface.
- Other extraordinary circumstances.

Every individual has the right to turn down unsafe assignments. When an individual feels an assignment is unsafe they also have the obligation to identify, to the degree possible, safety alternatives for completing that assignment. The IRPG contains a process for How to Properly Refuse Risk on page 17.

3. Incident Emergency Management Planning

To achieve successful medical responses within incident management, agency home units will take the necessary steps to ensure incidents of all complexity levels have an Incident Emergency Plan, standardized communication center protocols, and an incident medical plan that satisfies the requirements found in NWCG memo number 025-2010 http://www.nwcg.gov/general/memos/nwcg-025-2010.html

4.   Air Ambulance Services

Agency/Regional level fire program managers should ensure that procedures and processes for use of local and regional air ambulance services are stated in writing and effectively coordinated between the fire programs, the dispatch/logistics centers, and service providers.

5. Location of Fire Camps and Plans to Remain in Place

Fire camps should be located in areas that will service the incident for the long term without having to relocate. Due to such factors as extreme fire behavior, fire camp locations might be compromised. Incident Commanders are to be especially vigilant to quickly identify situations that may put their fire camp or any other adjacent fire camps in jeopardy. As such, planning for evacuation and/or remain in place actions should be considered. Evacuation plans at a minimum shall include:

- Documented risk assessment

- Trigger points

- Egress routes

- Transportation for all personnel

- Accountability for all personnel

- Individuals not meeting 310-1 qualifications will be considered escorted visitors as addressed elsewhere in this chapter.

6. Incident Communications Frequency Management

Frequency Management must be part of incident safety oversight regardless of incident complexity. Frequencies are a national resource and are reused throughout the US and MUST be approved and coordinated. Only using authorized frequencies protects assigned frequencies against outside interference which could disrupt communication placing firefighters in jeopardy. The Communication Unit Leader in coordination with the National Interagency Incident Communication Division (NIICD) has the authority to assign approved frequencies for an incident. If the incident does not have a Communications Unit Leader, NIICD at the National Interagency Fire Center (NIFC) will be designated as the frequency Manager. All requests for additional frequencies will be made via a Resource Order through the Dispatch organization.

7. LCES–A System for Operational Safety

LCES is a safety procedure put in place before fighting the fire. It is a self-triggering mechanism that functions sequentially: lookouts assess– and reassess–the fire environment; lookouts communicate to each firefighter threats to safety; firefighters use escape routes and move to safety zones. For more information refer to page 6 in the IRPG.

L - Lookout(s)
C - Communication(s)
E - Escape Route(s)
S - Safety Zone(s)

8. Standard Safety Flagging

The NWCG has established the following standard for wildland fire activities:

- Safety Zones/Escape Routes- Hot-Pink flagging marked ESCAPE ROUTE (NFES 0566).   When flagging no longer shows valid escape routes/safety zones, remove it immediately. Crews with colorblind members may wish to carry and utilize fluorescent chartreuse flagging (NFES 2396).

- Hazards- yellow w/black diagonal stripes, fluorescent, biodegradable 1" wide (NFES 0267). If the above recommendation is not utilized on an incident, the incident will need o identify the selected color and make it known to all firefighters.

9. Six Minutes for Safety

Six Minutes for Safety is an interagency safety initiative that, on a daily basis, addresses the high risk situations that historically get firefighters in trouble. The intent of the program is to give firefighters six minutes of training every day on high risk low frequency fire activities.

All BIA fire programs are encouraged to participate in daily 6 Minutes for Safety training. The program can be accessed at the following web site: http://www.wildfirelessons.net/uploads/6mfs/home.html

10. Unexploded Ordnance (UXO)

General guidance is as follows: If UXO is suspected, do not enter the area. Small arms (rifle and shotgun) munitions areas should be flagged and avoided by fire personnel. For suspected larger munitions, the area must be avoided by fire personnel and contact local law enforcement bomb squad or nearest Department of Defense agency. Each unit will determine which employees are authorized to enter known or potential hazardous substance release sites, and the responsibility for these determinations remains with each agency administrator. For additional UXO safety information, review the 2010 IRPG, page 25.

11. Hazardous Materials

Employees that discover any unauthorized waste dump or spill site that contains indicators of potential hazardous substances (e.g., containers of unknown substances, pools of unidentifiable liquids, piles of unknown solid materials, unusual odors, or any materials out of place or not associated with an authorized activity) should take the following precautions:

Follow procedures in the 2010 IRPG, pages 31-37.

- Treat each site as if it contains harmful materials.

- Do not handle, move, or open any container, breathe vapors, or make contact with the material.

- Move a safe distance upwind from the site.

- Contact appropriate personnel. Generally, this is the Hazardous Materials Coordinator for the Agency.

The following general safety rules shall be observed when working with chemicals:

- Read and understand the Material Safety Data Sheets.

- Keep the work area clean and orderly.

- Use the necessary safety equipment.

- Label every container with the identity of its contents and appropriate hazard warnings.

- Store incompatible chemicals in separate areas.

- Substitute less toxic materials whenever possible.

- Limit the volume of volatile or flammable material to the minimum needed for short operation periods.

- Provide means of containing the material if equipment or containers should break or spill their contents.

12. Emergency Non-Wildland Fire Response- Hazardous Materials:

Wildland firefighters have the potential to be exposed to hazardous materials releases while performing their jobs. Hazardous material or waste may be found on public and tribal lands in a variety of forms (e.g. clandestine drug lab waste, mining waste, and illegal dumping).

In order to meet 29 CFR 1910.120 and to ensure familiarity with hazardous materials releases all wildland firefighters will complete a one-time, two hour First Responder awareness training course and an annual refresher.

13. Emergency Non-Wildland Fire Response- Emergency Medical Response:

Medical emergency response is not a function of wildland fire suppression resources. Wildland firefighters are not trained and equipped to perform emergency medical response duties and should not be a part of a pre-planned response that requires these duties. When wildland firefighters encounter emergency medical response situations, their effort should be limited to immediate care (e.g. first aid, first responder actions they are trained and qualified to perform).

14. Roadside Response:

Positioning of vehicles and employee awareness is paramount when responding to incident in close proximity to roadways. Refer to 2010 IRPG, page 24 "Roadside Incident Response" which highlights tactical considerations for roadway responses.

15. Responding to Wildland Fires in or near Oil and Gas Operations:

Oil and gas production across the United States has increased dramatically and has an impact on wildland fire suppression operations and can expose firefighters to safety and health hazards. For lands that have oil and gas operations within their fire suppression jurisdiction, the following is the minimum standard operating procedures to help ensure the health and safety of wildland firefighters:

- Firefighters receive annual oil and gas hazard recognition and mitigation training.

- Local units shall complete a JHA for wildland fire suppression activities in oil and gas areas and provide firefighter a copy with a briefing.

- Establish notification procedures and protocols to contact gas and oil companies.

- Assign gas and oil Resource Advisors (RA) to each incident.

- Ensure at least one member of each squad, engine crew, misc overhead, etc are assigned a Hydrogen Sulfide (H²S) gas monitors.

- Provide training to firefighters assigned monitors on use, maintenance, and threshold data (10PPM) for H²S for gases.

- If H²S gas in encountered, immediately disengage and leave affected area.

- Report all exposure incidents to appropriate individuals.

- Refer to page 26 in the 2010 IRPG for more information

For more information, and training refer to the following websites:

- http://www.nifc.gov/wfstar/oil_gas.htm

- http://iirdb.wildfirelessons.net/main/Reviews.aspx

16. Responding to Wildland Fires in or Near Radioactive Locations

Abandoned uranium mines exist in many areas of public land. When these areas are identified, local management should provide information and direction on operations to be used. General knowledge and understanding of potential radiation exposure is necessary for wildland fire program management to make valid risk management decisions in these areas.

For more information, and training refer to the following websites:

- http://www.nifc.gov/policies/red_book/doc/RadiationDocument.pdf

- http://www.nifc.gov/policies/red_book/doc/RadiationGuidance.pdf

17. Hydrogen Cyanide (HCN)

Extensive use of synthetic materials such as plastics, nylon, Styrofoam, and polyurethane have had a significant impact on the type of smoke produced during wildland suppression and prescribed fire activities. These synthetic substances can produce HCN which can disrupt the body's ability to use oxygen, can cause asphyxia, and carbon monoxide poisoning. Common items such as sofas, carpeting, vehicles, and other products routinely found at dump sites can have HCN in smoke produced at sites with above mentioned materials.

a. Precautions

Follow instructions on page 32 of the 2010 IRPG for protocol in dealing with hazardous materials.

b. Symptoms of HCN Poisoning

- Bitter almond odor on breath
- Burning taste in mouth
- Stiffness of lower jaw
- Feeling of numbness or constriction in throat
- Weakness and headache

c. Treatment

Any possible exposures to HCN should be sent to a local immediate care facility. If health care facility is not capable of performing toxicology testing, the individual should be referred to a facility capable of performing testing, and treatment.

18. Smoke and Carbon Monoxide

Site specific hazards and mitigations need to be identified to reduce firefighter exposure to smoke and potential carbon monoxide.

Management Controls to Mitigate Exposure

Agency safety and health policy states that Personal Protective Equipment (PPE) devices will be used only when equipment guards, engineering controls, or management control does not adequately protect employees. To meet this requirement:

- Managers and supervisors will not knowingly place wildland firefighters in positions where exposure to toxic gases or chemicals that cannot be mitigated and would require the use of self-contained breathing apparatus.

- Managers will not sign cooperative fire protection agreements that would commit wildland firefighters to situations where exposure to toxic gases or chemicals would require the use of self-contained breathing apparatus.

- Managers will avoid giving the appearance that their wildland fire suppression resources are trained and equipped to perform structure, vehicle, and dump fire suppression, to respond to hazardous materials releases, or to perform emergency medical response.

19. Safety for Non-Operational Personnel Visiting Fires

The BIA recognizes the need for Agency Administrators, other agency personnel, dignitaries, and members of the new media, etc. to visit incidents. The following standards apply to all visitors.

a. Visit to Incident Base

The minimum requirements for field attire at incident base camps and other non-fireline locations.

- Lace-up closed toe shoes/boots with traction soles and ankle support.

- Full length trousers

- Long-sleeve shirt

    b.   Visits to the Fireline/RX Burns

- Visits to the fireline must have the approval of the IC/Burn Boss.

- Visitors must maintain communications with the DIVS or appropriate fireline supervisor of the area they are visiting.

    c.   Required PPE

- Yellow long-sleeved aramid shirts.
- Aramid trousers.
- Hard hat with chinstrap.
- Leather/Fire Resistant gloves.
- Fire shelter.

    d.   Required field attire

- Boots that meet the wildland fire boot standard

- Undergarments made of the highest possible content of natural fibers, aramid, or other flame-resistant materials.

    e.   Required equipment/supplies

- Hand tool.
- Water canteen.

20. Visits to the Fireline

Visitors to the Fireline/RX Burns may be "Non-Escorted" or "Escorted" depending on the following requirements:

    a.   Non-Escorted Visits

Visitors must have a minimum physical fitness level of "light".

- Must have adequate communications and radio training.

- Completed the following training:

   - Introduction to Fire Behavior (S-190).

   - Firefighter Training (S-130).

   - Annual Fireline Safety Refresher Training.

- Deviation from this requirement must be approved by the IC for other non-escorted support personnel involved in vehicle operations or other support functions on established roadways and working in areas which pose no fire behavior threat.

b. Escorted Visits

All non-incident, non-agency, visitors lacking the above training and physical requirements must be escorted while on the fireline.

- Visitors must receive training in the proper use of PPE.

- Requirement for hand tool and water to be determined by escort.

- Visitors must be able to walk in mountainous terrain and be in good physical condition with no known limiting conditions.

- Escorts must be minimally qualified as Single Resource Boss.

- Any deviation from this requirement must be approved by the IC.

21. Helicopter Observation Flights

Visitors who take helicopter flights to observe fires must receive a passenger briefing and meet the following requirements:

Required PPE

- Flight helmet
- Leather boots
- Flame-resistant clothing
- All leather or leather and aramid gloves

Occasional passengers/visitors have no training requirement, but a qualified flight manager must supervise loading and unloading of passengers.

22. Fixed-Wing Observation Flights

Required PPE

No PPE is required for visitors and agency personnel who take fixed-wing flights to observe fires. However, a passenger briefing is required, and the flight level must not drop below 500 feet AGL.

L. SAFENET

Reporting Unsafe Situations in Wildland Fire Operations

- The DOI bureaus and the USDA Forest Service have created and adopted a common reporting system to report unsafe situations or close calls in wildland and prescribed fire operations, all-risk incidents, and training events. SAFENET denotes "safety and health network in fire operations."

- The objectives of the form and process are:

- To provide immediate reporting and correction of unsafe situations or close calls in wildland fire.

- To provide a means of sharing safety information throughout the fire community.

- To provide long-term data that will assist in identifying trends.

- Primarily intended for wildland and prescribed fire situations; however, SAFENET can be used for training and all-hazard events.

- Individuals who observe or who are involved in an unsafe situation should initiate corrective action, if possible, and then report the occurrence using SAFENET. You are encouraged, but not required, to put your name on the report.

- There is no punishment or penalty for filing a SAFENET. SAFENET submissions may be done anonymously.

- Prompt replies to the originator (if name provided), timely action to correct problems, and discussion of filed SAFENETs at local level meetings encourage program participation and active reporting.

- SAFENET does not replace agency accident reporting criteria.

- SAFENETS may be filed electronically at: http://safenet.nifc.gov/ or verbally by telephone @ 1-888-670-3938.

M. Required Treatment for Burn Injuries

The following procedures will be used when DOI employees sustain burn injuries, regardless of agency jurisdiction. These procedures will also apply to federal employees, casuals, and other personnel covered by the Federal Employee's Compensation Act who are burned during a wildland fire operation within DOI jurisdiction.

After on-site medical response, initial medical stabilization, and evaluation are completed; the Agency Administrator or designee having jurisdiction for the incident and/or firefighter representative (e.g., Crew Boss, Medical Unit Leader, Compensations for Injury Specialist, etc.) should coordinate with the attending physician to ensure that a firefighter whose injuries meet any of the following burn injury criteria is immediately referred to the nearest regional burn center. It is imperative that action is expeditious, as burn injuries are often difficult to evaluate and may take 72 hours to manifest themselves. These criteria are based upon American Burn Association criteria as warranting immediate referral to an accredited burn center.

The decision to refer the firefighter to a regional burn center is made directly by the attending physician or may be requested of the physician by the agency administrator or designee having jurisdiction and/or firefighter representative.

The Agency Administrator or designee for the incident will coordinate with the employee's home unit to identify a Workers Compensation liaison to assist the injured employee with workers compensation claims and procedures.

Workers Compensation benefits may be denied in the event that the attending physician does not agree to refer the firefighter to a regional burn center. During these rare events, close consultation must occur between the attending physician, the firefighter, Agency Administrator or designee and/or firefighter representative, and the firefighter's physician to assure that the best possible care for the burn injuries is provided.

1. Burn Injury Criteria

- Partial thickness burns (second degree) involving greater than 5% Total Body Surface Area (TBSA).

- Burns (second degree) involving the face, hands, feet, genitalia, perineum, or major joints.

- Third-degree burns of any size are present.

- Electrical burns, including lightning injury are present.

- Inhalation injury is suspected.

- Burns are accompanied by traumatic injury (such as fractures).

- Individuals are unable to immediately return to full duty.

- When there is any doubt as to the severity of the burn injury, the recommended action should be to facilitate the immediate referral and transport of the firefighter to the nearest burn center.

A list of possible burn care facilities can be found at:

http://www.blm.gov/nifc/st/en/prog/fire/im.html

For additional NWCG incident emergency medical information see:

http://www.nwcg.gov/branches/pre/rmc/iems/index.html

2. Accident/Injury Reporting

The Occupational Safety and Health Administration (OSHA) mandates that all accidents and injuries be reported in a timely manner. This is important for the following reasons:

- To protect and compensate employees for incidents that occur on-the-job.

- To assist supervisors and safety managers in taking corrective actions and establish safer work procedures.

- To determine if administrative controls or personal protective equipment are needed to prevent a future incident of the same or similar type.

- To provide a means for trend analysis.

Employees are required to immediately report to their supervisor every job-related accident. Managers and supervisors shall ensure that an appropriate level of investigation is conducted for each accident and record all personal injuries and property damage. Coordinate with your human resources office or administrative personnel to complete appropriate Officer of Worker's Compensation (OWCP) forms. Reporting is the responsibility of the injured employee's home unit regardless of where the accident or injury occurred.

Employees will report accidents using the Safety Management Information System (SMIS) at https://www.smis.doi.gov/ Supervisors shall complete SMIS report within six working days after the accident/injury.

N. Critical Incident Management

The National Wildfire Coordinating Group has published the *Agency Administrator's Guide to Critical Incident Management* (PMS 926, NFES 1356). The guide is designed as a working tool to assist Agency Administrators with the chronological steps in managing a critical incident. This document includes a series of checklists which outlines Agency Administrator's and other functional area's oversight and responsibilities. The guide is not intended to replace local emergency plans or other specific guidance that may be available, but should be used in conjunction with existing SOPs. Local units should complete the guide and review and update at least annually. This guide is only available electronically at: http://www.nwcg.gov/pms/pubs/pms926.doc

Critical Incident Stress Management (CISM)

A critical incident may be defined as a fatality or other event that can have serious long term affects on the agency, its employees and their families or the community. Such an event may warrant stress management assistance. The local Agency Administrator may choose to provide CISM for personnel having been exposed to a traumatic event.

The availability of CISM teams and related resources (e.g. defusing teams) varies constantly – it is imperative that local units pre-identify CISM resources that can support local unit needs.

Some incident management teams have Human resource Specialists (HRSP) on their teams who may be able to assist local units with CISM needs.

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NOTES

NOTES

Look Up, Down and Around

Fire Environment Factors	Indicators

Fuel Characteristics (assess)	• "Continuous fine fuels"
	• Heavy loading of dead and down
	• Ladder fuels
	• Tight crown spacing
	• Special Conditions:
	  - Firebrand sources
	  - Numerous snags
	  - Preheated canopy
	  - Frost and/or bug kill
	  - Unusual fine fuels
	  - High dead to live fuel ratio

Fuel Moisture (feel and measure)	• "Low RH (<25%)" • Low 10 hr FMC (<6%) • Drought conditions • Seasonal stage of drying
Fuel Temperature (feel and measure)	• "High temperatures (>85F)" • High % of fuels w/direct sunlight • Aspect fuel temperature increasing
Terrain (scout)	• "Steep slopes (>50%)" • Chutes and chimneys • Box canyons • Saddles • Narrow canyons
Wind (observe)	• "Surface winds > 10 mph" • "Shifting winds" • Lenticular clouds • High, fast moving clouds • Approaching cold front • Cumulonimbus cloud development • Sudden calm
Stability (observe)	• Good visibility • Gusty winds and dust • Cumulus clouds • Castellatus clouds in the a.m. • Smoke rises straight up • Inversion beginning to lift • Thermal belt
Fire Behavior (watch)	• "Well developed smoke column" • "Trees torching" • "Frequent spot fires" • Leaning smoke column • Sheared smoke column • Changing smoke column • Smoldering fires picking up • Small fire whirls beginning

Standard Firefighting Orders

- Keep informed on fire weather conditions and forecasts.
- Know what your fire is doing at all times.
- Base all actions on current and expected behavior of the fire.
- Identify escape routes and safety zones, and make them know.
- Post lookouts when there is possible danger.
- Be alert. Keep calm. Think clearly. Act decisively.
- Maintain prompt communications with your forces, your supervisor and adjoining forces.
- Give clear instructions and be sure they are understood.
- Maintain control of your forces at all times.
- Fight fire aggressively, having provided for safety first.

Watch Out Situations

- Fire not scouted and sized up.
- In country not seen in daylight.
- Safety zones and escape routes not identified.
- Unfamiliar with weather & local factors influencing fire behavior.
- Uninformed on strategy, tactics, and hazards.
- Instructions and assignments not clear.
- No communication link with crew members or supervisor.
- Constructing line without a safe anchor point.
- Building fireline downhill with fire below.
- Attempting frontal assault on fire.
- Unburned fuel between you and fire.
- Cannot see main fire; not in contact with someone who can.
- On a hillside where rolling material can ignite fuel below.
- Weather becoming hotter and drier.
- Wind increases and/or changes direction.
- Getting frequent spot fires across line.
- Terrain and fuels make escape to safety zones difficult.
- Taking a nap near fireline.

Chapter – 10
Business Management and Administration

A. Policy

The Bureau of Indian Affairs (BIA) follows the uniform application of the interagency policies and guidelines as developed in the *Interagency Incident Business Management Handbook* (IIBMH). The BIA will follow the direction set forth in the IIBMH in all incident business management functions except where specific to agency legal mandates, policies, rules or regulations.

There are important administrative functions, which pertain to all aspects of fire management. There are procedures specific to BIA for ensuring uniform application of regulations on use of human resources, including recruitment, pay (Federal Personnel Payroll System (FPPS)), injury compensation, travel, commissary; acquisition of equipment and supplies in accordance with applicable procurement regulations; maintenance of finance, property, procurement and personnel records and forms, cooperative agreements/interagency agreements, and exceptions for use of the Integrated Charge Card.

B. Management of Human Resources

This section provides information and procedures regarding management of human resources, including recruitment, pay, injury compensation, travel, and commissary.

1. Recruitment

Recruiting plans, hiring instructions and operating procedures should be developed by agencies in advance of incidents and include: sources of personnel, age requirements, physical fitness, proper clothing, conditions of hire, wages, and any special procedures pertaining to recruitment and use of personnel. All personnel will be covered 1) under the Pay Plan for Emergency Workers as casual; or 2) under a cooperative agreement; or 3) by a contract; or 4) as a regular government employee.

a. Responsibilities

Recruiting agency is responsible for:

1) Ensuring the development of recruiting plans.

2) Providing training and certification.

3) Completing the hiring paperwork.

<u>Hiring unit or official</u> for casual hires is responsible for:

1) Completing the hiring paperwork.

2) Applying the provisions of the Pay Plan for Emergency Workers.

3) Ensuring that incident qualifications are current.

b. Organized Crews

Organized crews under agreements are managed in accordance with the terms of those agreements.

The agency that establishes the crew agreement is responsible to:

1) Identify incident behavior expectations.

2) Document consequences for inappropriate behavior in the crew agreement.

3) Ensure incident behavior expectations are provided to crew personnel.

4) Establish procedures to document acknowledgement of receipt of this information by crew personnel.

Agencies may choose to utilize the IIBMH Incident Behavior Form.

Agreements for organized crews, who are hired as casuals, shall comply with the Pay Plan for Emergency Workers.

The hiring unit is responsible to screen organized crews before they are transported to an incident and ensure all crew personnel have proper clothing and meet position and physical fitness qualifications.

Crew representatives or crew bosses are responsible to provide a copy of the agreement, upon request, to the incident management team or incident agency to ensure the terms of the agreement are met.

Crews provided under contract (known as Contract Crews) are governed by the terms of the contract and the provisions in this chapter do not apply.

c.   Casuals

Single resource casuals may be hired locally or through state employment offices. Hiring of casuals through a state employment office shall be in accordance with an agreement and understanding reached prior to the incident on hiring methods and procedures for casuals. Hiring units must adhere to the provisions in the Pay Plan for Emergency Workers when hiring casuals. Units are responsible for designating the appropriate agency hiring official, either by name or position.

Nonresident aliens may be hired and paid as casuals for the duration of an incident (Comp. Gen. B-146142, 6/22/61). The Internal Revenue Service (IRS) requires each nonresident alien to have a valid social security number (SSN) at the time of hire.

Hiring officials will complete the Single Resource Casual Hire Information Form (PMS 934) at the time of hire and obtain the casual's signature. Retain a copy for the hiring unit and provide a copy to the casual. Follow agency policy for disposition of the original. This form is not required when hiring crews.

If the requesting incident agency has identified on the resource order that electronic devices such as cell phones, etc. are required to accompany the ordered individual, the hiring official will assist the individual with obtaining government issued or acquired property prior to dispatch. If the hiring unit is unable to provide government owned/acquired equipment, advise the individual to contact the incident assignment supervisor upon arrival.

Agencies, incident management teams or incident support units should not establish Emergency Equipment Rental Agreements (EERA) or other federal contracts for personal computers, laptops, cellular phones, personal data assistants (PDA), cameras, or global positioning systems (GPS) as the incident unit should provide these items, if required by the position.

Federal and state income taxes will be withheld from the casual's earnings. Casuals must be provided the opportunity to complete appropriate federal and state income tax withholding forms at the time of hire to ensure the correct amount of tax is withheld.

Casual earnings may be subject to Social Security earnings limitations. Casuals should contact the Social Security Office to determine applicability.

Casuals are required to adhere to established Incident Behavior responsibilities and may be released if inappropriate behavior occurs.

Hiring Units are responsible to provide the Incident Behavior form to single resource casuals, ensure the casual signs the form, retain the original form and provide the casual with a copy. An Incident Behavior form (PMS 935) is required at the time of hire for each incident. (See IIBMH Section 13.6 Exhibit 21.)

The Area Commander, Type 1 and Type 2 Incident Commander, Type 1 or Type 2 Deputy Incident Commander, Security Specialist Level 1 or Level 2, Fire Investigator, and Buying Team Leader are key positions and may only be filled by current agency employees.

For state or local government partners who cannot work on Federal incidents under their employment status or cooperative agreement due to policy or statute, the following positions will be allowed to be filled under the included conditions:

1) Area Commander: State or local government employees who meet qualifications as certified by their Geographic Area Coordinating Group.

2) Type 1 and Type 2 Incident Commanders: State or local government employees who meet qualifications as certified by their Geographic Area Coordinating Group.

3) Fire Investigators: State or local government employees.

It is recommended that the following positions also be filled by current agency employees; Incident Business Advisor, Finance/Administration Section Chief, Procurement Unit Leader, Compensation/Claims Unit Leader, and Injury Compensation Specialist. If these or any other positions are filled through the use of the AD Pay Plan, the hiring official is responsible to ensure that the individual has maintained current qualifications and experience.

Casuals hired under the Pay Plan for Emergency Workers cannot supervise, hire, order or recommend payments that in any way affect a company or contractor that the casual has ownership or employment with or perform any other financial responsibilities to, or for, the company or contractor on an incident. If such working conditions exist on an incident or other work place, the casual is to immediately disclose their relationship with the company, or contractor, to their immediate supervisor, the Agency Administrator, Incident Business Advisor or Finance/Administration Section Chief for immediate action.

Persons hired as <u>casual firefighters</u> must meet the following requirements:

1) Be at least 18 years old.

2) Minimum physical fitness standards as established by agency policy.

3) Minimum training requirements for the position before assignment.

4) Agency security requirements.

5) Have proper clothing and footgear.

6) All small unit leadership, e.g., crew bosses and assistants, squad bosses and/or crew section leaders, engine supervisors (captains) and assistants (engineers), must be proficient in the English language and the language used by members of their crew/units.

d. Job Corps and Youth Conservation Corps (YCC) Enrollees

Refer to IIBMH.

e. Hiring of 16 and 17 Year Olds

In accordance with applicable state and federal laws, 16 and 17 year old persons may be hired. Obtain incident agency policies (state or federal) for hiring regulations.

f. Hiring of Federal Retirees

Federal retirees may be hired as casuals under the Pay Plan for Emergency Workers. They must meet the same hiring requirements as any other casual. Federal retirees who received separation incentive payments, e.g., Buyout, may be subjected to repayment of incentive payment if hired as a casual. Retirees should check with the Office of Personnel Management (OPM) for specific restrictions.

g. Volunteers Under Formal Agreement

Volunteers may be hired as casuals for an incident. While in casual pay status, the provisions of the volunteer agreement do not apply.

h.   Using Regular Government Employees From Federal Agencies

It may be permissible to hire and utilize regular government employees from any federal agency as a casual while they are in a non-pay status, e.g., leave without pay, furlough, intermittent and regularly scheduled days off. See agency specific directives or policy for guidance.

i.   Cooperators

Refer to IIBMH.

j.   Casuals Hired as Drivers When Employed by BIA

In accordance with the BIA Motor Vehicle Policy, casuals hired as drivers are required to possess a valid driver's license in order to operate a motor vehicle and have safe driving record.

Agencies should recruit a pool of drivers prior to fire season. They must submit the General Services Administration (GSA) Form 3807 (**Appendix 10-1**); Government Motor Vehicle License and Driving Record in advance to verify they have a favorable driving record. Form 3807 will be processed through Regional channels to retrieve the driving record of the application with the State, or National Driver Registry and applicable Tribe. Regional Directors can contact the Division of Safety and Risk Management for information on completing and submitting Form 3807.

Meeting the qualification requirements for a motor vehicle license is a condition of employment within BIA for those individuals whose duties require the operation of a motor vehicle for official wildland fire operations business. Failure to adhere to the policy will result in automatic termination of the casual.

All BIA employees who are required to operate a privately owned or leased, or Government owned or leased, motor vehicle either as a condition of employment or incidentally in support of their primary job functions must adhere to the BIA Motor Vehicle Policy. This definition includes BIA employees who occupy positions not officially classified as a Motor Vehicle Operator.

C. Pay Provisions

The sections follows guidelines as reflected in the IIBMH concerning tours of duty, hours of work, and pay for Government employees and casuals. Refer to the IIBMH, Chapter 10 for more detail. The following are detailed administrative procedures for BIA specific pay provisions.

1. Overtime Pay

a. Pay code, 113, Fire Fighter Overtime/Regular Unscheduled - authorizes employees to be paid under annual rather than bi-weekly maximum earnings limitations. Overtime hours coded as 113 will be paid at time and a half base rate, regardless of exempt or nonexempt status of personnel.

   This overtime pay provision does not apply to:

   1) Personnel involved in prescribed fire, other fuels management activities, implementation of fire rehabilitation plans, or to overtime incurred in conjunction with any other activity not specified above.

   2) Conducting fire training for regular General Schedule (GS) or Wage Grade (WG) employees.

b. Removal of Pay Cap – Bi-Weekly Salary Limitation

   • Public Law 100-202 removed the pay cap limitations for those employees engaged in duties that are performed "in support of wildfire emergencies during the Period January 1, 1987 through September 320 1987." Public Law 100-523, known as the Forest Wildfire Emergency Pay Equity Act of 1988, amended Title 5, U.S. Code allows all forest firefighting employees to be paid overtime without limitation while serving on forest fire emergencies.

   • The FPPS established the Message Code "FF" to comply with the law cited in "1" above. It is used to document times when an employee who is fighting forest fires and is not subject to the bi-weekly maximum earnings. The message code "FF" does not remove the annual maximum pay limitation, which restricts earning to no more than the maximum rate received by a GS-15 step 10.

    c. Exempt and non-exempt firefighting positions

    See IIBMH, Chapter 10, section 12.11 for Positions on Type I and Type II incidents identified as exempt and non-exempt.

    d. Non-fire support staff

    Suppression overtime is not limited to Forestry/Fire Management personnel. Support staff from other programs at the Agency, who are supporting the incident as requested by the fire management office, are entitled to wildfire suppression overtime.

2. Hazard Pay

Hazard Pay for GS Employees

- When the employee is involved in a hazardous condition as described in Chapter 10 Section 12.9 of the IIBMH, reference 5 U.S. code 5545 (d) and 5 CFR 550.903, timekeepers must code hazard pay using pay code 090 V separate from Regular hours, 010, and Overtime Pay Code 113.

- In determining hazardous duty and environmental differentials for other types of exposure, verify with CFR references listed above. Once the percentage rate has been identified, refer to the FPPS Pay Codes Manual to find the appropriate environmental/hazard (EH) code to be entered on the Time and Attendance (T&A) Record.

3. Coding of Time for Fire Management Personnel Time

    a. The purpose of the following instruction is to ensure proper use and coding of the cost structure field on the T&A Reports.

    b. When entering hours and cost accounts on the T&A, it is important that the respective program code and job code structure are positioned correctly in the cost structure field. Invalid program codes, job code structures improperly positioned or erroneously coded will result in a default in the Federal Finance System (FFS) and a charge to the Agency's or Region's default account.

    c. All personnel funded from the Wildland Fire Management (WFM) Appropriation will charge their regular base 8 time to the preparedness account.

d. All personnel funded from the WFM Appropriation will charge their overtime, hazard (if applicable) to the appropriate incident: wildfire, wildland fire use, support action, severity, hazard fuels or rehabilitation project.

4. Coding of Time for Non-Fire Management Personnel

When coding a T&A in FPPS for non-fire employees the base 8, overtime and hazard (if applicable) is coded and charged to the appropriate incident, support action or hazard fuels treatment project.

D. Personnel Timekeeping/Recording

1. Timekeeping/Recording Objective

a. The primary objective is to keep time records for individuals under a system of control, see IIBMH, Chapter 10, section 13. Emergency Firefighter Time Reports (OF-288) that have been certified as accurate by an authorized signature are considered to be accurate for pay purposes and authorization for overtime. Agency timekeepers will not make changes to the official document, except to correct mathematical error and/or to complete return travel entries. If there are errors on the OF-288, timekeepers should contact the incident Agency for clarification or verify the hours as indicated on Crew Time Reports (CTRs) (SF-261).

b. All fire hours must be reported on an OF-288 or a SF-261 for a GS or WG employee when engaged in emergency wildfire suppression and wildland fire use activities. The OF-288 and SF-261 verify and authorize official hours worked.

c. The incident supervisor and/or Fire Management Officer (FMO) certify time worked by signing the CTR on an incident. The CTR is the document on which time for all crews and overhead is initially recorded. The incident commander's (ICs) time report is signed by the Agency Administrator or Finance Section Chief (FSC). Individuals may not sign their own CTR.

d. Closing Out Emergency Firefighter Time Reports OF-288

- The Time Unit Leader reviews the time reports, ensures all on-shift and commissary issues have been posted and signs Block 26. All Casuals and regular government employees must sign Block 25 of the OF-288.

- Initial attack crews that are moved from incident to incident and that are managed by the incident agency are required to start a new column for each new incident. It is not always necessary to close out the OF-288 and start a new one. The CTR is acceptable for verification of overtime for GS employees in lieu of the OF-288.

E. Commissary

1. Purpose

Commissaries are established to service the needs of all incident personnel. There are two types of commissary, contracted and agency-provided. Casuals, regular employees, and all other assigned personnel should be equipped to be self-sufficient for several days on the incident to reduce the need for commissary. Refer to IIBMH Chapter 10, Section 14.

2. Posting Commissary Issues

a. The personnel time recorder will post commissary issues to the OF-287, or contractor provided form, to the OF-288 daily. Posting includes transferring date of issue, items issued and amount to Block 22 of the OF-288, and transferring the ID number from Block 1 of the OF-288 to Block 12 of the OF-287.

b. Upon receipt of the OF-288, the home unit/Agency will ensure that all appropriate commissary charges are deducted from the employee's pay.

F. Travel

1. Responsibility

An employee's home unit/Agency is responsible for providing a travel authorization (TA) in accordance with agency regulations and policy. Refer to IIBMH Chapter 10, Section 16.

2. Travel Authorization and Vouchers

a. A TA is required for all employees subject to fire assignments outside their assigned duty stations. In the event an employee may have several fire assignments during the fire season, a limited open travel authorization may be issued at the beginning of the fire season, or quarterly. For emergencies, travel authorizations must be completed within five days of starting travel.

b. An employee in travel status to and from a fire is entitled to per diem. Upon arrival at a fire camp where food and lodging are provided, in CONUS the traveler would be entitled to $5.00 per day for incidental expenses.

3. Government Integrated Charge Cards

Regular federal government employees who travel on official business are required to use a government integrated charge card for the travel related expenses.

G. Acquisitions

1. Authority

a. This section sets forth procedures governing emergency incident acquisition program operations. Authority is derived from the Federal Property and Administrative Services Act of 1949, 41 U.S.C. 253, as amended.

b. Delegations of procurement authority for an incident shall be made in accordance with agency policy. Delegation of Authorities (DOAs) issued by federal agencies may be honored as authority to procure in interagency incident situations. It is incumbent on ordering officials to request and permit only those with the properly delegated procurement authority to be assigned as Procurement Officers. Warranted Procurement Officers shall provide a copy of their warrant and delegated procurement authority to the incident agency and must adhere to our Agency regulations.

c. Per 90 *Indian Affairs Manual* (IAM), the WFM program for the BIA, requires the use of the IIBMH in the conducting wildland fire business.

2. Acquisition Methods

a. Government Integrated Charge Card Micro-purchase

Micro-purchase card holders, the following outlined procedures must be followed.

b. Purchases shall be made by the most efficient method and in accordance with incident Agency procedures. The resource order and request number must be included on all acquisition documents (including convenience checks and purchase card receipts).

    c.   Purchases under the micro-purchase threshold of $3,000 for supplies and $2,500 for services may be made by micro purchasers using their integrated charge card or convenience checks.

    d.   The BIA Branch of Fire Management's waiver for fire/emergency personnel purchases are cited in Memoranda dated 3/17/99. The exceptions are identified below:

- Meals, beverages and lodging

  This exception will be used to lodge and feed emergency firefighters (EFF) and seasonal employees serving on fire crews or in emergency situations

- Rental of Vehicles

  This exception will be used for short-term rental of vehicles for local transportation of fire crew/emergency personnel when expeditious transportation cannot be through other means.

- Personal Gear

  This exception will be used to purchase personal items, e.g., clothing, footwear and/or toiletries, for fire crew/emergency personnel when items are destroyed, lost or stolen while serving on the fire crew/emergency team.

3. Contracting Officer/Purchasing Agent/Buying Team Member

    a.   Warranted Contracting Officers may use integrated charge cards to place orders and/or make payments over the micro-purchase threshold when the supplies or services are under contractual instruments. These instruments include contracts, basic order agreements, incident claims (non-Tort) and Blanket Purchase Agreements (BPAs).

    b.   BPA

Agency Purchasing Agent or Contracting Officers should establish BPAs with local vendors who are used on a recurring basis. The process works best for purchases over the micro-purchase threshold and for the following:

    1)   Meals, beverages and lodging - This exception will be used to lodge and feed EFF (casual) and seasonal employees serving on fire crews in emergency situations.

2) Rental of Vehicles - This exception will be used for short-term rental of vehicles for local transportation of fire crew/emergency personnel when expeditious transportation cannot be acquired through other means such as auto dealers and local rental agencies.

3) Personal Gear - This exception will be used to purchase personal items such as clothing, footwear or toiletries for fire crew/emergency personnel when items are destroyed, lost or stolen when on a wildland fire assignment.

4) Payment of medical treatment for EFF firefighters when authorized by Agency Provided Medical Care (AMPC).

   The Regional/Agency Purchasing Agents or Contracting Officers shall ensure that those who are designated to place orders follow the procedures in FAR 13.303.5 and must review BPAs annually. BPAs with local vendors may provide goods or services and are established to shorten the procurement cycle.

c. Service and Supply Plan

   Agencies must maintain a Service and Supply Plan that identifies supplies and services needed. This plan must be established by the Agency early in the year and prior to need. The Service and Supply should include the following:

   1) Emergency Equipment Rental Agreements, OF-294.

   2) Blanket Purchase Agreements.

   3) Other agency contracts.

   4) Available local Open-market sources. List sources for heavy demand items, such as food items, water, food service (including menus), hand tools, fuel, vehicle and equipment rentals, office equipment rentals, local pharmacies, local hospital services, repairs.

   5) Local interagency and/or cooperative agreements and annual operating plans.

   6) Geographic area supplement for standard emergency equipment rental rates covering different types of equipment and vehicles.

   7) Geographic area supplemental food policy.

8)   AD Pay Plan Rates.

d.   Incident Procedures for Purchasing

Agencies may develop Incident Business Operating Guidelines, to supplement guidance in this acquisition section, to provide consistent incident business management operations throughout the unit. These plans should be established by the Agency/Tribe in the year and prior to need.

The Incident Business Operating Guidelines should include the following:

1)   IBA delegation responsibilities if the incident Agency/Tribe requests an IBA for Type I or II fires.

2)   Responsibilities

3)   Organization and Communications

4)   Procurement

5)   Commissary

6)   Compensation for Injury and AMPC

7)   Information Systems Management

8)   Incident Payments

9)   AD Rates

10)   End of Pay Period & Attendance Reports

11)   Law Enforcement

12)   Cooperative Agreements

13)   Closeout

e.   Incident Procedures for Purchasing

Individuals assigned to incidents or Agency staff, who have micro-purchase authority, must coordinate all purchases with the IMT Finance Section Chief, Procurement Unit Leader or Agency Administrator.

All purchases made on an incident must be documented with a resource order, a copy of all procurement documents must be turned into the IMT Finance Chief or Agency Administrator prior to leaving the incident. The resource order may be used in lieu of agency requisition forms.

f. Integrated Charge Card Template - Fire

A fire template is an integrated charge card option set to allow fire personnel (FMOs, Hot Shot Crew Superintendents, Buying Team members, Fire Dispatchers, Crew Representatives and Crew Bosses) to purchase meals, lodging, supplies and services for crews and have all purchases centrally billed.

The Regional/Agency FMO determines who needs to be assigned to a fire template obtains endorsement from the individuals supervisor and submits the request to the Regional Agency Program Organization Coordinator (APC) for approval.

When the request is approved by the Regional APC, the Agency Point of Contact (APOC) contacts Reston Acquisition-Charge Card Program Coordinator and request the individual be assigned to one of the fire option set templates. This should be requested as soon as needed (e.g. at the beginning of the fire season, upon assignment to an incident for single resources).

When the fire template is approved by Reston, the Agency Point of Contact (APOC) will notify appropriate Agency personnel (e.g. Administrative Staff responsible for travel voucher processing, etc.).

Types of fire templates

With the exception of automated teller machine (ATM) cash advances, all items purchased under any of the three fire templates will be centrally billed.

1) Option Set #03043: Non-warranted Personnel,

2) Single Purchase limit - $2,500.

3) Option Set #03044: Personnel with $10,000 limited warrant, Single Purchase limit - $10,000.

4) Option Set #03045: Warranted Personnel with over $10,000 Warrant, No Single Purchase limit.

Note: Option Sets No. 2 and 3 can only be assigned to Warranted Contracting Officers.

Restrictions

1) Individuals with fire templates must have purchasing authority to charge travel expenses for themselves and their entire crew as well as other emergency incident related purchases. A copy of the resource order must be on file to support costs for the crew. When lodging and meals are paid with the Integrated Charge Card, crew members will be only reimbursed for miscellaneous expenses.

2) Individuals must ensure that only authorized expenses are charged on the integrated charge card (meals, lodging, rental car, fuel, etc). Examples of unauthorized expenses include, but are not limited to, optional insurance for rental cars, hotel movie rentals, alcoholic beverages, phone calls, fines, penalties, etc.

3) Phone calls, both business and authorized personal calls, should be made using the Government calling card.

4) The APOC must notify appropriate agency personnel (e.g. administrative staff responsible for travel voucher processing) of individuals who are under a fire template and the effective dates(s).

Accountability

1) Receipts for all centrally billed items must be filed with the charge cardholder account statement. Individuals and Regional APOCs are responsible for ensuring that travel-related expenses comply with BIA travel regulations and are within per diem limits.

2) Personnel under a fire template changing costs from centrally billed to individually billed must file a travel voucher for meals and incidental expenses (M&IE). Traveler must submit to the Regional APOC the following information when changing charges from centrally to individually billed items:

- Account Number: Last 12 digits

- Transaction Posting Date

- Transaction Amount

- Merchant Name

- Reference Number (If available)

- A brief justification for the request to transfer the transaction.

3) Individuals, reviewing officials, or others approving travel vouchers must ensure charges and reimbursements are appropriate. For information purposes, the travel voucher must show the daily lodging charges even if lodging charges are centrally billed and not claimed. All personnel are responsible for ensuring that current per diem rates for destination are utilized when requesting reimbursement.

4) Supervisors/individuals must notify the Agency Administrator or Agency Program Coordinator of the default cost structure for their integrated charge card. When necessary, the Agency Administrator can change the default cost structure for costs incurred by a fire emergency.

Voucher for Travel

To receive reimbursement for travel, all emergency fire personnel must ensure a TA is filed as soon as possible after return to their duty station. All fire personnel must adhere to Regional office procedures for filing travel vouchers. The cardholder will file a travel voucher for reimbursement of items that are not provided by the Government (i.e. if lodging and meals were not provided while en route to a fire). The cardholder and crew members must not file a voucher if all travel expenses (meals, lodging, rental car, etc.) have been provided by the government (centrally billed items are considered provided by the Government). Travel voucher should be claimed for miscellaneous expenses.

H. Convenience Checks For Emergency Incident Support Procedure

Convenience checks may be issued to vendors only when the vendor does not accept the integrated charge card. The Integrated Charge Card is the first choice for making purchases of commercially available goods and services within the cardholder's single purchase limit if vendor does not accept a credit card a convenience check may be written for emergencies. Convenience checks are limited to $2,500 per transaction. Integrated charge card transactions are considered an electronic payment and, therefore, must comply with the Debt Collection Improvement Act (DCIA). Convenience check transactions, on the other hand, are not considered electronic.

Convenience checks for emergency incident support may not be written for travel cash advances, travel expenses, salary payments, cash awards, refunds, travel-related tickets, payments to oneself, Government Bills of Lading, commercial bills of lading exceeding $100 or personal clothing or footwear (unless it is a commissary order request).

Persons arriving at incidents who have micro-purchase authority must coordinate all purchases with the Finance/Administration Section Chief, or Procurement Unit Leader. All purchases made on an incident must be documented with a resource order and a copy of all transactions must be turned in to the Finance Section Chief or home unit prior to leaving the incident.

Contracting Officers are responsible for adhering to BIA policy regarding check issuance, check completion, responsible check use, completion of 1099s for Internal Revenue Service reporting, and documentation of related Budget Object Codes.

I. Emergency Equipment Rental Agreements

1. Procedure

The *Emergency Equipment Payment Operating Guidelines* provides procedure, guidance and instructions to the BIA WFM Programs, Regional fire management offices and Agency offices, Office of Financial Management, Office of Acquisition and Property for implementation of the Emergency Equipment Rental Agreements (EERAs) payment process. Refer to the IIBMH, Chapter 20, for EERA Administration.

Procedures for Including the Central Contractor Registration (CCR) Requirement in EERAs.

a. The BIA must follow these procedures to include the CCR requirement when establishing EERAs the Warranted Contracting Officer (CO) coordinates with Vendor and provides guidance and assistance to complete this information:

If the performance of an existing EERA extends beyond December 31, of the year the EERA is written, it must be modified to incorporate Federal Acquisition Regulation (FAR) clause 52.204-7, CCR.

For existing EERAs whose vendors are registered in CCR, no further action is required. Regional and Agency Offices should send annual reminders to vendors to update CCR registrations.

The exemption found at FAR 4.1102(3) (ii), contracts awarded by COs, in the conduct of emergency operations, will apply only to procurements initiated during an incident and not to procurements initiated pre-incident or during pre-season preparation.

The exemption found at FAR 4.1102(4), contracts to support unusual or compelling needs (see 6.302-2), will also apply only to procurements initiated during an incident and not to procurements initiated pre-incident or during pre-season preparation.

Include the most current version of FAR clause 52.213-4 – Terms and Conditions – Simplified Acquisitions (Other Than Commercial Items) when establishing EERAs. Also include by reference these additional FAR clauses that apply to EERAs:

- 52.204-7 – Central Contractor Registration (Oct 2003)
- 52.208-4 – Vehicle Lease Payments (April 1984)
- 52.208-5 – Condition of Leased Vehicles (April 1984)
- 52.208-6 – Markings of Leased Vehicles (April 1984)
- 52.236-7 – Permits and Responsibilities (November 1991)
- 52.243-1 – Changes – Fixed Price (Aug 1987), Alternate I (April 1984)

Prior to establishing an EERA during the pre-season, the contractor must be registered on the CCR at http://www.ccr.gov. Automated Clearinghouse Information is included as part of the vendor registration. Vendors who register on CCR are not required to complete a copy of the Automated Clearinghouse (ACH) Enrollment Form.

During emergencies, a contractor who has not registered on CCR must provide an ACH enrollment form. The contractor must complete and mail or fax this form to BIA Finance or include the completed form in the EERA payment package.

b.   The BIA, Division of Accounting Management (DAM) at Reston,
Virginia requires a copy of the EERA to process payments for
emergency incidents and small business vendors. If the vendor
information complete and accurate, included in the vendor table,
ACH, and CCR it should approximately 10 days to process manual
payments, electronic fund transfers to the vendor's bank, may take
only 3 days.

c.   COs should review preseason EERAs to determine if there is a
likelihood that the equipment will be dispatched and payments will
be made; if so, these EERAs should be added to the vendor table.
During the active fire season, COs should work closely with their
local dispatch officers to ensure that vendor, ACH and CCR
information is included in the vendor table, prior to receiving any
invoices for equipment that has been or will be called up, **within or
outside the local area**.

d.   If a number of EERA payments are needed for a large incident or if
the workload in an office is such that payments cannot be
processed in a timely manner, an Administrative Payment Team
(APT) should be requested through normal dispatch channels. The
National Park Service (NPS) has established APTs and under a
national rotation. They can process vendor payments for
equipment, supplies, and services, see the *National Interagency
Mobilization Guide* (NFES 2092) for information on dispatch
procedures for the NPS APTs.

e.   Whenever emergency equipment invoices are processed, checks
and balances must be in place to ensure proper payment. This is
especially critical if integrated charge card/convenience check
payments are made by procurement personnel who may not have
the level of experience and training in processing payments as
voucher examiners and Certifying Officers. Guidelines to be used
when processing Emergency Equipment Use Invoices Refer to
IIBMH, Chapter 20.

f.   The following must not be paid with an integrated charge card or
convenience check:

National contracts except when approved by the issuing contracting
officer. Approval should be documented and filed with the
payment.

Personnel hired under the AD Pay Plan are not included with an
equipment payment.

J. Centralized Emergency Firefighter Payment Center

1. Authority

a. Department of the Interior and Related Agencies appropriation Act of FY 2001 & Subsequent Years, P.O. 106-291.

b. Federal Land Policy and Management Act of 1976 (43 U.S.C. & 1702).

c. National Wildlife Refuge Administration Act of June 27, 1998 (16 U.S.C. & 668dd).

d. National Indian Forest Resources Management Act of 1990 (25 U.S.C. & 3101).

e. *Interagency Incident Business Management Handbook.*

2. Policy

a. The emergency firefighter (EFF) System provides an automated method to pay and record transaction of EFFs. The EFF System will be referred to as the Casual Pay System. The Casual Pay System is a part of the Federal Personnel and Pay System (FPPS).

The Centralized Payment Center (CPC) manages the casual pay system out of Boise, ID and process all Department of Interior EFF payroll for emergency incidents.

b. Emergency incidents include pre-disaster, declared major disasters, and emergencies related to the safeguarding of lives and property from floods, fires, and other causes, in cooperation with state governments and appropriate federal agencies.

c. Tribal employees can serve as a Time Officer (item no. 26 on OF-288) when specific contract or compact language authorizes this function and must be in the approved cooperative agreement or Annual Funding Agreement (AFA).

d. Agency Administrators and FMOs

The Agency Administrators and FMOs are responsible for implementing the AD Pay Plan as authorized under the authority and provisions in the AD Pay Plan. This is Pursuant to 5 U.S.C. 5102(c) (19), 7 U.S.C. 2225 and 2226, and 43 U.S.C. 1469. The AD Pay Plan is implemented and revised annually.   EFFs shall be paid under the provisions of the AD Pay Plan. The Agency Administrator may delegate the hiring authority to the FMOs.

3. Regional Points of Contacts

Regional Points of Contacts (POCs) shall have the following responsibilities:

a. Provide program leadership and oversight for incident business and the Casual Pay Payment Program.

b. Disseminate program information for incident business.

4. Regional and Agency Responsibilities

a. The following documents will be submitted to the Casual Payment Center:

- Original OF-288 timesheet.

- The W-4, W-5, W-7, and State income tax form (if applicable) will be used if submitted. This is the responsibility of the employee. If not submitted the higher tax rate will apply.

- Single resource Casual Hire Information Form PMS 934. (If Applicable).

- Casual Hire Payment Information, Direct Deposit, SF-1199a.

b. The EFF OF-288 timesheets will be reviewed for the following information before by Agency submits them to the Regional office:

- Regular government and Tribal employees OF-288 timesheets do not get processed. They will be sorted and provided to the appropriated agency and tribal payroll clerks.

- OF-288 will be arranged in alphabetical order.

- Ensure BIA is indicated on the OF-288.

- Ensure the OF-288 is legible.

- Two or more OF-288s for the same individual will indicate in the right corner of each OF-288, "Page 1 of 2; Page 2 of 2".

- Each OF-288 will be checked for completion of all items. Item no. 2 through 26 (check for accuracy).

- Ensure correct accounting information is on the OF-288.

- Ensure the AD rate is consistent with title as outlined in AD Pay Plan and geographical area supplements.

- Time officer signature signed and legible.

- Employee signature signed.

- Ensure the correct hiring unit is on the OF-288.

- Documentation for work performed beyond 16 hours per day.

- Copy of any other documentation which relates to casual employee's pay or on the job-injuries.

- Upon completion of audit, the auditor will initial the OF-288 in item no 23, remark section.

- Transmittal sheet will be submitted with the batches of OF-288's, to Regional POC or directly to the Payment Center.

K. All Hazard Incidents

1. Authority

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), P.L. 93-288, as amended.

Presidential Executive Order 12148.

The National Response Framework uses the foundation provided by the Homeland Security Act, P.L. 107-296 HSPD-5 and the Stafford Act to provide a comprehensive, all-hazards approach to domestic incident management. The National Response Framework can be found at www.fema.gov.

The Post-Katrina Emergency Management Reform Act (PKEMRA).

The Economy Act. 31 USC 1535-1536 (2005).

Service First Legislation. Public Laws 106-291 and 109-54.

The National Emergencies Act. 50 USC 1601-1651 (2005).

The Office of Federal Procurement Policy Act. 41 USC 428a (2004).

The Emergency Federal Law Enforcement Assistance Act (EFLEA) 42 USC 10501 (2006).

2. Policy

a. Presidential Declared Disasters

Process

The NRF identifies the coordinating agency and primary agency(s) responsible for each of the 15 Emergency Support Functions (ESF) outlined in the Framework.

b. Non Stafford Act Disasters

Consult agency specific guidelines for all hazard responses not specifically covered by a Presidential emergency declaration. These guidelines should outline the level of response allowed and include any additional requirements.

3. Pay Provisions

Federal employees responding to all hazard assignments will follow procedures outlined in the IIBMH and applicable agency regulations.

4. Cooperative Relations

Federal employees responding to all hazard assignments will follow procedures outlined in Chapter 50 of the IIBMH and applicable agency regulations.

Appendix 10-1
Motor Vehicle Operator's License
and Driving Record

MOTOR VEHICLE OPERATOR'S LICENSE AND DRIVING RECORD (See Privacy Act Information on reverse)		TO BE COMPLETED BY CERTIFYING OFFICIAL ONLY CARD NUMBER - FROM OF-346	

APPLICANT'S NAME (Last, First, Middle initial)

DATE ISSUED   **DATE EXPIRES**

NAME OF ORGANIZATION   **OFFICE TELEPHONE NUMBER**

VEHICLE(S) APPLICANT REQUEST TO OPERATE (See Section V)

☐ TYPE A   ☐ TYPE B   ☐ TYPE C   ☐ TYPE D

☐ TYPE E (Specify particular type)

OFFICE MAILING ADDRESS (Include ZIP Code)

SECTION I - PERSONAL DATA FORM CURRENT DRIVERS LICENSE

STATE   **LICENSE NUMBER**   **DATE ISSUED**   **DATE EXPIRES**   **RESTRICTIONS ON STATE LICENSE**

STATE LICENSE TO OPERATE (Specify vehicle)   **SEX**   **BIRTH DATE**   **COLOR OF HAIR**   **COLOR OF EYES**   **HEIGHT**   **WEIGHT**

RESIDENTIAL ADDRESS   **CITY**   **STATE**   **ZIP CODE**

SECTION II - DRIVING RECORD
A - RECORD OF TYPES OF VEHICLES DRIVEN DURING PAST FOUR YEARS

TYPES OF VEHICLES DRIVEN   **ESTIMATED MILES DRIVEN**   **ESTIMATED DAYS DRIVEN**

B - RECORD OF DRIVING CONVICTIONS (Except parking) DURING THE PAST FOUR YEARS

DATE   **NATURE OR TYPE OF VIOLATION**   **CITY AND STATE**   **ACTION TAKEN**

C - RECORD OF ACCIDENTS DURING THE PAST FOUR YEARS

DATE   **NATURE OF ACCIDENT**   **CITY AND STATE**   **ACTION TAKEN**

D - RECORD OF SUSPENSION OR REVOCATION OF LICENSE DURING PAST FOUR YEARS

DATE   **REASON FOR SUSPENSION OR REVOCATION**   **CITY AND STATE**   **ACTION TAKEN**

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SECTION II - DRIVING RECORD (Continued)

E - RECORD OF CONVICTIONS OPERATING UNDER THE INFLUENCE OF ALCOHOL, NARCOTICS OR PATHOGENIC DRUGS

DATE	REASON FOR CONVICTION	CITY AND STATE	ACTION TAKEN

F - RECORD OF ABUSE OR NEGLECT TO OR UNAUTHORIZED USE OF GOVERNMENT VEHICLES

DATE	INFRACTION	ORGANIZATION, CITY AND STATE	ACTION TAKEN

SECTION III - APPLICANT CERTIFICATION

FALSE STATEMENT IN THIS APPLICATION MAY RESULT IN DENIAL, SUSPENSION, OR REVOCATION OF IDENTIFICATION CARD. I CERTIFY THAT THE ABOVE STATEMENTS ARE TRUE ADN CORRECT TO THE BEST OF MY KNOWLEDGE.

APPLICANTS	DATE SIGNED

SECTION IV - SUPERVISORY REVIEW

APPLICANT IN MY OPINION ☐ IS   ☐ IS NOT CONSIDERED QUALIFIED TO SAFELY OPERATE THE VEHICLE(S) FOR WHICH AUTHORIZATION IS REQUESTED. (Explain if needed)

SUPERVISOR'S SIGNATURE	TITLE	DATE SIGNED

SECTION V - CERTIFICATION OF ELIGIBILITY AND AUTHORIZATION

TYPES OF VEHICLES AUTHORIZED TO OPERATE

☐ TYPE A - PASSENGER CARS, STATION WAGONS, CARRYALLS, AND TWO-WHEELED DRIVE TRUCKS, ONE TON AND UNDER.

☐ TYPE B - ALL TRUCKS OVER ONE TON AND VEHICLES WITH MORE THAN TWO-WHEELED DRIVE - EXCEPT THOSE LISTED UNDER TYPES C. D. AND E.

☐ TYPE C - TRACTOR-TRAILER VEHICLES, AND OTHER TRAILER PULLING VEHICLES - INCLUDING SEDANS ETC. WHEN SUCH VEHICLES ARE USED TO PULL TRAILERS.

☐ TYPE D - PASSENGER CARRYING BUSES.

☐ TYPE E - SPECIAL PURPOSE VEHICLES SUCH AS AMBULANCES, FIRE APPARATUS, WRECKERS, CRANES, GRADERS, EARTH MOVING EQUIPMENT, AND OVERSIZED VEHICLES. (Specify particular type)

SIGNATURE OF CERTIFYING OFFICIAL	ORGANIZATION	DATE

REMARKS

GENERAL SERVICES ADMINISTRATION   **GSA** FORM **3607** BACK(6-89)

Chapter – 11
Incident Organization, Management and Operations

A. Introduction

1. National Response Framework

Presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the National Response Framework can be found at:
http://www.fema.gov/emergency/nrf/index.htm

2. The National Interagency Incident Management System (NIIMS)

NIIMS is sponsored by the National Wildfire Coordinating Group (NWCG). NIIMS is compliant with the National Incident Management System (NIMS), which is a component of the National Response Framework. NIIMS provides a universal set of structures, procedures and standards for agencies to respond to all types of emergencies. NIIMS will be used to complete tasks assigned to the interagency wildland fire community under the National Response Framework.

Effective incident management requires:

a. Command organizations to manage on-site incident operations.

b. Coordination and support organizations to provide direction and supply resources to the on-site organization.

3. Incident Command System (ICS)

ICS is the on-site management system used in NIIMS/NIMS. The ICS is a standardized emergency management system specifically designed to provide for an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, communications and procedures operating within a common organizational structure to manage incidents. ICS will be used by the agencies to manage wildland fire operations and all risk incidents.

Agency Administrators are responsible for all land management activities within their respective jurisdictions and therefore provide direction and delegation for the management of an incident. To effectively manage an incident, it is important to understand the roles and responsibilities of these organizations.

B. Incident Organization

All teams are ordered through the established ordering channels from local dispatch offices, Geographic Area Coordination Centers (GACCs), and the National Interagency Coordination Center (NICC).

1. Incident Command

a. All wildfires, regardless of size, will have an Incident Commander (IC) i.e., a single individual responsible to the Agency Administrator for all incident command level functions and incident activities; Incident Commanders are responsible for:

1) Obtaining a Delegation of Authority and/or expectations to manage the incident from the agency administrator. For type 3, 4, or 5 incidents, delegations/expectations may be written or oral.

2) Ensuring that safety receives priority consideration in all incident activities, and that the safety and welfare of all incident personnel and the public is maintained.

3) Assessing the incident situation, both immediate and potential.

4) Maintaining command and control of the incident management organization.

5) Ensuring transfer of command is communicated to host unit dispatch and to all incident personnel.

6) Developing incident objectives, strategies, and tactics.

7) Developing the organizational structure necessary to manage the incident.

8) Approving and implementing the Incident Action Plan, as needed.

9) Ordering, deploying, and releasing resources.

10) Ensuring incident financial accountability and expenditures meet agency policy and standards.

11) Ensuring incident documentation is complete.

b. For purposes of initial attack, the first IC on scene qualified at any level will assume the duties of initial attack IC. The initial attack IC will assume the duties and have responsibility for all suppression efforts on the incident up to their level of qualification until relieved by an IC qualified at a level commensurate with incident complexity.

As an incident escalates, a continuing reassessment of the complexity level should be completed to validate the current command organization or identify the need for a higher level of incident management.

An IC is expected to establish the appropriate organizational structure for each incident and manage the incident based on his/her qualifications, incident complexity, and span of control. If the incident complexity exceeds the qualifications of the current IC, the IC must continue to manage the incident within his/her capability and span of control until replaced.

C. Types of Incidents

1. Type 5 Incidents

a. Ad hoc organization managed by a Type 5 IC.

1) ICT5 is qualified according to the *NWCG Wildland Fire Qualifications Systems Guide* PMS 310-1 (NFES # 310-1).

2) ICT5 may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively.

3) ICS functional area duties should be assigned to the most qualified or competent individuals available.

b. Primarily local resources used.

c. ICS command and general staff positions are not activated.

d. Resources vary from two to six firefighters.

e. Incident is generally contained within the first burning period and often within a few hours after resources arrive on scene.

  f. Additional firefighting resources or logistical support are not usually required.

2. Type 4 Incidents

  a. Ad hoc organization managed by a type 4 IC

    1) ICT4 is qualified according to the *NWCG Wildland Fire Qualifications Systems Guide* PMS 310-1 (NFES # 310-1).

    2) ICT4 may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively.

    3) ICS functional area duties should be assigned to the most qualified or competent individuals available.

  b. Primarily local resources used.

  c. ICS command and general staff positions are not activated.

  d. Resources vary from a single resource to multiple resource task forces or strike teams.

  e. Incident is usually limited to one operational period in the control phase. Mop up may extend into multiple operational periods.

  f. Written incident action plan (IAP) is not required. A documented operational briefing will be completed for all incoming resources. Refer to the Incident Response Pocket Guide for a briefing checklist.

  g. Role of Agency Administrator

    Provide/approve objectives and priorities for the management of the Incident.

3. Type 3 Incidents

  a. Ad hoc or pre-established type 3 organization managed by a type 3 Incident Commander.

    1) ICT3 is qualified according to the NWCG Wildland Fire Qualifications Systems Guide PMS 310-1 (NFES # 310-1).

2) When ICT3s are required to manage an incident they must not have concurrent responsibilities that are not associated with the incident and they must not concurrently perform single resource boss duties. ICS functional area duties should be assigned to the most qualified or competent individuals available.

b. The IC develops the organizational structure necessary to manage the incident. Some or all of ICS functional areas are activated, usually at the division/group supervisor and/or unit leader level.

c. The Incident Complexity Analysis process is formalized and certified daily with the jurisdictional agency. It is the IC's responsibility to continually reassess the complexity level of the incident. When the complexity analysis indicates a higher complexity level the IC must ensure that suppression operations remain within the scope and capability of the existing organization and that span of control is consistent with established ICS standards.

d. Local and non-local resources used.

e. Resources vary from several resources to several task forces/strike teams.

f. May be divided into divisions.

g. May require staging areas and incident base.

h. May involve low complexity aviation operations.

i. May involve multiple operational periods prior to control, which may require a written Incident Action Plan (IAP).

j. Documented operational briefings will occur for all incoming resources and before each operational period. Refer to the Incident Response Pocket Guide for a briefing checklist.

k. ICT3s will not serve concurrently as a single resource boss or have any non incident related responsibilities.

l. Role of Agency Administrator:

1) Provide/approve objectives and priorities for the management of the Incident. **See Appendix 11-3**

2) Insure the completion of a Wildfire Complexity Analysis (WCA).

3) Develop and approve the Wildland Fire Decision Support System (WFDSS) document and re-validate as needed.

4) If non-agency personnel are assigned management of the incident a Delegation of Authority (DOA) must be assigned.

5) Assign a representative to the team that is knowledgeable in fire and can participate in all team meetings.

6) Consider assigning a Tribal liaison to the incident.

7) Identify and request opportunities for training assignments of local personnel.

8) Oversight of incident business management at the local level for acquisition, personnel, work and rest guidelines, claims, agreements (local/Tribal).

Other than the Incident Commander, command and general staff positions have not been established at the type 3 complexity level. However, a type 3 incident may require additional functional positions to assist the Incident Commander. The following table lists minimum qualification requirements for these functional responsibilities.

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at type 3 level
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer
Operations	Strike Team/Task Force Leader
Division	Single Resource Boss Operational qualification must be commensurate with resources assigned (i.e. more than one resource assigned requires a higher level of qualification).
Plans	Local entities can establish level of skill to perform function.
Logistics	Local entities can establish level of skill to perform function.
Information	Local entities can establish level of skill to perform function.
Finance	Local entities can establish level of skill to perform function.

4. Type 2 Incidents

a. Pre-established incident management team managed by type 2 Incident Commander.

   1) ICT2s are qualified according to the 310-1.

   2) ICT2s command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions.

b. ICS command and general staff positions activated.

   Personnel performing specific type 2 command and general staff duties must be qualified at the type 1 or type 2 level according to the 310-1 standards.

c. Many ICS functional units required and staffed.

d. Geographic and functional area divisions established.

e. Complex aviation operations.

f. Incident command post, base camps, staging areas established.

g. Incident extends into multiple operational periods.

h. Written incident action plan required for each operational period.

i. Operations personnel often exceed 200 per operational period and total personnel may exceed 500.

j. Requires WFDSS or other decision support document.

k. Requires a written Delegation of Authority to the Incident Commander. See **Appendix 11-2**

l. Role of Agency Administrator:

   1) Provide/approve objectives and priorities for the management of the Incident. See **Appendix 11-3.**

   2) Insure the completion of a WCA.

   3) Develop and approve the WFDSS and re-validate as needed.

4) If non-agency personnel are assigned management of the incident a written DOA must be signed.

5) Assign a local agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings.

6) Consider assigning a Tribal representative to the incident.

7) Provide an Agency Administrator briefing to the team, see example in **Appendix 11-1**.

8) Identify and request opportunities for training assignments of local personnel.

9) Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, Administrative Payment Team (APT), Incident Business Advisor (IBA).

10) Identify the need for additional incident management and resources, such as a Type I incident management teams (IMTs), Area Command (AC), and potential business management issues, e.g. cost share agreements, support teams, Federal Emergency Management Agency (FEMA) declaration, military or national guard or Burned Area Emergency Response (BAER) team.

11) Before release of the IMT, provide an Incident Team Evaluation to the IC. See **Appendix 11-4.**

5. Incidents

a. Pre-established incident management team managed by type 1 Incident Commander.

1) Type 1 Incident Commanders are qualified according to the 310-1.

2) These ICs command pre-established Incident Management Teams that are configured with ICS Command Staff, General Staff and other leadership and support positions.

b. ICS command and general staff positions activated.

Personnel performing specific type 1 command and general staff duties must be qualified at the type 1 level according to the 310-1 standards.

    c.   Most ICS functional units required and staffed.

    d.   Geographic and functional area divisions established.

    e.   May require branching to maintain adequate span of control.

    f.   Complex aviation operations.

    g.   Incident command post, incident camps, staging areas established.

    h.   Incident extends into multiple operational periods.

    i.   Written incident action plan required for each operational period.

    j.   Operations personnel often exceed 500 per operational period and total personnel may exceed 1000.

    k.   Requires WFDSS or other decision support document.

    l.   Requires a written Delegation of Authority to the incident commander. See **Appendix 11-2.**

    m.   Role of Agency Administrator:

        1)   Provide/approve objectives and priorities for the management of the incident. See **Appendix 11-3.**

        2)   Insure the completion of a WCA.

        3)   Develop and approve the WFDSS document and re-validate as needed.

        4)   If non-agency personnel are assigned management of the incident a written DOA must be signed.

        5)   Assign a local Agency representative to the team that is knowledgeable in the WFM program and can participate in all team meetings.

        6)   Consider assigning a Tribal representative to the incident.

        7)   Provide an Agency Administrator briefing to the team, see example in **Appendix 11-1**.

        8)   Identify and request opportunities for training assignments of local personnel.

9) At this stage, interface with the team often takes more of the Agency Administrator's time.

10) Oversight of incident business management to order additional incident support, e.g. buying team, expanded dispatch, APT and an IBA.

11) Identify the need for additional incident management and resources, such as a Type I IMTs, AC, and potential business management issues, e.g. cost share agreements, support teams, FEMA declaration, military or National Guard, or BAER team.

6. Unified Command

a. Unified Command is an application of the Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Under Unified Command, agencies work together through their designated incident commanders at a single incident command post to establish common objectives and issue a single Incident Action Plan. Unified Command may be established at any level of incident management or area command.

b. Under Unified Command all agencies with jurisdictional responsibility at the incident contribute to the process of:

1) Determining overall strategies.

2) Selecting alternatives.

3) Ensuring that joint planning for tactical activities is accomplished.

4) Maximizing use of all assigned resources

c. Situations when Unified Command is used:

1) Incidents involve more than one jurisdictional boundary.

2) Individual agency responsibilities and authority is normally legally confined to a single jurisdiction.

3) The goals of UC are to:

a) Improve the information flow and interface between agencies

    b)   Develop a single collective approach to the incident, regardless of its functional complexities.

    c)   Optimize the efforts of all agencies to perform their respective missions.

    d)   Reduce or eliminate duplicate efforts or missions.

    e)   Improve each agency's awareness of the plans and actions of all others.

    f)   Ensure that all agencies with responsibility for the incident have an understanding of their organization's goals, objectives, and restrictions.

    g)   Ensure that no Agency's authority will be compromised.

    h)   Develop objectives for the entire incident.

d.   Advantages of Unified Command are:

    1)   A single set of objectives is developed for the entire incident.

    2)   A collective approach is used to develop strategies to achieve incident objectives.

    3)   Information flow and coordination is improved between all jurisdictions and agencies involved in the incident.

    4)   All involved agencies have an understanding of joint priorities and restrictions.

    5)   No agency's legal authorities will be compromised or neglected.

7. Area Command

a.   Area Command is an Incident Command System organization established to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command may become Unified Area Command when incidents are multi-jurisdictional. The determining factor for establishing area command is the span of control of the agency administrator.

b. National Area Command teams are managed by the National Multi-Agency Coordinating Group (NMAC) and are comprised of the following:

1) Area Commander (ACDR)

2) Assistant Area Commander, Planning (AAPC)

3) Assistant Area Commander, Logistics (AALC)

4) Area Command Aviation Coordinator (ACAC)

5) Depending on the complexity of the interface between the incidents, specialists in other areas such as aviation safety or information may also be assigned.

c. Area Command Functions include:

1) Establish overall strategy, objectives and priorities for the incident(s) under its command.

2) Allocate critical resources according to priorities.

3) Ensure that incidents are properly managed.

4) Coordinate demobilization.

5) Supervise, manage and evaluate Incident Management Teams under its command.

6) Minimize duplication of effort and optimize effectiveness by combining multiple agency efforts under a single Area Action Plan.

D. Managing the Incident

1. Agency Administrator's Responsibilities to the Incident Management Team

a. Conduct initial briefing so incident objectives and concerns are understood by the IMT, and you understand the IMTs expectations and concerns. Define your role in the management of the incident.

b. Provide an approved and certified WFDSS.

    c.   Complete an Incident Complexity Analysis to accompany the WFDSS

    d.   Coordinate with neighboring agencies on multi-jurisdiction fires to issue a joint delegation of authority and develop a single WFDSS document when possible.

    e.   Issue a written Delegation of Authority (**Appendix 11-2**) to the type 1 or 2 Incident Commander and to other appropriate officials, agency administrator representative, resource advisor and incident business advisor. The delegation should:

        1)   State specific and measurable objectives, priorities, expectations, agency administrator's intent, constraints and other required direction.

        2)   Establish the specific time for transfer of command.

        3)   Assign clear responsibilities for additional initial attack responses.

        4)   Define your role in the management of the incident.

        5)   Conduct during action reviews with the IC.

        6)   Assign resource advisor(s) to the IMT.

        7)   Consider assigning a Tribal Liaison to the IMT

        8)   Define public information responsibilities.

        9)   If necessary, assign a local government liaison to the IMT.

        10) Assign an Incident Business Advisor (IBA) to provide incident business management oversight commensurate with complexity.

            a)   IBA works under the direct supervision of the Agency Administrator and in coordination with the IMT.

            b)   The primary duty of the IBA is to serve as a liaison and advisor to the Agency Administrator, Area Command and IMT.

    c) The IBA assists in the facilitating resolution of business management issues and provides oversight for coordination of and advice regarding cost management and cost containment, coordination and interaction between support units to ensure appropriate business management practices are followed.

   11) Direct IMT to address rehabilitation of areas affected by suppression

  f. Coordinate Mobilization with the Incident Commander:

   1) Negotiate filling of mobilization order with the IC.

   2) Establish time and location of agency administrator briefing.

   3) Consider approving support staff additional to the IMT as requested by the IC.

   4) Consider authorizing transportation needs requested by the IC.

  g. Provide a separate written evaluation to the IC on IMT performance

2. The Agency Administrator Representative Responsibilities

On-scene agency administrator representing the political, social and economic issues of the agency administrator to the Incident Commander.

  a. Participates in the agency administrator briefing, in the IMT planning and strategy meetings and in the operational briefings.

  b. Representing the agency administrator to the IMT regarding:

   1) Compliance with the Delegation of Authority and the WFDSS.

   2) Public Concerns (air quality, road or trail closures, smoke management, threats)

   3) Public safety (evacuations, access/use restrictions, temporary closures)

   4) Public information (fire size, resources assigned, threats, concerns, appeals for assistance)

   5) Socioeconomic, political, or tribal concerns

    6)   Land and property ownership concerns such as rehabilitation of all effects of wildfire suppression.

    7)   Interagency and inter-governmental issues

    8)   Wildland urban interface impacts

    9)   Media contact.

3. Resource Advisor Responsibilities

a.   Anticipate the impacts of fire operations on natural and cultural resources and for communicating protection requirements for those resources to the Incident Commander.

b.   Ensure IMT compliance with the Land Management Plan and Fire Management Plan.

c.   Provide the Incident Commander with information, analysis and advice on these areas:

    1)   Rehabilitation requirements and standards.

    2)   Land ownership

    3)   Hazardous materials

    4)   Fuel breaks (locations and specifications)

    5)   Water sources and ownership

    6)   Critical watersheds

    7)   Critical wildlife habitat

    8)   Noxious weeds/aquatic invasive species

    9)   Special status species (threatened, endangered, proposed, sensitive)

    10) Fisheries

    11) Poisonous plants, insects and snakes

    12) Mineral resources (oil, gas, mining activities)

    13) Archeological site, historic trails, paleontological sites

14) Riparian areas

15) Military issues

16) Utility rights-of-way (power, communication sites)

17) Native allotments

18) Grazing allotments

19) Recreational areas

20) Special management areas (cultural sites, wilderness areas, wilderness study areas, recommended wilderness, national monuments, national conservation areas, national historic landmarks, areas of critical environmental concern, research natural areas, wild and scenic rivers).

4. Resource Advisor and Agency Administrator Representative

These positions are generally filled by local unit personnel. These positions may be combined and performed by one individual. Duties are stated in the *Resource Advisor's Guide for Wildland Fire* (NWCG PMS 313, NFES 1831, Jan 2004).

5. Trainees

Use of trainees is encouraged. On wildland fire incidents, trainees may supervise trainees. However, when assigning trainees to positions where critical life-safety decisions are affected, trainees must be <u>directly</u> supervised by a fully qualified individual. (NWCG Memorandum #018-2010 *Assignment of Trainees to Incident Positions*, April 8, 2010). For example:

a. A Division Group Supervisor (DIVS) trainee may not work directly for an Operations Section Chief without additional field supervision. The potential for high hazard work with high risk outcomes calls for a fully qualified DIVS to be assigned supervision of the DIVS trainee.

b. A Supply unit Leader (SPUL) trainee may supervise a Receiving/Distribution Manager (RCDM) trainee. In this case, supervision may be successfully provided in a lower hazard environment with appropriate risk mitigation.

E. Incoming Team Transition/Transfer of Command

Once the decision has been made to mobilize an IMT, the following guidelines assist transition of fire management responsibilities to incoming IMTs.

The ordering unit should accomplish the following actions prior to the arrival of the incoming team:

- Determine incident command post (ICP)/base location.

- Order basic support equipment and supplies for the incident.

- Secure an ample supply of appropriate maps, this is critical.

- Determine the team's transportation needs and obtain vehicles.

- Schedule Agency Administrator briefing time and location.

- Obtain necessary communications equipment.

1. Transfer of Command Responsibilities

a. The local team or organization already in place remains in charge until the local representative briefs their counterparts on the incoming team, a delegation of authority has been signed and a mutually agreed time for transfer of command has been established.

b. The ordering unit will specify times of arrival and transfer of command and discuss these timeframes with both the incoming and outgoing command structures.

c. Clear lines of authority must be maintained in order to minimize confusion and maintain operational control.

d. Transfers of command should occur at the beginning of an operational period, whenever possible.

e. All operational personnel will be notified on incident command frequencies when transfer of command occurs.

2. Agency Administrator Briefing

a. This briefing should take place as soon as the incoming team is completely assembled, preferably at a location away from the incident.

b. Information will be in writing and some may be oral.

c. A written Delegation of Authority (DOA) and WFDSS document will be completed and provided to the incoming team.

d. Provide, at a minimum, a written incident brief. **See Appendix 11-1**.

3. Local Agency Incident Commander Briefing

a. This briefing should take place immediately after the Agency Administrator briefing.

b. The local Agency IC should be prepared to provide specific information on fire behavior, weather, logistics, and current operations. ICS form 201, Incident Briefing, can be found at http://www.nwcg.gov/pms/forms/icsforms.htm.

4. Assuming Command of an Incident by an IMT

Incident management Team and Local Contact

Agency staff should expect the incoming IC to contact the fire's unit dispatch in advance for the following:

-   Expected support staff needs.

-   Contracting with Agency Administrator to determine briefing time, location, critical issues and/or concerns.

-   Team transportation needs.

F. Incident Management Considerations

The rapidly increasing cost of wildfire suppression is of major concern to Agency Administrators. Development of strategy and tactical implementation should evaluate costs commensurate with the values at risk for improvements and private property, as well as for natural resources being protected.

Fire management requires the fire manager and firefighter to select suppression and mop-up tactics commensurate with the wildfire's potential or existing behavior, yet leave minimal environmental impact.

1. Incident Business Management

Specific incident business management guidance is contained in the *Interagency Incident Business Management Handbook* (PMS 902). This handbook was developed to assist participating agencies of the NWCG to constructively work together to provide effective execution of each agency's incident management program by establishing procedures for:

a. Uniform application of regulations on the use of human resources, including classification, payroll, commissary, injury compensation, and travel.

b. Acquisition of necessary equipment and supplies from appropriate sources in accordance with applicable procurement regulations.

c. Managing and tracking government property.

d. Financial coordination with the protection agency and maintenance of finance, property, procurement, and personnel records and forms.

e. Use and coordination of incident business management functions as they relate to sharing of resources among federal, state, and local agencies, including the military.

f. Investigation and reporting of accidents.

g. Investigating, documenting, and reporting claims.

h. Documenting costs and implementing cost-effective criteria for managing incident resources.

i. Non-fire incidents administrative processes.

2. Cost Containment

a. The primary criteria for choosing suppression strategies are to minimize costs without compromising safety. Planned and actual suppression costs must be commensurate with the values to be protected. They must be included and displayed in the Wildland Fire Decision Support System (WFDSS) documentation. Indirect containment strategies are appropriate only if they are the safest or least costly option. Selection of these strategies must be carefully scrutinized when fire danger trends are rising. Long duration wildfires need to be closely evaluated by cost containment teams to ensure that operations are not occurring beyond the point of diminishing returns.

b. An Incident Business Advisor (IBA1) must be assigned to any fire with suppression costs of more than $5 million. An IBA2 is advised for fires with suppression costs of $1-5 million. If a certified IBA is not available, the approving official will appoint a financial advisor to monitor expenditures.

c. Incident suppression cost objectives will be included as a performance measure in Incident Management Team evaluations.

3. Large Fire Cost Reviews

a. An Interagency Large Fire Cost Review will be conducted when an incident (single fire or complex) meets or exceeds Federal combined expenditures of $10 million.

b. A review may also be conducted when an incident (single fire or fire complex) meets or is expected to meet one or more of the following criteria:

   1) The predicted time to achieve the fire management objective exceeds 21 days.

   2) There are significant political, social, natural resource, or policy concerns.

   3) There are significant and complicated cost-share or multi-jurisdictional issues.

   4) The affected agency requests a review.

c. It is the responsibility of the agency administrator to monitor large fire costs and advise the appropriate individual(s) within their agency of the need for a Large Fire Cost Review.

    d.   When a multi-jurisdictional fire requires review, the local agency administrator will determine which agency will be designated as the lead in the review process.

    e.   The Regional Fire Management Officer will provide a delegation of authority to the Cost Review Team authorizing the implementation of a review.

    f.   The *Large Fire Cost Review Guidebook* and draft Delegation of Authority for use by all federal wildland fire management agencies can be found at http://www.nwcg.gov/general/memos/nwcg-003-2009.html

4. When a written Incident Action Plan is required, suggested components may include

    a.   Objectives

    b.   Organization

    c.   Weather forecast

    d.   Fire behavior forecast

    e.   Division assignments

    f.   Air operations summary

    g.   Safety message

    h.   Medical plan

    i.   Communications plan

    j.   Incident map

5. The Incident Status Summary (ICS-209)

Is submitted to the GACC, and is used to report large wildland fires and any other significant events on lands under federal protection or federal ownership. Lands administered by states and other federal cooperators may also report in this manner.

6. Large fires

Classified as 100 acres or larger in timber fuel types, 300 acres or larger in grass fuel types, or when a type 1 or 2 Incident Management Team is assigned. A report should be submitted daily until the incident is contained. The agency administrator may require additional reporting times. Refer to local, zone and/or GACC guidance for additional reporting requirements.

7. FLAME Fund Act

The FLAME Fund Act will pay the cost of catastrophic emergency wildland fire suppression activities and serve as a reserve fund when appropriations in the regular suppression account are exhausted. DOI Bureaus will comply with the **FLAME Fund Act** for fires occurring from October 1 to Sept 2.

a. Appropriation funds are:

   1) To pay the costs of catastrophic emergency wildland fire suppression activities

   2) To serve as a reserve fund when appropriations in the regular suppression account are exhausted.

   3) For funds which are strictly from a transfer account; no expenses will be charged directly to the account.

b. Criteria to qualify for use on an individual fire incident:

   1) The Secretary must issue a declaration that the incident is of significant complexity to warrant the deployment of a Type 1 or Type 2 IMT

   2) Must be 300 acres or larger

c. Support documentation will be supplied to OWFC from the Bureaus for any fire that meets or exceeds the thresholds. OWFC will collect documentation for the fire season on or near August 1 and September 1. The type of information to be collected and the source of information for each is:

Type	Data	Steward Source
Jurisdictional Agency Name	Intel	Sit 209
Fire Name and	Intel	Sit 209
FireCode	Intel	Sit 209
Incident State Location	Intel	Sit 209
Estimated Incident Cost	Intel	Sit 209
WFDSS Date	Bureau	NIFC
WFDSS Course of Action	Bureau	NIFC
Complexity Analysis	Local Unit	Districts, Parks, Refuges, Agencies

    d.   Documentation will be collected by each Agency/Tribe, Region and BIA- NIFC for any fire that meets FLAME Act criteria on Trust Lands.

G. Release of Incident Management Teams From an Incident

1. Process to Release an IMT from an Incident

    a.   The release of a type 1 or 2 IMT should follow an approved transfer of command process. The agency administrator must approve the date and time of the transfer of command. The transition plan should include the following elements:

        1)   Remaining organizational needs and structure.

        2)   Tasks or work to be accomplished.

        3)   Communication systems and radio frequencies.

        4)   Local safety hazards and considerations.

        5)   Incident Action Plan, including remaining resources and weather forecast

        6)   Facilities, equipment and supply status.

        7)   Arrangement for feeding remaining personnel.

        8)   Financial and payment processes needing follow-up.

9)   Complexity Analysis.

b.   The outgoing team should start phasing in the local team or Agency/Tribal personnel as soon as demobilization begins. The outgoing team should not be released from the incident until agreed upon objectives are met and fire management activity is at the level and workload acceptable to the local unit.

Example of Objectives

1)   Fire must be controlled or contained.

2)   Most line personnel and resources not needed for patrol and mop-up are released.

3)   Incident base shut down, reduced, or in the process.

4)   Planning Section Chief has prepared a draft of the fire narrative for the close-out debriefing.

5)   Finance/Administration Section Chief should have most known finance problems resolved. Contact made with local unit administrative personnel to hand over incident finance package.

6)   Resource rehabilitation work completed or done to local unit's satisfaction.

7)   Overhead performance ratings are completed.

8)   Incident close-out debriefing with Agency Administrator. (The IMT should have a closed debriefing session prior to meeting with Agency Administrator)

9)   Agency Administrator's or representatives should debrief team and prepare evaluation as soon as possible after release.

Should an IMT be assigned to a fire and portions of the above procedures cannot be followed due to emergency conditions or other problems, the assigned IC and staff will work with members of the local unit to obtain information to make the transition period effective and organized.

2. Incident Management Team Evaluation

At completion of assignment, incident commanders will receive a written performance evaluation from the agency administrators prior to the teams release from the incident. Certain elements of this evaluation may not be able to be completed at the closeout review. These include; accountability and property control; completeness of claims investigation/documentation; and completeness of financial and payment documentation. This delay in preparing the written evaluation will also provide the Agency Administrator with the opportunity to evaluate the IMTs effectiveness with cooperating agencies, the media, and neighbors.

a. The final evaluation incorporating all of the above elements should be sent to the incident commander and the respective GACC within 60 days.

b. The Delegation of Authority, the WFDSS documents and other documented agency administrator's direction will serve as the primary standards against which the IMT is evaluated.

c. The agency administrator will provide a copy of the evaluation to the IC and the Regional/Agency/Tribal FMO, and retain a copy for the final fire package.

d. The Regional/Agency/Tribal FMO will review all evaluations and will be responsible for providing a copy of evaluations documenting performance to the geographic area board or agency managing the IMT.

H. Coordination and Support Organizations

1. Initial Action Dispatch

a. An initial Attack Dispatch organization is the primary unit responsible for implementing the initial response to incidents upon report. It is integrated within the fire organization and the decision for deployment of response resources is made by an authorized individual.

b. IA dispatch is also responsible for coordination of communications and logistical support for incidents and field operations.

2. Expanded Dispatch

a. Expanded dispatch is the organization needed to support an incident which expands along with the Incident Command System. Expanded dispatch is established when a high volume of activity indicates that increased dispatch and coordination capability is required. This allows initial action dispatchers to concentrate on new starts.

b. The expanded dispatch coordinator facilitates accomplishment of goals and direction of the agency administrator and, when activated, the Multi Agency Coordinating (MAC) Group. The position may be filled by the person normally managing the day-to-day operations of the center or an individual from a higher level of management. The expanded dispatch center coordinator is responsible for:

1) Filling and supervising necessary positions in accordance with coordination complexity.

2) Implementing decisions made by the MAC group

c. Expanded dispatch facilities and equipment should be pre-identified, procured and available for immediate setup. The following key items should be provided for:

1) Work space separate from, but accessible to, the initial attack organization.

2) Adequate office space (lighting, heating, cooling, security).

3) Communications equipment (telephone, fax, computer hardware with adequate data storage space, priority use and support personnel).

4) Area suitable for briefings (agency administrators, media).

5) Timetable/schedule should be implemented and adhered to (operational period changes, briefings, strategy meetings).

6) A completed and authorized Continuation of Operations Plan (COOP).

7) Qualified personnel on site to staff required operations.

3. Buying Teams

Buying/Payment Teams support incidents by procuring services, supplies, renting land and equipment. These teams may be ordered when incident support requirements exceed local unit capacity. These teams report to the agency administrator or the local unit administrative officer. See the *Interagency Incident Business Management Handbook* for more information.

4. Administrative Payment Teams

Administrative Payment Team (APT) makes payments for large incidents or if the workload on an incident is such that payments cannot be processed in a timely manner. APTs should be requested through normal dispatch channels. The APT reports to the Agency Administrator or other designated personnel (e.g. local unit administrator officer). The *National Mobilization Guide* provides dispatch procedures for the National Park Service APTs. The Agency Administrator provides a DOA to the APT.

5. Multi-Agency Coordination Groups:

a. Is part of the National Interagency Incident Management System (NIIMS) and are an expansion of the off-site coordination and support system.

b. Are activated by the Agency administrator(s) when the character and intensity of the emergency situation significantly impacts or involves other agencies.

c. May be activated to provide support when only one agency has incident(s).

d. Is made up of agency representatives who are delegated authority by their respective agency administrators to make agency decisions and to commit agency resources and funds.

e. Relieves the incident support organization (dispatch, expanded dispatch) of the responsibility for making key decisions regarding prioritization of objectives and allocation of critical resources.

f. Makes coordinated agency administrator level decisions on issues that affect multiple agencies.

g. Is supported by situation, resource status and intelligence units who collect and assemble data through normal coordination channels.

    h.   MAC Group direction is carried out through expanded dispatch organizations.

    i.   MAC Group organization relationships

        1)   A MAC organization represents the agencies from which it is composed.

        2)   The flow of information is from MAC through the expanded or normal dispatch channels.

        3)   The organization does not operate directly with the incident command or AC who have responsibility for the management of the on-the-ground incident organizations.

    j.   MAC Group activation improves:

        1)   Interagency coordination at top management levels and provides for allocation and timely commitment of multi-agency emergency resources on any incident.

        2)   Overall situation status information.

        3)   Incident priority determination.

        4)   Resource acquisition or allocation.

        5)   Tribal, State, federal disaster coordination.

        6)   Political interfaces.

        7)   Overall coordinated information provided to the media and agencies involved.

APPENDIX 11-1
Agency Administrator's Briefing to Incident Management Team

General Information	
Name of Incident:	Type of Incident:
Incident Start Date: Time: Cause:	Approximate Size of Incident: Location:
General Weather Conditions:	
Local Weather or Behavioral Conditions:	
Land Status:	
Local Incident Policy:	
Resource Values Threatened:	
Private Property or Structures Threatened:	
Capability of Unit to Support Team (Suppression and Support Resources):	

Command Information

Written Delegation of Authority

Agency: Resource Advisor:

Agency Administrator's Representative:

Transition

Name of Current Incident Commander:

Time frame for Team to Assume Command:
     Date: Time:

Recommended Local Participation in IMT Organization:

Current IC and Staff Roles Desired after Transition:

Other Incidents in Area:

Other Command Organizations (Unified/Area/MAC):

Local Emergency Operations Center (EOC) Established:

Trainees Authorized:

Legal Considerations (Investigations In Progress):

Command Information Continued

Known Political Considerations:
Sensitive Residential and Commercial Developments, Resource Values, Archaeology Sites, Road less, Wilderness, and Unique Suppression Requirements:
Local Social/Economic Considerations:
Private Representatives Such as Timber, Utility, Railroads, and Environmental Groups:
Incident Review Team Assigned (FAST, Audit, Other):

Incident Information

Information Organization Reports To	
Incident Commander:	Agency Administrator:
Local Public Affairs:	Other:
Provide Incident Information Updates To	
Unit FMO:	Expanded Dispatch:
Local Public Affairs:	Other:

Safety Information

Accidents and Injuries to Date:
Condition of Local Personnel:
Known Hazards:
Injury and Accident Reporting Procedures:

Planning Section

General Information
Access to Fax and Copy Machines: Access to Computers and Printers:
Existing Pre-Attack Plans:
Other Nearby Incidents Influencing Strategy/Tactics/Resources:
Training Specialist Assigned or Ordered: Training Considerations:

Planning Section Continued

Situation Unit
General Weather Conditions/Forecasts:
Fire Behavior:
Local Unusual Fire Behavior and Fire History in Area of Fire:
Fuel Types(s) at Fire:
Fuel Types(s) Ahead of Fire:

Resources Unit	Refer to Attached Resource Orders
Personnel on Incident (General):	
Equipment on Incident (General):	
Resources on Order (General):	
Incident Demobilization Procedures:	

Operations Section

Priorities for Control, WFDSS document Approved:
Current Tactics:
Incident Accessibility by Engines and Ground Support:

Air Operations
Air Tactical Group Supervisor:
Air tankers Assigned:
Effectiveness of Air tankers:
Air Base(s):   Telephone:

Operations Section - Continued

Air Operations
Helicopters Assigned:
Helibase Location:
Crash/Rescue at Helibase:
FAR 91.137 Assigned (Describe):
Flight Hazard Map Available/Know Hazards in Areas:
Smoke/Visibility Conditions:
Aviation Safety Team Assignment or Ordered:

Logistics Section

Facilities Unit

ICP/Base Pre-Plans:　　　Yes　　　　No

ICP/Base Location:

Catering Service/Meals Provided:

Shower Facilities:

Security Considerations:

Incident Recycling:

Supply Unit

Duty Officer or Coordinator Phone Number:

Expanded Dispatch Organization:

Supply System to be Used (Local Supply Cache):

Single Point Ordering:

Logistics Section - Continued

Communications Unit

Communications System(s)

    NFRC System on Order: Yes   No   Type:

    Local Network Available: Yes   No

Temporary

    Cell Phone Cache Available: Yes   No

    Landline Access to ICP: Yes   No

    Local Telecom Technical Support:

Ground Support Unit

Route to ICP/Base:

Route From ICP/Base to Fire:

Medical Unit

Nearest Hospital or Desired Hospital:

Nearest Burn Center, Trauma Center:

Nearest Air Ambulance:

Finance Section

Name of Incident Agency Administrative Representative:

Name of Incident Business Advisor (If Assigned):

Agreements and Annual Operating Plans in Place:

Jurisdictional Agencies Involved:

Need for Cost Share Agreement:

Cost Unit

Fiscal Considerations:

Cost Collection or Trespass:

Management Codes in Use:

Finance Section - Continued

Procurement Unit

Buying Team in Place or Ordered:

Contracting Officer Assigned:

Copy of Local Service and Supply Plan Provided:

Is all Equipment Inspected and Under Agreement:

Emergency Equipment Rental Agreements:

Compensation/Claims Unit

Potential Claims:

Status of Claims/Accident Reports:

Time Unit

Payroll Procedure Established for T&A Transmittal:

APPENDIX 11-2
Wildfire
Delegation of Authority (Example)

Agency: _____

As of 1800, May 20, 2002, I have delegated authority to manage the Crystal River Fire, Number E353, Santa Cruz Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire which originated as four separate lightning strikes occurring on May 17, 2002, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for fire fighter and public safety.
2. Manage the fire with as little environmental damage as possible. The guide to minimum impact suppression tactics (MIST) is attached.
3. Key cultural features requiring priority protection are: Scout Cabin, and overlook board walks along the south rim.
4. Key resources considerations are: protecting endangered species by avoiding retardant and foams from entering the stream; if the ponderosa pine timber sale is threatened, conduct a low intensity under burn and clear fuels along road 112.
5. Restrictions for suppression actions include: no tracked vehicles on slopes greater than 20 percent or meadow soils, except where roads exist and are identified for use. No retardant will be used within 100 feet of water.
6. Minimum tools for use are Type 2/3 helicopters, chainsaws, hand tools, and portable pumps.
7. My agency advisor will be Ted Johnson (wildlife biologist).
8. The NE flank of the fire borders private property and must be protected if threatened. John Smith of the South Central Fire Department will be the local representative.
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.

_____   _____
(Signature and Title of Agency Administrator)   (Date)

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APPENDIX 11-3
Incident Commander Briefing

The Incident Briefing, ICS-201 Form Provides the Basis for the Local Incident Commander to Brief the Incoming Team.

Briefing Information

Forms Available or Attached:	Other Attachments:
G ICS 201 G ICS 215 G ICS 207 G ICS 220 G ICS 209	G Map of Fire G Aerial Photos G Weather Forecast

Fire Start Date: Time:
Fire Cause:

Fuels at Fire:	Fuels Ahead of Fire:

Fire Spread:	Fire Behavior:

Anchor Points:	Natural Barriers:

Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:

Briefing Information - Continued

Life, Improvements, Resources and Environmental Issues:
Weather Forecast:

Established	Possible Copy Machine Available		
ICP:		Yes	No
Base:		Yes	No
Camp(s):			
Staging Areas(s):			

Safety Issues:	EMS in Place: Yes No

Air Operations Effectiveness to Date:

Air Related Issues and Restrictions:

Briefing Information - Continued

Hazards (Aircraft and People):
Access from Base to Line:
Personnel and Equipment on Incident (Status and Condition):
Personnel and Equipment Ordered:
Cooperating and Assisting Agencies on Scene:
Helibase/Helispot Locations:

Facility Fire Protection	

Crash Fire Protection at Helibase: Medivac Arrangement:

Briefing Information - Continued

Communication System in Use: Radio_____   Telephone_____   Mobile Phone_____
Water Availability:
Review of Existing Plans for Control in Effect; Copy of Approved WFSA:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

APPENDIX 11-4
Incident Team Evaluation

Team IC: _____   Type: _____

Incident: _____   Fire Number: _____

		Yes	No
1.	Did the Team accomplish the objectives described in the Wildland Fire Situation Analysis the Delegation of Authority, and the Agency Administrator Briefing (if available)?	Yes	No
2.	Was the Team cost effective in their management of the Incident?	Yes	No
3.	Was the Team sensitive to resource limits and environmental concerns?	Yes	No
4.	Was the Team sensitive to political and social concerns?	Yes	No
5.	Was the Team professional in the manner which they assumed management of the incident, managed the total incident, and returned it to the hosting agency?	Yes	No
6.	Did the Team anticipate and respond to changing conditions in a timely and effective manner?	Yes	No
7.	Did the Team place the proper emphasis on safety?	Yes	No
8.	Did the Team activate and manage the demobilization in a timely, cost-effective manner?	Yes	No
9.	Did the Team attempt to use local resources and trainees, and closest available forces to the extent practical?	Yes	No
10.	Was the Incident Commander (IC) an effective manager of the Team and its activities?	Yes	No
11.	Was the IC obviously in charge of the Team and incident (Was the IC performing a leadership role)?	Yes	No
12.	Was the IC aggressive in assuming responsibility for the incident and initiating action?	Yes	No
13.	Did the IC express a sincere concern and empathy for the hosting unit and local conditions?	Yes	No
14	Other comments:		

_____   _____
Agency Administrator or Agency Representative: Date:

_____   _____
Incident Commander: Date:

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APPENDIX 11-5
Administrative Payment Team
Delegation of Authority (Example)

Date:

To: (Administrative Payment Team Leader)

From: (Superintendent of Agency)

Subject: Delegation of Authority

You are hereby authorized to process vendor payments for supplies, emergency equipment rental agreement payments, services and Casual Emergency Firefighter payments, and issue U.S. Government Treasury Checks on behalf of (Agency) for expenses incurred on the (location of fire). The incident began on (date of incident). The Administrative Payment Team is requested to process payments as efficiently as authorized above during (from date) to (end date). (Approximately), the ending time will be dependent on status on incident, you will be notified.

I understand the original payment documents will be released to the Bureau of Indian Affairs, Accounting Operations Division in (location) for record retention and data entry. You are authorized to charge all expenses to the fire suppression account P11 (organization code) (FY) 92310 (Fire Code), Incident Project Order Number (fire location – WA-YAA-001). I expect to receive copies of all documents that are required for processing payments. This will enable my staff to review all payments made.

(Agency administrator's name), Administrative Officer will be your Liaison Officer for any questions regarding payments and is authorized to sign any documents as required. (Agency Procurement Officer's name), Warranted Officer, will be assisting and coordinating with you to assure correct documentation to pay bills is provided. The Warrant Officer's authority is (amount of Warrant authority).

I understand the team cannot process payments for Tort Claims, National Contracts, Fedstrip, Office of Workman's Compensation invoices, aircraft obligations, travel advances, travel vouchers, and non-emergency items. You are also required to provide copies of Blanket Purchase Agreements, all preseason Emergency Equipment Rental Agreements and Resource Orders for supplies, equipment (which is dozers, engines).

Upon completion of your assignment, we will meet with the team and my staff members to discuss what was accomplished and you will be providing me with a final debriefing which consists of a cost summary of disbursements.

I am also required to provide an Administrative Payment Team Performance and Team Member Rating upon completion of payments.

_____   _____
Agency Administrator or Agency Representative: Date:

_____   _____
Administrative Payment Team Leader   Date:

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Chapter – 12
Developing a Response to Wildfires

A. Introduction

This chapter describes the program components required to develop and implement a response to wildfires.

B. Purpose

1. Fire Management Planning (FMP) Process and Requirements

The FMP process and requirements may differ among agencies. However, for all agencies (Bureau of Indian Affairs, Forest Service, Bureau of Land Management, Fish and Wildlife Service, and National Park Service), a common purpose of a FMP is to provide decision support to aid managers in making informed decisions as ground conditions change and/or L/RMP need updating, in response to unplanned ignitions. The FMP includes a concise summary of information organized by fire management unit (FMU) or units.

2. Strategic and Operational Elements

For the Department of the Interior (DOI) agencies, the FMP contains strategic and operational elements that describe how to manage applicable fire program components such as:

a. Response to unplanned ignitions

b. Hazardous fuels and vegetation management

c. Burned area emergency stabilization and rehabilitation

d. Prevention

e. Community interactions and collaborative partnerships roles

f. Monitoring and evaluation programs.

3. FMP Updates

Each FMP should be updated as new information becomes available, as conditions on the ground and changes are made to the L/RMP. (Interagency Fire Management Planning Template, 2007)

C. Policy Planning

Every area with burnable vegetation must have an approved Fire Management Plan (FMP). FMPs are strategic plans that define a program to manage planned and unplanned ignitions based on the areas approved Land or Resource Management Plan s (L/RMP). FMPs must provide for firefighter and public safety; include fire management strategies, tactics, and alternatives; address values to be protected and public health issues; and be consistent with resource management objectives, activities of the area, and environmental laws and regulations.

For complete historical interagency policy and implementation guidance, see http://www.nwcg.gov/branches/ppm/fpc/archives/fire_policy/index.htm and http://www.nifc.gov/policies.htm

D. Concepts and Definitions

1. Land/Resource Management Plan

A document prepared with public participation and approved by the agency administrator. It provides general guidance and direction for land and resource management activities for an administrative area. The L/RMP identifies the need for fire's role in a particular area and for a specific benefit. The objective in the L/RMP provides the basis for the development of fire management objectives and the fire management program in the designated area. (Guidance for *Implementation of Federal Wildland Fire Management Policy*, February 2009).

2. Fire Management Plan (FMP)

A Fire Management Plan (FMP) identifies and integrates all wildland fire management (both planned and unplanned ignitions) and associated activities within the context of the approved L/RMP. The FMP is supplemented by operations plans, including but not limited to preparedness plans, preplanned dispatch plans, fuels treatment plans, and prevention plans. FMPs assure that wildland fire management goals and objectives are coordinated.

3. Fire Management Unit

The primary purpose of developing Fire Management Units (FMUs) in fire management planning is to assist in organizing information in complex landscapes. The process of creating FMUs divides the landscape into smaller geographic areas to more easily describe physical/biological/social characteristics and frame associated planning guidance based on these characteristics. FMUs should be achieved through interagency efforts and interactions to facilitate common fire management across boundaries.)

An FMU can be any land management area definable by objectives that set it apart from the management characteristics of an adjacent FMU (e.g. management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups The FMU may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives. (See *Guidance for Implementation of Federal Wildland Fire Management Policy* (February 2009).

4. Wildland Fire

Wildland fire is a general term describing any non-structure fire that occurs in vegetation and/or natural fuels including both prescribed fire and wildfire.

Wildland fires are not categorized into two distinct types:

a.   Wildfires – Unplanned ignitions or prescribed fires that are declared wildfires.

b.   Prescribed Fires - Planned ignitions.

E. Annual Operating Plan and General Elements

Agencies and Tribes, in conjunction with their cooperators, will develop a wildland fire Annual Operating Plan (AOP). This plan is documented in the FMP (see Chapter 3).

The AOP will be reviewed, updated, and approved prior to the western fire season. The plan may be amended after a major incident as part of a joint debriefing and review.

The plan shall contain detail specific procedures which will provide for safe, efficient and effective operations.

1. Mutual Aid

There may be times when cooperators are involved in emergency operations and unable to provide mutual aid. In this case, cooperators may be contacted for assistance.

2. Command Structure

Unified command should be used, as appropriate, whenever multiple jurisdictions are involved, unless one or more parties request a single agency 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; agency administrators should confirm this decision as soon as possible. Once this decision has been made, the incident organization 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.

3. Communications

a. In mutual aid situations, a common designated radio frequency identified in the AOP should be used for incident communications. All incident resources should utilize and monitor this frequency for incident information, tactical use, and changes in weather conditions or other emergency situations. In some cases, because of equipment availability/ capabilities, departments/ agencies may have to use their own frequencies for tactical operations, allowing the "common" frequency to be the link between departments. It is important that all department /agencies change to a single frequency or establish a common communications link as soon as practical.

b. Clear text should be used.

c. Avoid personal identifiers, such as names.

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

4. Distance/Boundaries

Responding and requesting parties should identify any mileage limitations from mutual boundaries where "mutual aid" is either pay or non-pay status. For some fire departments, the mileage issue may not be one of initial attack "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.

5. Time/Duration

Responding and requesting parties should identify time limitations (usually 24 hours) for resources in a non-reimbursable status, and "reimbursable rates" when the resources are in a reimbursable status.

6. Qualifications/Minimum Requirements

As per the NWCG memorandum *Qualification Standards During Initial Action*, March 22, 2004 and the PMS 310-1 *Wildland Fire Qualification System Guide*:

a. The 310-1 qualification/certification standards are mandatory only for national mobilization of wildland fire fighting resources.

b. During initial action, all agencies (federal, state, local and tribal) 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 initial action on fires on lands under the jurisdiction of a federal agency.

d. The Geographic Area Coordinating Group should determine the application of 310-1 qualification/certification standards for mobilization within the geographic area.

e. On fire where a non-federal agency is also an agency with legal jurisdiction, the standards of that agency apply.

The AOP should address qualification and certification standards applicable to the involved parties.

7. Reimbursement/Compensation

Compensation shall be as close to actual expenditures as possible. This should be clearly identified in the AOP. Vehicles and equipment operated under the federal excess property system will only be reimbursed for maintenance and operating costs.

8. Cooperation

The annual operating plan will be used to identify how the cooperators will share expertise, training, and information on items such as prevention, investigation, safety, and training.

9. Agency Review and Investigations

Annual operating plans should describe processes for conducting agency specific reviews and investigations

10. Dispatch Center

Dispatch centers will ensure all resources know the name of the assigned IC and announce all changes in incident command. Geographic Area Mobilization Guides, Zone Mobilization Guides and Local Mobilization Guides should include this procedure as they are revised for each fire season.

11. Fiscal Responsibility Elements that should be addressed in an AOP

a. The level of communication required with neighboring jurisdictions regarding the management of all wildland fires, especially those with objectives that include benefit.

b. The level of communication required with neighboring jurisdictions regarding suppression resource availability and allocation, especially for wildland fires with objectives that include benefit.

c. Identify how to involve all parties in developing the strategy and tactics to be used in preventing wildland fire from crossing the jurisdictional boundary, and how all parties will be involved in developing mitigations which would be used if a wildland fire does cross jurisdictional boundaries.

d. Jurisdictions, which may include state and private lands, should identify the conditions under which wildland fire may be managed to achieve benefit, and the information or criteria that will be used to make that determination (e.g. critical habitat, hazardous fuels and land management planning documents).

e. Jurisdictions will identify conditions under which cost efficiency may dictate where suppression strategies and tactical actions are taken (i.e. it may be more cost effective to put the containment line along an open grassland than along a mid-slope in timber). Points to consider include loss and benefit to land, resource, social and political values, and existing legal statutes.

f. The cost-sharing methodologies that will be utilized should wildfire spread to a neighboring jurisdiction in a location where fire is not wanted.

g. The cost-share methodologies that will be used should a jurisdiction accept or receive a wildland fire and manage it to create benefit.

h. Any distinctions in what cost-share methodology will be used if the reason the fire spreads to another jurisdiction is attributed to a strategic decision, versus environmental conditions (weather, fuels, and fire behavior) or tactical considerations (firefighter safety, resource availability) that preclude stopping the fire at jurisdictional boundaries. Examples of cost-sharing methodologies may include, but are not limited to, the following:

1) When a wildland fire that is being managed for benefit spreads to a neighboring jurisdiction because of strategic decisions, and in a location where fire is not wanted, the managing jurisdiction shall be responsible for wildfire suppression costs.

2) In those situations where weather, fuels or fire behavior of the wildland fire precludes stopping at jurisdiction boundaries cost-share methodologies may include, but are not limited to:

a) Each jurisdiction pays for its own resources – fire suppression efforts are primarily on jurisdictional responsibility lands,

b)   Each jurisdiction pays for its own resources – services rendered approximate the percentage of jurisdictional responsibility, but not necessarily performed on those lands,

c) Cost share by percentage of ownership,

d) Cost is apportioned by geographic division. Examples of geographic divisions are: Divisions A and B (using a map as an attachment); privately owned property with structures; or specific locations such as campgrounds,

e) Reconciliation of daily estimates (for larger, multi-day incidents). This method relies upon daily agreed to cost estimates, using Incident Action Plans or other means to determine multi-Agency contributions. Reimbursements can be made upon estimates instead of actual bill receipts.

For further information, refer to NWCG *Memorandum #009-2009 Revisions to the Annual Operating Plans for Master Cooperative Fire and Stafford Act Agreements due to Implementation of Revised Guidance for the Implementation of Federal Wildland Fire Management Policy, April 13, 2009*

12. Preplanned response to an incident.

a. Identification of geographic Preparedness Level

b. Fire weather

c. Identification of wildfire danger

d. Process for assessing the appropriate response.

e. Identification of resources to respond to a given Fire Management Zone (FMZ) based on fire danger and weather

f. Cooperator support and planned response

g. Communications procedures

13. Emergency Operations (Fire/Non-fire)

a. Agency and Regional notification

b. Call-back procedures

c. Evacuation of fire area

d. Closing public/private roads

e. Ordering additional personnel, equipment, aircraft

f. Fire weather watch and red flag warning notification

g.   Temporary flight restrictions (TFR)

h.   Aircraft pre-accident plan

i.   Utility company notification (Power and Gas)

j.   Law enforcement dispatching procedures/requirements

k.   Hazmat/spill response notification procedures

l.   Search and rescue

14. Local Agreements should be maintained on file and reviewed annually with the respective cooperators.

15. Communications

a.   Procedures for assigning/managing local radio frequencies.

b.   A map of repeater sites/frequencies.

c.   Instructions for using local dispatch radio consoles, phones, computers, fax machines, paging systems, etc.

16. Weather

a.   Procedures for processing of weather observations via Weather Information Management System (WIMS).

b.   Daily posting and briefing procedures; broadcasts of fire weather forecasts to local fire suppression personnel.

c.   Procedures for processing spot weather forecast requests and disseminating spot forecasts to the field.

d.   Procedures for immediate notification to fire suppression personnel of Fire Weather Watches and Red Flag Warnings.

17. Fire Danger

The fire danger portion of the AOP documents establishment and management of local unit fire weather system and incorporates fire danger modeling into local unit fire management decisions. The AOP should identify:

a. Responsible parties (e.g. station maintenance, data entry/ recording significant fire danger indices daily, updating and posting monthly seasonal trends of those values vs. average)

b. Fire danger rating areas (e.g. location, development criteria)

c. NFDRS thresholds and breakpoints (e.g. staffing levels, adjective ratings, preparedness levels, and indexes used for each)

d. Operational procedures

e. Fire Danger Pocket Cards

18. Briefings

Identify time frames and frequencies/locations for daily briefings must be clearly specified in the local dispatch Standard Operating Procedures (SOP). A method should also be identified for documenting briefings (time given, content of briefing, and person(s) conducting and receiving briefing).

19. Preparedness Levels

Identify general information relating to the local preparedness plan; procedures for identifying level; notification to management; dispatching roles and responsibilities at each preparedness level, etc.

a. Trigger points that will create a change in the preparedness level should be identified.

Examples of common trigger points:

1) Could be related to number/size of wildfires

2) Amount and type of resources available/committed, regional/national fire situation

3) Condition of local fuels,

4)   Observed wildfire behavior

5)   Human-caused risk or predicted lightning activity level

b.   Specific actions should also be tied to each preparedness level, such as:

1)   Prepositioning of suppression resources (crews, engines, helitack, etc.)

2)   The activation of local MAC Groups

3)   Making contacts with other agencies

4)   Hiring Call-When-Needed (CWN) aircraft, emergency rental equipment or emergency firefighting (EFF) crews.

20. Aviation

a.   Ordering/scheduling requirements and procedures.

b.   Special use airspace.

c.   Special use mission requirements.

d.   Incident/accident reporting and documentation procedures.

e.   Flight management/tracking procedures.

21. Dispatch Center Staffing Plan

a.   Call-out procedures for additional personnel in emergency situations.

b.   Designation of duty officer for dispatch center.

c.   Shift limitations and day off/Rest and Relaxation (R&R) policy.

d.   EFF hiring, etc.

22. Expanded Dispatch Plan

a.   Indicators for considering establishment of expanded dispatch.

b.   Recommended organization and points of contact.

    c.   Overhead positions to order.

    d.   Location/facilities.

    e.   Equipment/supplies.

    f.   Support needs.

    g.   Procurement or buying unit team considerations.

    h.   Service and supply plan, etc.

23. Administrative

    a.   Funding

    b.   Travel

    c.   Time sheets

    d.   Fire reports, etc.

24. Accident/Incident

    a.   Criteria/definitions

    b.   Agency/Tribal notification and documentation requirements.

    c.   Procedures for mobilization of critical incident stress debriefing teams, etc.

25. Medical Plan

    a.   Activation/evacuation information

    b.   Medical facility locations and phone numbers

    c.   Air and ground transport (Medivac) capability

    d.   Burn center information, etc.

26. Media Plan

    a.   General procedures

    b.   Notification requirements to Agency/Tribal external affairs personnel

    c.   Routing for media calls

F. Responding to Wildfires

The information in this section is documented in several guides such as the NWCG *Incident Response Pocket Guide* (NFES #1077), NWCG *Fireline Handbook* (NFES #0065) and *NWCG Guidance for Implementation of Federal Wildland Fire Policy, February 13, 2009*, which can be found at www.nifc.gov/policies/guidance/GIFWFMP.pdf

Wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape. Objectives are affected by changes in fuels, weather, topography; varying social understanding and tolerance; and involvement of other governmental jurisdictions having different missions and objectives

Fires may be managed using different strategies, which should be outlined in L/RMPs. These strategies can be used on any portion or all of a fire at any given time and different sections of the same fire may employ during the life cycle of a fire.

- Full Suppression

- Point Protection

- Monitoring (Contain/Confine)

1. Definitions

    a.   Delegation of Authority

        A statement provided to the incident commander by the agency executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed. Many agencies require written delegation of authority to be given to incident commanders prior to their assuming command on larger incidents.

1) For Type 5, 4 or 3 fires a Superintendent should issue to their local IC's at the start of fire season.

2) For Type 2 or 1 fires, it should be issued to the IC after the WFDSS Decision Document has been approved and published.

b. Initial Action

The actions taken by the first resources to arrive at a wildfire or wildland fire use incident. Initial actions may be size up, patrolling, monitoring, holding action or aggressive initial attack.

c. Initial Attack (IA)

A planned response to a wildfire given the wildfire's potential fire behavior. The objective of initial attack is to stop the fire and put it out in a manner consistent with firefighter/public safety and values to be protected.

1) IA typically occurs within one burning period.

2) On human-caused wildfires Initial action will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety.

3) Urban interface fires will take aggressive initial attack

2. Initial Attack Operations

a. Resources taking action as IA on a wildfire must have a qualified IA Incident Commander (IC) as identified in *NWCG Wildland Fire Qualifications Guide* (PMS 310-1). The response may consist of one or more resources.

b. Upon arriving at the incident, the IC is responsible for the following actions.

1) Documenting Fire Size-Up Information (*IRPG, Fireline Handbook*)

a) Fire Name

b) Location

c) Terrain (slope, aspect, elevation)

    d)   Position of fire on the slope

    e)   Size of fire

    f)   Fuel type

    g)   Anticipated control problems

    h)   Hazards/concerns

    i)   Fire behavior/spread potential

    j)   Values threatened

    k)   Weather conditions

    l)   Wind speed and direction

    m)   Resources on the fire

    n)   Resources needed, if any

    o)   Cause (known, suspected, under investigation)

2)   Incident Supervision and Management

    a)   Safety of firefighters and the public are the highest priority.

    b)   Ensuring that all firefighting actions are in full compliance with the Ten Standard Fire Orders and mitigation of the applicable Watch Out Situations has been accomplished.

    c)   Ensuring that arriving ground forces on Type: 3-5 wildfire incidents have positive and documented contact with appropriate incident management personnel and receive a briefing.

    d)   Manage fatigue of personnel and ensure compliance with work/rest and length of assignment guidelines.

    e)   Assign personnel to fireline positions for which they are qualified, as certified by their employing agency.

    f)   Monitor effectiveness of planned strategy and tactics. Immediately delay, modify, or abandon firefighting action of any part of a wildfire where strategies and tactics cannot be safely implemented.

3) Fire cause determination

    a) Note who reported the wildfire.

    b) Note people and vehicles in the vicinity of the wildfire.

    c) Weather conditions.

    d) Locate the wildfire origin and protect it from disturbance.

    e) Search wildfire origin for wildfire cause.

    f) Protect evidence.

    g) Photograph origin.

    h) Provide notes, information and physical evidence to the responsible law enforcement representative, or make the notes part of the official fire record.

4) Operational Briefings

    a) Wildland fire personnel are not always familiar with local fuel and weather conditions, terrain, potential hazards, etc. Fire personnel not provided with information regarding the incident may be less effective, and safety may be compromised. Therefore, it is policy to brief all fire personnel who arrive at an incident, at the earliest possible time.

    b) An Operational Briefing Checklist is shown in Appendix 12-1. This checklist contains the elements of a fireline briefing, as identified in the IRPG, to brief all incoming crews and personnel.

5) Spot Weather Forecasts

Spot Weather Forecast shall be requested for wildfires that have potential for extreme wildfire behavior or exceeding IA, or are located in areas where Red Flag Warnings have been issued. The "Spot Weather Form" in Appendix 12-2 represents a standard format for developing this information. For specific geographical information review the National Weather Service AOPs for that geographic area. Spot weather forecasts can also be requested electronically via the Internet at such web sites as the National Fire Weather Page, www.wrh.noaa.gov/firewx/

The basic elements of a spot weather forecast are:

a)   Name fire or other project

b)   Control agency

c)   Request time and date

d)   Location by Latitude and Longitude

e)   Drainage name

f)   Aspect

g)   Fire Size

h)   Elevation

i)   Fuel type

j)   Fire character (ground, crown)

k)   Current weather conditions

- Location

- Elevation

- Observation time

- Wind direction

- Wind velocity (eye level or 20 feet)

- Dry bulb

- Wet bulb

- Remarks

6)   Strategy and Tactics

Determining the IA strategies and tactics must be based on the main incident and management objective – providing for firefighter and public safety. There are other factors, including wildfire behavior (rate of spread, fuel type(s), flame length, etc.), which along with values at risk and wildland fire suppression resources available, often dictate which strategies and tactics should be used.

G. Extended Attack Operations

1. Definition

Extended Attack (EA): Suppression activity for a wildfire that has not been contained or controlled by IA or contingency resources, and for which more firefighting resources are arriving, en route, or being ordered by the IA IC in order to meet the Fire Management Plan or Land/Resource Management Plans strategies and objectives for wildland fires in a given area.   The typical duration for EA is 1 to 5 days.

2. Organization

a.   When complexity levels exceed initial attack capabilities, the appropriate ICS positions should be added to the command staff, commensurate with the complexity of the incident. If specific Incident Command System (ICS) organizational issues are not addressed at an early stage of Extended Attack, actions can overwhelm an IA IC.

b.   The Organizational Needs Analysis will replace the Wildfire Complexity Analysis (WCA). The Organizational Needs Analysis is part of the Wildland Fire Decision Support system (WFDSS) Decision Document and will need to be developed to assist the manager in determining the appropriate management structure to provide for safe and efficient fire suppression operations. The Decision Document includes a Risk Analysis that must be completed before the Decision Document can be available for a 'Reviewer" or 'Approver'

c.   Consider using a unified command structure in all multi-jurisdiction incidents.

3. Wildfire Complexity Analysis (WCA)

A wildfire complexity Analysis is no longer in use. NWCG approved the "Organizational Needs Analysis" as a replacement for a WCA.

4. Organizational Needs Analysis

An Organizational Needs Assessment has been prepared to replace the Incident complexity analysis. NWCG determined has adopted this new process as a replacement for the Type 1-3 Incident Complexity Analyses.   The Organizational Needs Assessment assists personnel with evaluating the situation, objectives, risks, and management considerations for a complex incident and helps determine the appropriate organization necessary to manage the incident.   The Organizational Needs Assessment will be incorporated into the Wildland Fire Decision Support System and is accessible at http://www.wfmrda.org/policy.php

The Organizational Needs Analysis is made of four parts; Relative Risk Assessment, Implementation Difficulty, Decision concerns and Guidance. Each part is composed of made of inputs variables. The input variables are combined and plotted in a chart. The value for each part is combined in the fourth part to give a ranking of the relative risk.

a.   Relative Risk Assessment

1)   Value Assessment are those ecologic (vegetation, wildlife species and their habitat, air and water quality, soil productivity and other ecologic functions) , social (life, cultural and historical resources), and economic (property and infrastructure, natural and cultural resources, recreation and tourism opportunities) effects that could be lost or damaged because of a fire.

• Natural/Cultural Resource/Infrastructure include habitat or populations of threatened, endangered, or sensitive species, water quality, erosion concerns and invasive species. Infrastructure includes potential impacts to property, business, and costs to repair or replace sediment catchments, wildlife guzzlers, corrals, roads, culverts, power lines, domestic water supply intakes, and similar items.

• Social/Political Concerns – The risk of the fire, or effects of the fire, impacting the social or economic concerns of an individual, business, community or other stakeholder involved with or affected by the fire. Social concerns may include degree of support for the wildland fire program or

resulting fire effects, potential consequences to other fire management jurisdictions, impacts to tribal subsistence or gathering of natural resources, air quality regulatory requirements and public tolerance of smoke.

- Location of Fires to value - Distant, moderate or adjacent to values at risk.

2) Hazard Assessment is the hazard in wildland fire, made up of conditions under which it occurs and exists, its ability to spread and circulate, the intensity and severity it may present and its spatial extent. Hazard Assessment is made up of:

- Current fire behavior – The current fire behavior or that most recently observed.

- Departure from historic conditions – a measure of ecological functions at risk based on changes in vegetation.

- Potential fire size – The potential fire size by the end of the season in comparison to historical fire occurrence.

3) Probability Assessment refers to the likelihood of a fire becoming an active event having potential to adversely affect values.

- Current time of Season – The current time in relation to the historical fire season.

- Seasonal Severity – a measure of the potential burning conditions as expressed by factors such as energy release component (ERC), drought status, live fuel moistures, dead fuels moistures, soil moisture, steam discharge and similar types of measures.

- Barriers to Fire Spread – A measure of the natural defensibility of the fire location and an indication of degree of potential mitigation actions needed.

4) Relative Risk – Plot relative risk by connecting the left and right variables with a line. At the top of the chart, select the appropriate value; follow the line beneath this value down to its intersection with the line connecting the left and right variables. Read the implementation difficulty from the background area. Take the implementation difficulty rating as inputs to Part 4.

    b.   Implementation Difficulty

        1)   Potential Fire duration – The estimated length of time that the fire may continue to burn in comparison to historical fire durations and amount of fire season available for a given area. This will vary by geographic area and time of season.

        2)   Functional Concerns – Indicates any special incident management functional concerns associated with the specific situation surrounding the fire.

        3)   Course of Action – The selected course of action as reflected by its level of on the ground management activity, principal type of response, potential firefighter exposure, and periodic assessment frequency.   Management responses may range from monitoring to direct perimeter control or combinations.

    c.   Decision Concerns

        1)   Objective concerns – relates to how difficult the objectives are in terms of clarity, ability to accomplish, agreement among cooperators, what management requirements are involved, and if the objectives involve a single focus or present a multiple focus that may be subject to shifting emphasis over time. Concerns over objectives may affect the Agency Administrator's ability to formulate a management decision and may affect how difficult that decision will be to implement.

        2)   Ownership concerns – involves how much difficulty is added to the decision process due to ownership, management direction, cooperative efforts and decision making, and if disagreements over policy, responsibility, and management response increase the difficulty.

        3)   External Influences – this concern area provides for other Agency Administrator concerns that must be factored into the decision making process from external influences, including; cooperators, publics, media, political sources, air quality, and the level of attention that the specific fire situation may rise to (i.e., local, regional, national). External influences must be considered as they may represent highly dominant concerns and drive decisions regardless of other decision support information.

    d.   Organizational Needs Assessment

        1)   Input the respective values from previous charts to this chart.

        2)   Connect the implementation difficulty value and the decision concerns values with a line.

        3)   At the top of the chart, select the appropriate value for the relative risk rating, than follow the line beneath this value down to its intersection with the line connecting the left and right variables. Read the organizational needs assessment **recommendation** from the background area where the intersection occurs.

H. Wildland Fire Situation Analysis (WFSA)

WFSA was replaced as of October 1, 2009, and WFDSS will be use by all BIA Fire Programs.

I. Wildland Fire Decision Support System (WFDSS)

Wildland Fire Decision Support System (WFDSS) is a decision making process which an Agency Administrator or representative describes the situation, evaluates the expected effects, establishes objectives and constraints for the management of the incident, selects an appropriate alternative, and documents that decision.

WFDSS is structured to provide access to a suite of decision support analysis tools, document fire management decisions, and provide a long term operational plan as needed. WFDSS is endorsed by the Wildland Fire Leadership Council and NWCG.

1. WFDSS is designed to:

    a.   Support the Federal Wildland Fire Policy implementation guidance update (2009) and

    b.   Replace the Wildland Fire Situation Analysis, the Wildland Fire Implementation Plan, and the Long-Term Implementation Plan (used on a limited basis in Indian Country).

2. WFDSS Standard or Custom Reports

WFDSS is constructed as a web-based system but can also generate a variety of standard or custom reports. The Decision Analysis Report (DAR) represents the compilation of all WFDSS subsection information into a single report that becomes the formal decision documentation for the incident.

Effective April 1, 2009, agency administrators have authorization to use the WFDSS decision analysis process and the Decision Analysis Report, for unplanned wildland fires in lieu of the three current decision analysis processes. As of October 1, 2009 all agency and tribes shall enter all unplanned wild fires into the WFDSS system.

a. All users, Tribal and Agency, need to complete annual security training and establish a profile through their BIA GA Regional Editor. Contact BIA NIFC Fire Planning Section for process and list of names.

b. Line Officers must have a profile of 'Viewer', as a minimum.

c. Data Managers should input Management Requirements and Strategic Objectives from Fire Management Plans well before fire season in the DATA MANAGEMENT Tab.

d. Incident Requirements and Objectives would be entered when fire moves into extended attack, large fire, and/or when the wildfire requires a change in how the fire is to be managed.

3. Clarification of Expectations

The following is clarification of what is expected under WFDSS, which is a similar logic process used in WFSA.

a. All fires exceeding initial response will have an approved decision documented within the WFDSS system.

1) Every wildfire will be entered into the WFDSS → Intelligence Tab → Create Incident; including "natural outs" that are discovered, or fires that were reported to the responsible BIA Agency/Tribal unit after being extinguished by another agency.

2) Those fires burning on to Trust lands from another federal fire management agency (Forest Service, Bureau of Land Management, National Parks Service, or US Fish & Wildlife Service) should be entered by the originating agency, not BIA Agency/Tribal.

3) Wildfires burning on to Trust lands from state and local lands will be entered into WFDSS by the receiving BIA Agency/Tribal unit, if they have not been entered by another federal agency or State, with the true Point of Origin and Discovery Date being entered. When these incidents are created in WFDSS, the Responsible Unit Name at Point of Origin will not be the BIA Agency/Tribe. However, the BIA Agency/Tribe will be selected as at least one of the Responsible Agency(s) in addition to other.

4) Each wildfire must be entered individually, not as complexes, into the WFDSS. Once a complex has been established, the predominate fire may be used with the name of the complex to create a consolidated WFDSS Decision Document that addresses all the fires in the complex and the strategies and objectives for managing those fires as a complex, as long as all LRMP and FMUs are addressed and included in the Decision Document. This is independent of the operational or financial management of a group of fires as a complex, and regardless of them having a common course of action.

5) Applicable fire-related resource management objectives and management requirements from the BIA Agency/Tribal Management Policies, as well as from a General Management Plan, Land or Resource Management/Stewardship Plan, and Fire Management Plan (FMP), will be migrated into the WFDSS via the DATA Management Tab. This information will reflect the management objectives for wildland fire as stated in FMP and supporting NEPA documents.

6) Every wildland fire decision will consider the development of protection objectives which also provide for safety of firefighters and the public and minimize the loss of, and damage to, property, cultural and natural resources.

7) WFSAs, WFIPs, and LTIPs are no longer acceptable fire documentation options.

8) WFDSS does not replace ICS-209 and Situation Reporting Systems. Agency/Tribes will continue to follow National, Geographic Area Coordination Center (GACC), and/or guidance for WFMI fire reporting within these systems.

    b.   WFDSS Decision Approval and Publication

        1)   Decisions in WFDSS are approved and published by the appropriate line officer as defined in the table below. Incident privileges must be assigned within WFDSS by incident author(s) to designate the approver. During the approval process, prior to publishing a decision, the timeframe for periodic assessment can be set (1-14 days).

        2)   Fires that are expected to exceed 2 million dollars will require the Regional Director, or acting, to be the 'Approver' in the WFDSS Decision Document.

        3)   Fires expected to exceed 5 million dollars will require the National Director, or acting, to be the 'Approver' These dollar amount apply to all fires that start on Trust lands, or the portion of a fire that burns on Trust lands under a cost share agreement.

Cost Estimate	BIA
0 - $2M	Superintendent
$2M - $5M	Regional Director
Greater than $5M	National Director

        4)   Once the financial scale of the fire determined, the Superintendent, or the Regional Director, should become a "Reviewer" of a Decision Document being 'Approved at the next higher level.

        5)   Only an electronic signature from an "Approver" is a valid action for the Decision Document. Therefore, there is no longer a need for the certification process which was used in WFSA.

        6)   It is imperative that a decision be reviewed carefully! Once approved and published, a decision becomes a system of record and all WFDSS users can view the information. Additionally, the action CANNOT be undone. If there is an error in the information, or new information is added for documentation or update (i.e. fire behavior, Management Action Points) a new decision must be made to permanently update the record.

    c.   Periodic Assessment

    The Periodic Assessment must be completed by the designated approver at the time frame set during the publication process.

1) Timeframes can be set 1-14 days depending upon the complexity and status of the incident and the Line Officer can request a reminder email for the morning when the next assessment is due.

2) It is beneficial to document clear, concise information about the incident when completing the periodic assessment as this information will be part of the decision record.

- It is a way for someone to gather situational awareness of the incident and should be useful information not only during the incident but for years to come when looking back at the incident.

- It is especially pertinent because it will outline your thought process and reasons for either continuing a current decision or requiring a new decision.

For additional information refer to http://wfdss.usgs.gov, or call the WFDSS HELPDESK (800) 253-5559 for general questions, Decision Document assistance, and password issues.

After hours support can be reached by pressing #2 in the automated menu to reach a duty officer, who will contact a WFDSS technician for more detailed issues.

The National Fire Decision Support Center (NFDSC) is for FSPRO Long Term Fire Probability and RAVAR support.

J. Large Fire Operations Definitions

1. Large Fire

Fires which are greater than the local unit's capabilities to manage under a Type 3 IMT. For statistical purposes, a fire burning more than a specified area of land e.g., 300 acres. The typical duration for large fires is 5 days to 2 months.

2. Long Term/Duration Fire

Fires which will be managed under a Type 3 IMT on a local unit with a Monitoring or Point Source Protection strategy that is expected to last more than 3 to 7 days before declared out. The typical duration for Long Term Fires is up to 3 months.

3. FLAME ACT 2009

Fires which are 300 acres or larger, and require a Type 1 or 2 IMT to manage the fire, are required under the FLAME Act to have a WFDSS Decision Document to support cost being transferred from FLAME funds to the Suppression Operations account.

Required information:

a.   Jurisdictional Agency Name

b.   Fire name and Fire number

c.   Incident State Location

d.   WFDSS Date

e.   Estimated Incident Cost

f.   Electronic copy of Complexity Analysis

g.   WFDSS 'Course of Action' from Decision Tab

K. Wildland Urban Interface Firefighting

1. Introduction

A Wildland Urban Interface (WUI) exists where community defined values, structures, watersheds, roads and highways, power and gas lines, or other community resources intermingle with wildland fuels, and may be threatened by wildfires. Wildfires in these areas are often multi-jurisdictional and multi-agency. This complexity combined with the wildfire, public safety, increased media attention, political pressures, and other factors, may combine to overwhelm a normal size-up and decision-making process. The potential exists in areas of WUI for extremely dangerous and complex fire burning conditions

2. Policy

The operational role of the BIA in the WUI is wildland firefighting, hazardous fuels reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of Tribal, state, or local governments. BIA managers and supervisors will not knowingly place BIA wildland firefighters in positions where exposure to noxious gases or chemicals would require the use of self-contained breathing apparatus. Cooperative agreements will not commit Agency personnel to suppression or other all-risk response activities outside of the guidance provided below. The authorized funding under the suppression (92310) operations sub-activity is for wildfire suppression activities only.

a.   Structure Fires, Vehicle Fires, and Dump (Landfill) Fires

Structure, vehicle, and dump fire suppression is not a functional responsibility of BIA wildland fire resources. These fires have the potential to emit high levels of toxic gases, for which BIA wildland firefighters are neither trained nor equipped. BIA firefighters will not take direct suppression action on structure, vehicle, or dump fires. BIA firefighters will not be dispatched to structure, vehicle, or dump fires unless there is an immediate and significant threat to lands and resources that are under BIA protection. This policy will be reflected in suppression response plans.

Should BIA firefighters encounter structure, vehicle, or dump fires, firefighting efforts will be limited to areas where the fire has spread onto BIA protected lands, and only when such actions can be accomplished safely and with no exposure to smoke emitted from the fire. Structure protection will be limited to exterior efforts, and only when such actions can be accomplished safely and in accordance with established wildland fire operations standards.

BIA fire managers should avoid giving the appearance that their wildland fire firefighter's resources are trained and equipped to perform structure and vehicle fire suppression.

b.   Emergency Medical Response

Medical emergency response is not a functional responsibility of BIA wildfire suppression resources. BIA wildland fire firefighters are not trained and equipped to perform emergency medical response duties, and should not be part of a preplanned response that requires these duties. Local fire and emergency medical services have the functional responsibility for these types of responses. When BIA firefighters encounter emergency medical response situations, their efforts should be limited to immediate care (first aid, first responder actions) that they have been trained to provide as part of their normal fire suppression duties. BIA fire managers should avoid giving the appearance that their wildland fire firefighters are trained and equipped to perform emergency medical response.

c.   Hazardous Materials

BIA wildland fire firefighters have the potential to be exposed to hazardous materials releases while performing their jobs. Hazardous materials or waste may be found on public lands in a variety of forms, e.g., clandestine drug lab waste, mining waste, illegal dumping, and transportation accidents.

BIA employees that discover any unauthorized waste dump or spill site that contains indicators of potential hazardous substances should take the following precautions:

- Treat each site as if it contains harmful materials;

- Do not handle, move, or open any container, breathe vapors, or make contact with the material;

- Move a safe distance upwind from the site; and

- Contact appropriate personnel. Generally, this is the Hazardous Materials Coordinator for the BIA area.

L. Fuels Management and Hazardous Fuels Program Planning and Implementation

The exclusion of Chapter 16 Hazardous Fuels Management and Chapter 17 Hazardous Fuels Program Planning and Implementation guide is indefinite. The national and interagency policy guides for the hazardous fuels programs are contained in the following guides and handbooks:

- *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide 2006*

- *BIA Fuels Management Handbook, January 2006*

- *BIA Fuels Program Business Management Handbook, February 2006*

Exclusive use of these handbooks and guides enhances intra and interagency program continuity, avoids duplication, reduces the chances to misinterpret policy and provides one stop shopping for the fuels programs policy in a fire management and political environment where changes occur frequently. Please call the Assistant Director, Resource Benefit and Fuels, Deputy Resource Benefit and Fuels, or National Fire Ecologist for more information.

1. Prescribed Fire or Wildfire for Resource Benefit Objectives Approvals at Planning Levels 4 and 5

Each Agency/Tribe must complete the Department of the Interior, BIA Preparedness Level 5 Prescribed Fire Form (see BIA *Fuels Management Handbook* and/or BIA *Fuels Program Business Management Handbook*) to request permission to implement a prescribed fire during National Preparedness Level 4 and 5.

This information is reference in the 2009 National Interagency Mobilization Guide, Chapter 20, pages 78 and 79.

a.   Preparedness Level 4

Prescribed fire (Rx) applications can be initiated or continued if the proposed action is approved by an agency at the Regional or State Office level. The approval must be based on an assessment of risk, impacts of the proposed actions on Area resources and activities, and include feedback from the Geographic Multi-Area Coordinating Group (GMAC). The GMAC provides information or perspectives to agencies wishing to proceed with or implement a prescribed fire application. The final decision to implement resides with the implementing agency.

b.   Preparedness Level 5

Rx applications can be initiated or continued if the proposed action is approved by an agency at the Regional or State Office level and local resources are available to carry out the application without additional outside resource needs. This approval must be based on an assessment of risk, impacts of the proposed actions on Area resources and activities, and include feedback from the GMAC. The GMAC provides information or perspectives to agencies wishing to proceed with or implement a Rx application. For Rx applications to be initiated or continued that requires additional support of resources from outside the local unit or require resource ordering of an IMT or WFMT, a National MAC representative must assess risk and impacts of the proposed action and present to NMAC for review prior to proceeding. The final
decision to implement resides with the implementing agency.

<u>For Rx applications to be initiated or continued</u> that require additional support of resources from outside the local unit or require resource ordering of an Incident Management Team (IMT) , a National MAC representative must assess risk and impacts of the proposed action and present to NMAC for review prior to proceeding. The final decision to implement resides with the implementing agency.

Approval by NMAC requires requests to be submitted no later than 0700 hours MST, on the day of the proposed ignition (preferably sooner). Ideally, a project request would be placed at 0700 Monday for projects that can be ignited and placed in patrol status by the following Monday, at which time new requests are submitted. The Regional Fuels Specialist should precede the written request with a courtesy call, providing as much lead time as possible.

Keep project requests brief. The concurrence form contains the essential information necessary for the NMAC to approve your request. They do not have time to review several pages of attached information.

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APPENDIX 12-1
Operational Briefing Checklist

1. Incident Status	Location		
Size	Jurisdiction		
Hazards			
2. Incident Site	Forest/Grassland/etc.		
General Health			
Terrain			
3. Fuel Conditions	Live Fuels		
1-hour	10-hour	1000-hour	
Important Indices			
4. Weather Conditions:	Current: air temp wind speed direction RH		Forecasted: air temp wind speed direction RH	
5. Command/Control	Incident Commander		
Resources on Incident			
Resources Ordered			
Communications			
Reporting Procedures			
Key Radio Frequencies COMMAND:	TACTICAL:	AIR TO GROUND:	
6. Fire Behavior	Current	Forecasted	
7. Aviation	Aircraft		
Hazards			
Restrictions			
8. Other			

Operational Briefing Checklist Guidelines

1. **Incident Status** - Provide the location (Township, Range, Section, lat./long.), estimated size, jurisdiction, and known hazards such as power lines, hazmat sites, poor driving conditions, etc.

2. **Incident Site** - Provide basic information about the site, including biome (forest, woodland, shrub steppe, etc.) Include general state of health, such as over mature, 70 percent insect infested, large areas of blow-down, flashy fuels, etc. Also, provide general sense of terrain, such as large relief with 60 percent slopes.

3. **Fuel Conditions** - Provide best estimates of live, 1-, 10- and 1,000-hour time-lag fuel moisture contents, and important NFDRS indices as they relate to fire behavior and appropriate suppression actions.

4. **Weather conditions** - Provide current observations (including wind speed and direction, air temperature, and relative humidity) and predicted or Spot Weather Forecasts. **Emphasize Fire Weather Watches and Red Flag Warnings**. (The IC should work in conjunction with dispatch to obtain and relay site weather conditions.)

5. **Command and Control** - Provide the name and radio frequency of the incident commander (or appropriate general staff) for contact on arrival. Also describe the appropriate method of reporting (checking in), the general communications procedure, and key radio frequencies.

6. **Fire behavior** - Provide best estimates of rate of forward spread, direction of spread, and approximate flame lengths. Include important facts on recent fire behavior.

7. **Aviation** - Provide important information relating to number and types of aircraft operating in the area, including agreements, restrictions, or airspace closures.

8. **Other** - Add additional information that would improve efficiency without compromising safety.

Note: some items on the briefing checklist may not be applicable. For example, a discussion on 1,000-hour time-lag fuels may not be necessary if such fuels do not exist on or adjacent to the incident site.

APPENDIX 12-2
Spot Weather Forecast Request

Prior notification and burn plan information (prescription and map) provided to fire weather forecaster. ☐ **Yes** (fill in 1-4 and skip to 12) ☐ **No** (complete entire form and contact fire weather forecaster)					

1. Time of Request	2. Date	3. Name of Fire or Project		4. Control Agency

5. Type of Project	6. Location (Sec - Twp - Range or LAT/LON)	8. Exposure (NE, W, SW, etc.)	9. Size (acres)

	7. Drainage Name	10. Elevation	
		Top	Bottom

11. Fuel Type: ☐ Grass ☐Brush ☐Timber ☐Slash ☐Other_____

Cover Type: ☐ Grass ☐Brush ☐Timber

☐ Weather observations from project and/or remote automated weather station(s): (enter name/ID)

Place	Elevation	Ob Time	20 ft Wind		Eye Level		TEMP		‡ Moisture		Remarks *(Indicate rain, thunderstorm, etc.)*
			Dir	Speed	Dir	Speed	Dry	Wet	RH	Dp	

13. Send Forecast to: _____ ,
Attn _____ ,
Via _____
Forecast needed by day/hour _____

14. Planned Ignition Time (day/hour) _____

16. Requested Forecast Period	16. Forecast Elements (general outlook only provided after 48 hours):
☐ 0-12 hours	☐ Weather Discussion ☐ Sky/Weather
☐ 0-24 hours	☐ Temperature ☐ Relative Humidity
☐ 0-48 hours	☐ 20 foot Wind *(include wind shifts)* ☐ Ridge Wind
☐ 3-5 day outlook	☐ Eye level Wind *(include wind shifts)* ☐ General Transport Wind
☐ 6-10 day outlook	☐ General Mixing Depth (MSL or AGL) ‡ Haines Index or other stability
☐ other period_____	☐ Inversion (depth and duration) parameter
(define start and end period, date/time)	☐ Chance of Wetting Rain/Precipitation ☐ Transport Winds
	Duration ☐ Dewpoint
	Other *(specify)* _____

Anticipate additional forecasts for this burn   ☐ Yes ☐ No
Please provide feedback information about the quality of the forecast.

Spot Weather Forecast Request Form Instructions

1. Time forecast requested

2. Date forecast requested

3. Name of fire or prescribed burn

4. Control (Responsible) Agency

5. Type of project Wildfire, Prescribed Burn, HAZMAT, Spraying, Search and Rescue, etc

6. Location, use section/township/range or latitude and longitude

7. Drainage, nearest stream, or river

8. Exposure, direction unit or project faces

9. Size, in acres

10. Elevation, provide elevations of top and bottom of unit in feet

11. Provide fuel and cover type

12. Site observations are necessary. If a RAWS is being used provide the name or number and where it is located in relation to the burn. If observations are being taken on site enter them in the boxes provided.

13. Who the forecast is to be sent to and how is it to be sent. Be sure to provide phone numbers. When is the forecast needed by.

14. Time of ignition

15. Check the boxes of the periods the forecast is to cover. Exp., if a forecast for the next 48 hours is needed check the 3rd box. If an outlook for 3-5 and 6-10 days is also needed the next 2 boxes should be checked. If only a 12 hour forecast is needed the 0-12 hour's box would be checked. If special time periods are needed, such as specific hourly forecasts, check other period and explain.

16. These are the elements that can be included in the forecast. Check those that are needed.

APPENDIX 12-3
Delegation of Authority: Type 3, 4 & 5 Incidents

Name: _____

For calendar year 2008, I have delegated the following authority and responsibility for the management of Initial and Extended Attack fires to which you may be assigned as Incident Commander. You may receive a supplement to this document for extended attack, Type 3 Incidents.

As Incident Commander, you are accountable to me for the overall management of any incident to which you are assigned. I expect you to adhere to relevant and applicable laws, policies, and professional standards. While suppression of fire is your primary task, providing for firefighter and public safety is your first and highest priority.

As an initial or extended attack Incident Commander I expect the following:

- That you adhere to the "10 Standard Firefighting Orders" as your rules of engagement and that you disengage suppression actions should you find one or more of the rules violated. Re-engage only when you have ensured you are in compliance with the orders.

- That you ensure mitigation of any of the "18 Situations That Shout Watch Out" where they occur.

- That you continually evaluate the effectiveness of the strategy and tactics on your incident. If they are ineffective or unsafe, I expect you to disengage, evaluate, adjust your plan, and reengage to the extent appropriate to your qualifications and experience. Use the Risk Management Process in the Incident Pocket Response Guide to aid you in this process.

- That you maintain command and control of all resources assigned to your incident. Periodically review your span of control to insure complexity is within your comfort level and qualifications.

- That you maintain communications with Fire Com or PICC and relay all pertinent fire information and updates through them as outlined in the Annual Operating Plan.

- That you use the tools given to you by the Agency to guide your efforts in Fire Management (Incident Pocket Response Guide, Size up and IC To-Do list, Pocket card, Fireline Handbook, & Minimum Impact Suppression Tactics guidelines).

- That you ensure all personnel on your incident are qualified for the positions they are performing. I encourage you to use trainees but only when a qualified individual supervises them.

- That you manage fatigue and ensure firefighters comply with BIA work/rest guidelines. Insure all personnel are provided a 2 for 1 work rest ratio. That you ensure drivers whose assignments require a CDL are limited to 10 hours of driving time in a 15 hour duty day with 8 hours off between shifts. Document the actions you take to monitor work rest and insure you are in compliance with guidelines (use the field fire report form). If you feel it is necessary to exceed 16-hour shifts on extended attack fires, coordinate with your zone FMO for justification, mitigation, and line officer approval.

- That you personally inspect and document your fire for safety and health hazards and notify Fire Com or PICC when inspections have been completed.

- That you make positive contact with and provide a briefing to all arriving resources on your incident. Use the briefing format provided in the Incident Pocket Response Guide for this purpose.

- That you be considerate of cooperating agency's policies when assisting in fire suppression on other protected lands.

- That you communicate with your FMO and Fire Com or PICC on any fire issues related to potential hazards and/or threats to the recreating public.

- That you be cost efficient while attempting to minimize resource loss, including damage from fire suppression.

- That you never compromise firefighter safety or public protection in your efforts to follow guidelines for the protection of threatened and endangered species (TES), or protection of archeological resources. Select strategies and tactics that provide for firefighter and public safety first. Protection of TES is a secondary goal.

- That you plan for and make a smooth transition between Incident Commanders and/or Initial and Extended attack organizations should it be necessary. This includes communication to all fireline personnel and Fire Com or PICC of any changes in IC's name and timelines for transition.

- That you hold yourself and those you supervise accountable for the work they do. I expect you to complete performance evaluations for all off forest resources you supervise.

- That you submit to your FMO (within 7 days of the fire being declared out) your fire report with the following forms: Complexity Analysis/Risk Assessment, Briefing Checklist, Unit Log documenting compliance for Safety and Health Hazards, Justification and Approval for any shifts exceeding 16 hrs., Individual Performance Evaluations and Crew Evaluations for any out of area resources, and the fire site inspection record (if applicable, Appendix D Blue Book) from the Agency Administrator.

The Superintendent's representative for Fire Management is the FMO. FMO, or acting, is responsible for coordinating with the Superintendent to set priorities and coordinate suppression actions.

_____   _____
Superintendent   Date
BIA – **XXXXXXX** Agency

_____   _____
Incident Commander   Date

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Chapter – 13
Training and Qualifications

A. Introduction

National Wildfire Coordinating Group (NWCG) sanctioned firefighters are trained and qualified according to the NWCG and other standards, as outlined below.

B. Policy

Firefighters must meet standards identified in the NWCG publication PMS *310-1 National Interagency Incident Management System Wildland Fire Qualifications System Guide*. The 310-1 may be found at http://www.nwcg.gov/pms/docs/docs.htm

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide*. The *Interagency Fire Program Management Qualification Standards and Guide* may be found at http://www.ifpm.nifc.gov

Agency standards for training and qualifications may exceed the minimum standards established by National Wildfire Coordinating Group (NWCG). Such additional standards will be approved by the Fire Directors, and implemented through the Incident Qualifications and Certification System (IQCS). Standards which may exceed the minimum standards established by NWCG are identified in Section I, BIA-Specific Position Standards.

Responsibilities

The following are responsibilities of key fire management leadership pursuant to *Indian Affairs Manual, Part 90, Chapter 1*:

1. Director, Branch of Fire Management

The Director is responsible for developing policies and standards for firefighter training and establishes WFM position competencies, standards and minimum qualifications for FMOs, wildland fire specialists and leaders based on federal interagency standards recommended by the NFAEB.

The Bureau will adhere to the minimum qualification standards required for the key fire management positions as defined in the *Interagency Fire Program Management Qualifications Standards and Guide*.

2. Regional Directors

Regional Directors are responsible for ensuring that qualified personnel take immediate charge of wildfire suppression activities.

3. Agency Superintendents and Line Officers of Tribal Fire Programs

Agency Superintendents and Line Officers of Tribal fire programs are considered Certifying Officials pursuant to the definition in the NWCG *Wildland Fire Qualification System Guide* (PMS 310-1). As such, they are responsible for ensuring that agency fire management personnel develop and maintain fire management job qualifications and meet physical fitness standards in accordance with policy and assign personnel to fire suppression, prescribed fire, wildland fire use activities according to qualifications and demonstrated ability.

They are responsible for entering and maintaining employee fire qualifications in the Incident Qualification Certification System (IQCS).

Agency Superintendents and Line Officers of Tribal Fire Programs who choose to Delegate the Authority (DOA) of the Certifying Official role must do so in writing, utilizing the DOA form which can be found on the IQCS web site at: http://iqcs.nwcg.gov/

C. Incident Qualifications and Certification System (IQCS)

The Incident Qualifications and Certification System (IQCS) is the fire qualifications and certification record keeping system. The Responder Master Record report provided by the IQCS meets the agency requirement for maintaining fire qualification records. The system is designed to provide managers at the local, regional, and national levels with detailed qualification, experience, and training information needed to certify employees in wildland fire positions. The IQCS is a tool to assist managers in certification decisions. However, it does not replace the manager's responsibility to validate that employees meet all requirements for position performance based on their agency standards.

A hard copy file folder will be kept for each employee. The contents will include, but are not limited to: training records for all agency required courses, evaluations from assignments, position task book verification, yearly updated IQCS forms, and the Responder Master Record (RPTC028) from IQCS. All records will be stored and/or destroyed in accordance with agency policies.

1. Certification of Non-Agency Personnel

Non-agency firefighters will be certified by state or local fire departments, or private training providers approved by a Memorandum of Understanding (MOU) through their local GACC. Agencies will not assist in the administration, or sponsor the Work Capacity Test (WCT), as the certifying agency.

2. Incident Qualification Card

The agency administrator (or delegate) is responsible for annual certification of all agency and Administratively Determined (AD) personnel serving on wildfire, prescribed fire, and all hazard incidents. This responsibility includes monitoring medical status, fitness, training, performance, and ensuring the responder meets all position performance requirements.

Training, medical screening, and successful completion of the appropriate WCT must be properly accomplished. All Incident Qualification Cards issued to agency employees, with the exception of Emergency Firefighter (EFF-paid or temporary employees at the FFT2 level), will be printed using the IQCS. Incident Qualification Cards issued to EFF or temporary employees at the FFT2 level may be printed at the local level without use of the IQCS.

Each agency will designate employees at the national, regional/state, and local levels as Fire Qualifications Administrators, who ensure all incident experience, incident training, and position Task Books for employees within the agency are accurately recorded in the IQCS. All records must be updated annually or modified as changes occur.

3. Incident Qualification Card Expiration Dates

Incident Qualification Card positions requiring Work Capacity Tests (WCT) are valid through the fitness expiration date listed on the card. Incident Qualification Card positions that do not require WCT for issuance are valid for 12 months from the date the card was signed by a certifying official.

D. Universal Training Requirements

All personnel filling Incident Command System (ICS) positions on the fireline must have completed:

- S-130 Firefighter Training
- S-190 Introduction to Wildland Fire Behavior
- L-180 Human Factors on the Fireline
- I-100 Introduction to ICS

E. Annual Fireline Safety Refresher Training

Annual Fireline Safety Refresher Training is required for all positions as identified in the *Wildland Fire Qualifications System Guide* (NWCG 310-1) Annual Fireline Safety Refresher Training must include the following core topics:

- Avoiding Entrapments - Use training and reference materials to study the risk management process as identified in the Incident Response Pocket Guide as appropriate to the participants, e.g., LCES, Standard Firefighting Orders, Eighteen Watch Out Situations, Wildfire Decision Support System (WFDSS) direction, Fire Management Plan priorities, etc.

- Current Issues - Review and discuss identified "hot topics" as found on the current Wildland Fire Safety Training Annual Refresher (WFSTAR) website. Review forecasts and assessments for the upcoming fire season and discuss implications for firefighter safety.

- Fire Shelter - Review and discuss last resort survival including escape and shelter deployment site selection. Conduct "hands-on" fire shelter inspections. Practice shelter deployments in applicable crew/module configurations.

- Other Hazards and Safety Issues - Choose additional hazard and safety subjects, which may include SAFENET, current safety alerts, site/unit specific safety issues and hazards.

These core topics must be sufficiently covered to ensure that personnel are aware of safety concerns and procedures and can demonstrate proficiency in fire shelter deployment. The minimum refresher training hour requirements for the BIA is 4 hours. Delivery of refresher training to ADs will not exceed 8 hours.

The Annual Fireline Safety Refresher Training course (RT-130) is not a self-study course. Minimum requirements have been established for instructors for Annual Fireline Safety Refresher Training. These requirements will ensure that an appropriate level of expertise and knowledge is available to facilitate refresher training exercises and discussions.

- Lead instructors must be a qualified single resource boss.

- Unit instructors must be qualified firefighter type one (FFT1).

- Adjunct instructors may be utilized to provide limited instruction in specialized knowledge and skills at the discretion of the lead instructor. They must be experienced, proficient and knowledgeable of current issues in their field of expertise.

For additional information please refer to the current *NWCG Field Manager's Course Guide* (PMS 901-1) at: www.nwcg.gov/pms/training/fmcg.pdf

Annual Fireline Safety Refresher Training will have a 12-month currency. Firefighters who receive initial fire training are not required to take Annual Fireline Safety Refresher Training in the same calendar year. A web site, www.nifc.gov/wfstar/index.htm, titled *Wildland Fire Safety Training Annual Refresher (WFSTAR)* is available to assist in this training.

Entrapment avoidance and deployment protocols are identified in the *Incident Response Pocket Guide (IRPG) (PMS No. 461/NFES No.1077)*. The guide contains a specific "Risk Management Process" and "Last Resort Survival Checklist".

F. Position Certification and Currency

Each unit with fire management responsibilities will establish an Incident Qualification Card qualification and certification process. Qualification and certification committees may be established to review and certify evaluated task books and discuss training and qualification related issues. It should be noted that these committees are not a requirement. Individual units still have the authority to certify the task books of their own employees pursuant to 90 IAM and the 310-1.

1. Certifying Officials or certification committees will:

- Ensure that qualifications generated by IQCS for employees are valid by reviewing the training and experience of each employee.

- Determine whether each employee possesses the personal characteristics necessary to perform the wildland and prescribed fire positions in a safe and efficient manner.

2. Loss of Currency

If an employee (including agency-sponsored ADs) loses currency in an incident command system position, IQCS will convert that person back to trainee status. In order to regain full qualification, the employee will need to demonstrate an ability to perform the job by completing a performance assignment.

This ability can be demonstrated in a number of ways. In other words, the Certifying Official has some latitude in the process for recertifying employees whose currency has expired.

One effective way to do this to have the employee perform as a trainee on an assignment. The position task book may be used as a guide. This does not mean the entire task book needs to be completed. The most critical tasks contained in the PTB should be reviewed by the evaluator.

3. Recertification Considerations

The following items should be considered when recertifying non-current employees:

- The complexity of the position in question

- The employee's previous experience in performing the position and other fireline positions.

- Changes in position duties and prerequisites since the duties were last performed

If the employee has not performed in the position (or a higher prerequisite position) in 6 years for aviation and dispatch positions and 10 years for all other positions, then additional position performance assignments and training may also be required.

4. Non-NWCG Agency Personnel Qualifications

Personnel from non-NWCG agencies meeting *NWCG 310-1* prerequisites can participate in and receive certificates for successful completion of agency taught courses. Agency employees can complete the Task Blocks, Evaluation Record and Verification/Certification sections of a cooperating organizations employee Position Task Book. Agency employees will not initiate or complete the Agency Certification sections of Position Task Book for non-agency employees.

Personnel from agencies that do not subscribe to the NWCG qualification standards may be used on agency managed fires. Agency fire managers must ensure these individuals are only assigned to duties commensurate with their competencies, agency qualifications and equipment capabilities.

5. Non-NWCG Agency Personnel Use on Prescribed Fire

The NWCG 310-1 *Wildland Fire System Qualifications Guide* establishes the minimum qualifications for personnel involved in prescribed fires on which resources of more than one agency are utilized - unless local agreements specify otherwise. This guide may be found at: www.nwcg.gov/pms/docs/docs.htm

G. Physical Fitness

Agency administrators are responsible for ensuring the overall physical fitness of firefighters. Employees serving in wildland fire positions that require a fitness rating of arduous as a condition of employment are authorized one hour of duty time each work day for physical fitness conditioning. Employees serving in positions that require a fitness rating of moderate or light may be authorized up to three hours per week.

Fitness conditioning periods may be identified and structured to include aerobic and muscular exercises. Team sports are not authorized for fitness conditioning. The FireFit Program, http://www.nifc.gov/FireFit/index.htm provides excellent guidance concerning training specifically for the pack test, aerobic fitness programs, and muscular fitness training.

More information on fitness and health, health assessments, and fitness for firefighting can be found in the *Fitness and Work Capacity 2009 Edition* PMS 304-2, NFES 1596, http://www.nwcg.gov/pms/pubs/pubs.htm

H. Medical Examinations

Agency administrators and supervisors are responsible for the occupational health and safety of their employees performing wildland fire activities, and may require employees to take a medical examination at any time.

Established medical qualification programs, as stated in 5 CFR 339, provide consistent medical standards in order to safeguard the health of employees whose work may subject them or others to significant health and safety risks due to occupational or environmental exposure or demand.

Information on any medical records is considered confidential and must be kept in the employee's medical file.

1. Department of Interior Wildland Firefighter Medical Standards Program (DOI/MSP)

All permanent, career-seasonal, temporary, Student Career Experience Program (SCEP) employees, and AD/EFF who participate in wildland fire activities requiring a fitness level of arduous must participate in the DOI-MSP at the appropriate level (see Medical Examination Requirements appendix N) and must be medically cleared prior to attempting the WCT. Additional information regarding the DOI-MSP can be obtained at http://www.nifc.gov/medical_standards/

Under the DOI-MSP the Health Screen Questionnaire (HSQ) will only be required for arduous duty AD/EFF hires less than 45 years of age. If the AD/EFF answers "yes" to a HSQ question and is determined to be "agency mission critical" (e.g., single resource boss) an annual exam may be requested through the medical standards program. The HSQ is not required prior to taking the WCT at the arduous level for all other employment categories (e.g. permanent, seasonal/temporary, term).

Employees or applicants who fail to meet the Federal Interagency Wildland Firefighter Medical Qualification Standards as a permanent, seasonal/temporary, or term employee may not perform as an AD/EFF for arduous duty positions.

If a Department of the Interior (BLM, NPS, FWS, BIA) arduous duty Wildland firefighter (WLFF) develops a change in medical status (injury or illness) between yearly medical exams that prevents them from performing arduous duty lasting longer than three consecutive weeks, the WLFF is required to report this change to his/her supervisor who will then contact the DOI-MSP at wlffcsr@blm.gov or call 888-286-2521. The DOI-MSP will consult with the respective Agency Fire Safety Representative and could request that the contracted medical provider ask for additional medical information from the WLFF and reevaluate the WLFF clearance status.

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

The Interagency Medical Standards Program was intended by Congress for application to federal employees engaged in hazardous occupations. As such, full participation is not required by Tribal programs. At the discretion of the FMO, Tribal employees may elect to participate in the Medical Standards program at a lesser level than Permanent or Permanent Furlough BIA employees. The level of participation by Tribal employees may never be less than that required for AD/EFF employees; that is a pre-WCT HSQ every year while under the age of 45, and an Annual Exam when 45 or older.

Refer to Appendix 13-1 for more information on examination periodicity and type.

2. Medical Examination Process for Light and Moderate Work Capacity Test Applicants

This section applies to employees who are in the light and moderate fitness category. The Health Screen Questionnaire (HSQ) will be utilized as a means to identify individuals who may be at risk in taking the Work Capacity Test (WCT).

If any "Yes" answer is indicated on the HSQ, a medical examination is required prior to the employee taking the WCT.

Medical examinations will be performed utilizing the *Certificate of Medical Exam, U.S. Office of Personnel Management, OF-178*. Stress EKGs are not required as part of the medical examination and will only be approved if recommended and administered by the medical examining physician. Cost for exams will be borne by the home unit. If medical findings during exam require further evaluation, the cost of any further evaluation or treatment is borne by the employee/applicant.

The examining physician will submit the completed OF-178 (and applicable supplements) to the employee's servicing human resources office, where it will be reviewed and retained in the employee's medical file. The OF-178 medical exam forms for light and moderate capacity WCTs can be found at:
http://www.fs.fed.us/fire/safety/wct/wct_index.html

3. Health Screen Questionnaire (HSQ)

Title 5 CFR Part 339 - Medical Qualification Determinations, which provides a determination of an individual's fitness-for-duty, authorizes solicitation of this information.

The approved OMB Health Screen Questionnaire (HSQ) may be found at: http://www.fs.fed.us/fire/safety/wct/wct_index.html

The information on the HSQ is considered confidential and once reviewed by the test administrator to determine if the WCT can be administered, it must be kept in the employee's medical file (EMF). This file may only be viewed by Human Resource Management (HRM) or Safety personnel.

I. Work Capacity Testing (WCT)

1. WCT Categories

The *NWCG Wildland Fire Qualification System Guide, PMS 310-1* identifies fitness levels for specific positions. There are three fitness levels - Arduous, Moderate, and Light - which require an individual to demonstrate their ability to perform the fitness requirements of the position. Positions in the "no fitness level required" category are normally performed in a controlled environment, such as an incident base.

Work Capacity Test Categories			
WCT Category	**Distance**	**Weight**	**Time**
Arduous Pack Test	3 miles	45 lb	45 min
Moderate Field Test	2 miles	25 lb	30 min
Light Walk Test	1 mile	None	16 min

- Arduous

  Duties involve field work requiring physical performance with above average endurance and superior conditioning. These duties may include an occasional demand for extraordinarily strenuous activities in emergencies under adverse environmental conditions and over extended periods of time. Requirements include running, walking, climbing, jumping, twisting, bending, and lifting more than 50 pounds; the pace of the work typically is set by the emergency conditions.

- Moderate

  Duties involve field work requiring complete control of all physical faculties and may include considerable walking over irregular ground, standing for long periods of time, lifting 25 to 50 pounds, climbing, bending, stooping, twisting, and reaching. Occasional demands may be required for moderately strenuous activities in emergencies over long periods of time. Individuals usually set their own work pace.

- Light

  Duties mainly involve office type work with occasional field activity characterized by light physical exertion requiring basic good health. Activities may include climbing stairs, standing, operating a vehicle, and long hours of work, as well as some bending, stooping, or light lifting. Individuals can usually govern the extent and pace of their physical activity.

2. WCT Administration

The Work Capacity Test (WCT) is the official method of assessing wildland firefighter fitness levels. General guidelines can be found in the *"Work Capacity Tests for Wildland Firefighters, Test Administrator's Guide" PMS 307, NFES 1109*,
http://www.fs.fed.us/fire/safety/wct/wct_index.html
WCT Administrators must ensure that WCT participants have been medically cleared through Wildland Firefighter Medical Qualification Standards.

Prior to participation in the WCT, all participants must complete and sign the *Work Capacity Test: Informed Consent Form* and provide the form to the WCT Administrator prior to WCT participation,
http://www.fs.fed.us/fire/safety/wct/wct_index.html

WCTs are administered annually to all employees, including AD/EFF who will be serving in wildland fire positions that require a fitness level. The currency for the WCT is 12 months.

The Work Capacity Test Administration Report, http://www.fs.fed.us/fire/safety/wct/wct_index.html captures information that is covered under the Privacy Act and should be maintained in accordance with agency Freedom of Information Act (FOIA) guidelines.

Administration of the WCT of non-federal firefighters is prohibited for liability reasons. Potential emergency firefighters who would be hired under Emergency Hire authority by the agency must be in AD pay status or sign an agency specific volunteer services agreement prior to taking the WCT.

A Job Hazard Analysis (JHA) shall be developed to analyze the hazards, and provide mitigation strategies for each field unit prior to administration of the WCT. The JHA will be reviewed and signed by the Agency Superintendent, or equivalent, and signed by all participants following the safety briefing prior to WCT administration. A sample JHA found at: http://www.fs.fed.us/fire/safety/wct/wct_index.html

Field units must prepare a medical response plan (such as ICS-206 form) and evaluate options for immediate medical care and transport and identify closest emergency medical services. Emergency medical response plan mitigation will be documented on the JHA, and shared with participants prior to WCT administration. A minimum of a qualified Emergency Medical Technician (EMT) must be on site during WCT administration. Based upon specific evaluation a higher level of emergency medical qualifications on scene may be warranted e.g. Paramedic.

Documentation of all test results using the WCT Administration Report will be maintained by the WCT Administrator. All documents must be retained until the next testing. Units may also be requested to provide data from these records to assist in the evaluation of the WCT process.

Personnel taking the WCT will only complete the level of testing (Pack, Field, Walk) required by the highest fitness level identified for a position on their Incident Qualification Card. Employees shall not take the WCT unless they have an Incident Qualification Card qualification that requires it, and only at the fitness level required by that position as identified in the NWCG 310-1 or agency specific guidance or policy.

Test results must also be entered in the IQCS annually to update the fitness level and date that will appear on the Incident Qualification Card. Physical fitness dates entered in IQCS will reflect the date the employee passed the fitness test.

3. WCT Retesting

Those who do not pass the WCT will be provided another opportunity to retest. Employees will have to wait at least 48 hours before retaking the WCT. If an employee sustains an injury (verified by a licensed medical provider) during a test, the test will not count as an attempt. Once an injured employee has been released for full duty, the employee will be given time to prepare for the test (not to exceed 4 weeks). The numbers of retesting opportunities that will be allowed include:

- An individual will not be allowed to take the WCT more than twice in a twelve month period. If an individual fails the first test, and a second test is requested, no more than two weeks shall lapse between the first and second tests.

- If extenuating circumstances exist, the FMO may determine if an additional attempt is warranted. In such cases, the extenuating circumstances must be documented and approval received through the Regional FMO before the test is administered.

J. Training Management

Bureau and Tribal fire management training programs will be based upon criteria specified within the interagency wildland fire training curriculum approved by NWCG. This curriculum supports positions described within the NWCG PMS 310-1. The PMS 310-1 represents the Bureau's minimum training requirements.

1. Training Needs Analysis

Training need analyses are developed each year at unit, zone, regional and national levels. The assessment process provides information needed to determine which courses will be required, which employees will attend them, and how many slots will be available. Course offerings should be based upon identified unit needs, and reflect goals established in individual employee development plans.

The unit or zone is responsible for sponsoring 100 and 200 level courses. It is recommended that all training, regardless of level, be presented by interagency instructors to interagency audiences.

Intermediate level (300 and 400) training needs are determined by Regional fire management staff or Training Specialists in conjunction with zone requirements. Each Region should be represented on an interagency training committee. These committees identify priority intermediate level training needs and designate host agencies and course coordinators. The Regional training committee is responsible for prioritizing Bureau and Tribal employees for mid-level and advanced training.

National level (500 and 600) training needs are determined by the Branch of Fire Management, NIFC. All national level training will be based upon a position needs analysis.

2. Individual Development Plans

In order to effectively quantify the amount of training needed at any level in our organization, it is essential that supervisors understand their workforce. Individual Development Plans (IDPs) are a tool supervisors can use to identify the employee's career development path and any training that may be needed along the way. These IDPs should be designed to not only accommodate employee goals but more importantly, serve to support the mission of the unit. There are many examples of IDPs in use today and all are acceptable.

The IQCS has an IDP function that specifically addresses incident positions and the associated training plans for individuals. Utilization of the career planning tool in IQCS to capture an individual's training plan will assist training managers at the local, regional and national level with the information needed to increase efficiency in planning course sessions to meet the future training needs.

3. Position Task Books

Position performance requirements are outlined in individual PTBs for each position. The Bureau does not require a minimum number of position performance assignments before a PTB can be certified. However, the Certifying Official should be cautioned against certifying PTBs without being confident in the employee's ability to perform at the fully qualified level.

4. Training Plans

The Agency or Tribal WFM program manager is responsible for training their employees to the extent that employee skills, knowledge and abilities facilitate the mission of the unit and the personal development of the employee. This training should be planned to accommodate the development of employees so they can perform jobs associated with "normal" program operations as well as "incident" operations.

a. Examples of "normal" operations include responsibilities such as:

- Development of fuels management projects and plans.

- Implementation of prescribed fires and mechanical fuels reduction projects.

- Leadership and Supervision of project work.

- Project monitoring and reporting.

- Maintenance of project equipment and inventory.

- Development of mobilization and operating plans.

b. Examples of "incident" operations include:

- Suppression of wildfires.

- Supervision of suppression resources.

- Coordination with incident response cooperators.

Depending on the position description, incident operations may comprise a smaller percentage of the employee's work load. It is the responsibility of the unit manager to balance training plans accordingly, understanding the mission of the unit and goals of the Tribe for which they have Trust responsibility.

5. Training Nomination Process

The Interagency Training Nomination Form, available electronically on the internet, will be utilized to nominate employees for training. The training nomination process varies by unit, zone, and region.

Employees identified for geographic or national level training will refer to their respective Geographic Area Nomination Process. Please refer to the National Wildland Fire Training web site for more information: http://www.nationalfiretraining.net/

6. Instructor Qualifications

The *Field Managers Course Guide* contains valuable course-specific information for the entire NWCG-sponsored curriculum and is the authoritative reference for instructor qualifications. It may be found at: http://www.nwcg.gov/pms/training/training.htm

7. Course Coordination

The *Course Coordinators Guide* will serve as the Bureaus policy related to NWCG course coordination. This document can be found on at the following web site at: http://www.nwcg.gov/pms/training/training.htm

K. Course Equivalencies

There are some instances where course equivalencies do exist, such as the various ways to gain the skills necessary to become an effective instructor. These will be identified periodically through this guide or instructional memorandum.

1. Leadership Training

All employees who complete the course known as Fireline Leadership (L-380), Incident Leadership (L-381), or Advanced Incident Leadership (L-480) may also receive credit for agency-required supervision training.

2. Prevention Training

Employees who have completed the 24-hour Risk Assessment Mitigation Strategies (RAMS) training can receive credit for P-301, Wildland Fire Prevention Planning.

L. BIA Certified Positions

There are certain BIA positions that have position standards which exceed those or are not identified in the NWCG *Wildland Fire Qualification System Guide* (PMS 310-1). Standards for the BIA, which may exceed the minimum standards established by NWCG, are developed by the National Training Manager, and approved by the Director, Branch of Fire Management, and implemented through IQCS.

1. Prescribed Fire Burn Boss 3 (RXB3)

The BIA uses the *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (2008 Guide) to guide prescribed fire activities. This guide provides standardized procedures, specifically associated with the planning and implementation of prescribed fire. This policy as well as the RXB3 task book may be found at: http://www.nifc.gov/fuels/direction/direction.html

Training:	Required:	S-290 Intermediate Wildland Fire Behavior
	Suggested:	S-234 Ignition Operations
Prerequisite Experience:	Incident Commander, Type 5 **OR** Advanced Firefighter/Squad Boss **AND** Satisfactory position performance as a Prescribed Fire Burn Boss Type 3	
Physical Fitness:	Moderate	
Other Position Assignments that will Maintain Currency:	Prescribed Fire Burn Boss Type 2 Prescribed Fire Burn Boss Type 1 Fire Use Manager Type 1 Fire Use Manager Type 2 Prescribed Fire Manager Type 1 Prescribed Fire Manager Type 2	

2. Interagency Hotshot Superintendent

The Superintendent is a permanent employee with administrative and supervisory skills sufficient to manage a highly qualified interagency hand crew. Must be able to provide fully capable leadership to the crew and have sufficient fire experience to train the crew in every aspect of fire suppression operations. The Superintendent must have sufficient management skills to manage budgets, work schedules, incident operations, and personnel.

Qualification requirements for this position are listed in the *National Interagency Hotshot Crew Operations Guide*, http://www.nifc.gov/policies/IHC/index.htm. The BIA IQCS position code for this position is IHCS.

3. Assistant Interagency Hotshot Superintendent

The Assistant Superintendent is a permanent employee who assists the Superintendent in all aspects of crew management and must be qualified to supervise and manage the crew in the absence of the crew superintendent. Consequently, must have sufficient management skills to manage budgets, work schedules, incident operations, and personnel.

Qualification requirements for this position are listed in the National Interagency Hotshot Crew Operations Guide, http://www.nifc.gov/policies/IHC/index.htm. The BIA IQCS position code for this position is IHCA.

4. Sawyer/Faller Qualifications

Bureau and tribal employees, both in fire positions and non-fire positions, perform a variety of job duties requiring the use of a chainsaw. The Branch of Fire Management has a training and certification process for these employees which can be obtained upon request.

a. Supervisor Responsibilities

It is the supervisor's responsibility to understand Occupational Safety and Health Administration (OSHA) regulations and provide their employees with personal protective equipment, training and certification in chainsaw operation.

b.   Qualifications

There are four chain saw operator qualification levels recognized by the Bureau:

1)   "A" Apprentice Sawyer   (IQCS Position Code: FALA)
2)   "B" Intermediate Faller   (IQCS Position Code: FALB)
3)   "C" Advanced Faller   (IQCS Position Code: FALC)
4)   "C" Faller Certifier   (IQCS Position Code: CCRT)

c.   Currency and Required Training

The following table identifies currency training, fitness, CPR, and first aid requirements for chainsaw operators. IQCS will be the system of record for chainsaw operator qualifications and reflect these requirements.

FALA and FALB operators only need to complete chainsaw operator training once and maintain currency thereafter by simply performing that position at least once every five years.

FALC and CCRT operators are required to attend recertification training every three years. This training should be recorded as BICFLR (C Faller Course) in the IQCS. Initial certification of BIA and tribal FALCs and CCRTs can only be obtained by attending a BIA sanctioned C Faller Course. Subsequent recertifications may be administered by other regional C-certifiers, provided the CCRT administering the evaluation is recognized by the Bureau.

Fitness for all positions is considered arduous except for CCRT which will be light.

CPR and first aid training will be completed as specified below. CPR and first aid training will not be included as disqualification criteria in IQCS. It is not an absolute necessity that every individual assigned to projects using chainsaws possess currency in CPR and first aid training. However, there should be an adequate number of certified individuals to provide first aid services commensurate with the need based on an assessment by the supervisor.

Position	Performance Currency	Training Currency	Fitness Level	CPR	First Aid
FALA	5 Years	n/a	Arduous	2 years	3 years
FALB	5 Years	n/a	Arduous	2 years	3 years
FALC	5 Years	3 years	Arduous	2 years	3 years
CCRT	5 Years	3 years	Light	None	None

Chainsaw operator training can be in the form of S-212, a comparable industry course, or a course developed at the local Agency. In order to obtain the qualification of FALC or CCRT employees will be required to attend a BIA sanctioned C-Faller training course. For information related to the delivery of this course please contact the National Chainsaw Program Manager or CCRT within your region.

5. Emergency Firefighter (AD) Chainsaw Operators

Chainsaw training is authorized for AD employees who are required to operate chainsaws for fire suppression or hazardous fuels reduction project work. Supervisors of Type 2 and Type 2 IA crews who have employees who operate chainsaws must have emergency medical response capabilities. The possession of emergency response capabilities can be fulfilled through one of the following two options: 1. Crews will minimally possess one or more individuals who are currently certified to administer CPR and provide first aid. 2. If the crew does not possess this capability other provisions must be made by the supervisor to provide these services while engaged in chainsaw operations.

M. BIA Required Training

Fire Management Leadership (FML), offered by the National Advanced Fire and Resource Institute (NAFRI) is required for all Bureau Agency Administrators/Line Officers including Agency Superintendents; Agency Foresters or Natural Resource Managers; and Regional Foresters. Regional Directors, Deputy Directors in natural resource program areas, and Tribal Natural Resource Program Administrators are also encouraged to attend this course.

N. Funding for Training

1. General Schedule and Tribal Contract/Compact Fire Employees

Training budgets for fire-funded employees and other non fire-funded employees who maintain red card positions are included within preparedness funding. Budget submissions for training should be supported by training needs analyses. Besides individual travel and tuition costs, these budgets may also consider costs associated with contracting trainers, paying the travel costs of non-agency trainers, or the need to conduct recurring annual workshops or meetings.

Emergency Operations funding will not be used to cover training costs for employees in this category.

<u>Training scheduled on weekends so as to incur overtime will be avoided</u>.

2. AD/EFF Hires

The AD Pay Plan (http://www.nwcg.gov/teams/ibpwt/documents/index.htm) provides for the hiring of emergency workers and trainers for attending and conducting training. FMOs will practice prudent and wise use of Emergency Operations funding (92310) used for training purposes. The BIA-NIFC office will establish a universal FireCode to be used to fund the AD training program.

Although the AD Pay Plan provides for a maximum of 80 hours of training for emergency firefighters, this should not be considered an annual "entitlement". Training is authorized for classes that maintain or improve qualifications, within the context of the employees' qualifications development pathway and the mission of the local unit.

AD-EFF employees can only be paid while attending "REQUIRED" courses as identified in the PMS 310-1 or this "Blue Book". AD-EFF employees who attend courses categorized as "OTHER TRAINING WHICH SUPPORTS DEVELOPMENT OF KNOWLEDGE AND SKILLS" are not authorized to be reimbursed through the pay plan for attendance. However, this does not prevent the individual from attending this.

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APPENDIX 13-1
BIA Medical Examination Requirement

Employment	Fitness Requirement	Medical Examination Type	
Status	Arduous	IMSP	HSQ
Permanent Full Time	Arduous	X	
	Moderate/Light		X
Permanent Furlough	Arduous	X	
	Moderate/Light		X
Temporary Seasonal	Arduous	X	
	Moderate/Light		X
AD/EFF Under Age 45	Arduous		X
	Moderate/Light		X
AD/EFF Age 45 and Older	Arduous	X (annual)	
	Moderate/Light		X

Note: IMSP: Interagency Medical Standards Program Examination

Permanent and Permanent Furlough Employees
Baseline exam in the first year.
A "Periodic Exam" every 5th year when under age 45.
A "Periodic Exam" every 3rd year when age 45 and older.
A "Annual Exam" in intervening years.
Exit exam upon retirement.

Seasonal Employees
a.   Annual Exam every year when under age 45.
b.   Periodic Exam" at age 45 and every 3rd year thereafter.
c.   "Annual Exam" in intervening years when over age 45.

HSQ: Health Screen Questionnaire

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Chapter – 14
Financial Management

A. Introduction

This chapter governs the use of the Bureau's Wildland Fire Management (WFM) appropriation account structure. All personnel at all levels within the Bureau must be aware of the responsibilities and limitations on the use of these appropriated funds.

B. Program Budget

1. Annual Appropriations

Annual Appropriations are made available for the WFM pursuant to the passage of the annual appropriation act for the Department of the Interior (DOI) and Related Agencies. The WFM Appropriation is a No-Year Appropriation. At the end of each fiscal year any unexpended funds will be carried over into the next fiscal year, but are held at the national level for distribution based on Bureau priorities as identified by the Chief, Branch of Fire Management.

This appropriation provides funding for the Department's WFM program through the Office of the Secretary of Interior, Office of Wildland Fire Management Coordination (OWFC). The Office of Management & Budget (OMB) passes the DOI Wildland Fire Appropriation to the DOI Policy Office of Budget (POB). The U.S. Department of Treasury issues a warrant to the OWFC, the parent organization, which is responsible for the administration of the WFM appropriation. Prior to the issuance of the warrant to each bureau, the OWFC Budget office will coordinate with the National Interagency Budget Leads (NBLs), which is composed of each DOI fire agency Budget Officers, and issue an distribution plan to the BIA, BLM, FWS, and NPS notifying them of their allocations in each activity, and concurrently issues an Standard Form 1151, Non-Expenditure Transfer Authorization. The wildland fire allocations are forwarded to each Interior budget office according to the distribution plan.

2. Budget Officer

The BIA NIFC Budget Officer serves as principal budget advisor of the Wildland Fire program to the Branch Chief, Deputy Director, Fire Leadership team, and to other Bureau Staff. The BIA NIFC Budget Officer also serves as primary BIA representative in the DOI Wildland Fire Budget formulation and execution process. Represents the Bureau on the DOI Fire Budget team and at other interagency meeting in regards to budget related policies, requirements, procedures, and reports. Coordinates all budget activities between the Bureau's Office of Budget Management (OBM), Office of Wildland Fire Coordination and the Bureau wide Fire Management program. Provides national oversight for Bureau Wildland Fire program budget formulation, justification and execution. Responsible for the development and preparation of the Budget Justifications, Planning Target Allocation, Annual Work Plan, and Congressional responses. Reviews Bureau wide offices at mid-year, third quarter and end-of-year balances and distributes available funding in accordance with Bureau policy.

3. Fiscal Year 2011 Accounting Structure

Fund and program management codes for the BIA WFM Program are identified in **Appendix 14-1**.

The WFM Program will selectively employ Project Cost Accounting Sub-system (PCAS) codes and FireCodes (Prescribed by the Department and Congressional mandate). This will be accomplished through the use of an additional accounting code called a job code. The job code will be coded on all obligation and expenditure documents. Job codes for WFM must be requested and executed by the BIA-NIFC Budget and Finance office. This will ensure that all costs will be tracked by project. FireCode numbers are generated through the FireCode System and will be used for Suppression, Stabilization, Severity and Burned Area Rehabilitation operations.

C. Project Cost Accounting Procedures

WFM funds, excluding emergency suppression funding (unless under a continuing resolution), will be distributed to either BIA-NIFC, Regional Fire Management Officer's (FMOs) or Agencies and/or field offices for accomplishment of the projects. Therefore, it is important that obligations and expenditures associated with this account be coded to their budget organizations respectively (Including funding obligated to Indian tribes via contracts, agreements or grants). Emergency suppression must be accounted for by incident and will utilize the FireCode System to derive fire codes.

Wildland Fire Preparedness will use job codes only in special circumstances. Instructions will be issued on the combined funding document, when a job number is required. All project numbers (job codes) are authorized and implemented by the BIA-NIFC. All requests must be evaluated and approved by the respective Regional office and forwarded to the BIA-NIFC office. Refer to the *Annual Federal Financial Management Handbook* for configuration.

Table maintenance for the WFM program will be performed by the Budget and Finance Office at the BIA-NIFC. Additions, deletions and changes to the PCAS reference tables will be accomplished upon receipt and approval of a request from the appropriate operating section and forwarded to the Budget and Finance Office at the BIA-NIFC.

1. The originating and approving sections at the BIA-NIFC are:

a. Budget and Finance Office (Subsidiaries, Interagency Hot Shot Crew Programs and Suppression Operations).

b. Operations (Burned Area Rehabilitation (BAR), Emergency Stabilization, RFA and Severity).

c. Fuels Management (Prevention, Hazardous Fuels Reduction Non-WUI and Wildland Urban Interface).

2. Cost Accounting Tables

All on-line project reference and application tables will be available for scanning by those offices and organizations with terminal access to the FFS.

Project Numbers and Job Code Structures

- The Job Code will always have no more than eight characters.

- Project numbers (job codes) are authorized and implemented by the Budget and Finance Office at BIA-NIFC. All requests for projects must be evaluated and approved by the respective regional office and forwarded to the Budget and Finance Office at BIA-NIFC for entry.

- The character designations along with the respective program descriptions are listed in **Appendix 14-2**.

- Job Codes and respective funding and expenditure information can be found in FFS under the "SPRJ" Table for each Agency.

D. One-Time Funding

1. Purpose of Subsidiary Program

a. The subsidiary program provides a mechanism to request funding for special projects or needs that exceed an Agencies regular budgeted funds. The funds used in this program are non-reoccurring in nature and based on available prior year un-obligated balances. The format for requesting subsidiary funding is identified in **Appendix 14-3**.

b. Examples of special project requests.

- Capitalized equipment such as dozers, engines, water tenders, etc.

- Miscellaneous equipment such as radios, computers, shop equipment, power saws, etc.

- Specialized project work such as mapping, signing, and technology development projects, etc.

2. Procedure For Requesting One-Time Funding

a. Develop a request using the established request format.

b. If there is more than one request, prioritize the requests.

c. Completed request must be forwarded to the Regional office for review and regional prioritization.

d. Upon Regional office approval, consolidation, and prioritization, the request must be forwarded to the BIA-NIFC Budget Officer by May 15th of each year for consideration if additional funding becomes available for distribution.

e. Based on available funds, requests may be approved within the third quarter of each year.

f. Funding for approved projects will be executed from the BIA-NIFC Budget and Finance Office to the Bureau's budget office in Washington D.C. for processing.

g. The Bureau's budget office will allocate the funds to the appropriate Region for distribution to the respective agencies.

APPENDIX 14-1
Wildland Fire Management Appropriation
Fiscal Year 2011 Accounting Structure

Fund Code	Program Class	Allocation Code & Description
92200	**921**	**Wildland Fire Preparedness**
		92120 P Preparedness
		92130 R Interagency Fair Share
		92140 R National Programs
	929	**Self Governance**
		92900 Self Governance
	92V	**Fire Ready Reserve**
		92V00 Fire Ready Reserve
	92U	**Interagency Hot Shot Program**
	92U00	**IHC Program**
	92T	**Wildland Fire Prevention**
		92T00 Wildland Fire Prevention
92400	**924**	**Construction & Deferred Maintenance**
		92400 R Construction & Def. Maint.
92500	**923**	**Emergency Suppression**
		92310 R Suppression Operations
		92320 R Emergency Stabilization
		92350 R Severity
9FUEL	**92H**	**Hazardous Fuels Reduction Ops**
		92H00 R Hazardous Fuels Reduction Operations
92610	**92B**	**Burned Area Rehabilitation**
		92B20 R Rehabilitation
92620	**92R**	**Rural Fire Assistance**
		92R00 R Rural Fire Assistance
9FIRE		**Wildland Fire Reimbursables**
	9F1	9F100 R Wildland Fire Preparedness
	9F2	9F200 R Emergency Operations
	9F3	9F300 R Burned Area Rehabilitation
	9F4	9F400 R Hazardous Fuels Reduction Operations
	9F5	9F500 R Rural Fire Assistance
	9F6	9F600 R All Risk Assistance
	9F7	9F700 R Proceed Sales Property/Equipment

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APPENDIX 14-2
Wildland Fire Management Appropriation
Project Cost Accounting Sub-system
Character Designations

Character	Definition	Program Code
A	Fire Construction and Deferred Maintenance	92400
B	Miscellaneous Projects - Preparedness	92120 92130 92140
C	Community Assistance	
N		
P	Program Positions	92630 92140 92W00
S	Supplementals	92630 92140 92W00
W		
R	Rural Fire Assistance	92R00

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APPENDIX 14-3
Procedures for One-Time Funding Submission

All one-time funding requests must be submitted in the attached format. All requests should be submitted to the Regional office for approval. The approval process entails verifying that the requested uses meet the intent and applicable policy of Interior Appropriation Act language for fire. The Regional office will only submit the prioritized funding requests to BIA-NIFC Budget Officer. The individual plans do not have to be submitted to this office. All funding requests should be submitted by May 15th for the following current fiscal year only if funds are available. Requests submitted after this date will not be considered. **All requests will be funded based on the Region's prioritization and the availability of funds.**

Project Job Number (PCAS) (to be assigned by BIA-NIFC)
(alpha code, fiscal year, job number, see fiscal year program code definitions)

I.   Project Description

      Provide a narrative description of the proposed project and the justification for its implementation. If the proposal is for hazard fuels reduction using prescribed burning, the BIA *Prescribed Fire Handbook* must be followed. Examples of appropriate projects would include capitalized equipment, minor renovations to facilities, fuel breaks, etc.

II.   Project Objectives

      Describe the project objectives in measurable terms. Also include a description of how those objectives can be measured upon completion of the project in order to determine if they have been met.

III. Applicability to Fire Management Funding

      A.   Describe the direct benefits to the fire management program.

      B.   Describe the benefits to programs or tribal activities other than the fire management program. Include details of any shared funding or other contributions from other programs or activities.

IV.   Evaluation of Alternatives

      List alternative means of meeting objectives including projected costs and reasons for rejecting those alternatives in favor of the proposed plan.

V.   Owner's Consent

If the proposed project will have a physically altering impact on Indian owned resources, include evidence of their consent. (i.e., a tribal resolution or consent of owner in the case of individually owned land.)

VI.   Implementation Schedule

Prepare a proposed implementation schedule for each logical step in the project.

VII.   Budget

Include an itemized budget reflecting administrative, labor, equipment and materials costs.

VIII. Accomplishment Report

Identify the individual responsible for preparing the post-project accomplishment report, specifically addressing the project objectives and the date by which the report(s) will be prepared and submitted to the Area Office.

IX.   Cover Sheet

Each proposal submitted for funding will include a cover sheet with signed approval of the proposal from the Regional Director.

Chapter – 15
Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) Programs

A. Introduction

1. Policy

    a. The Department of the Interior (DOI) Departmental Manual 620 DM, Chapter 3, Interagency Burned Area Emergency Response Guidebook, DOI Burned Area Rehabilitation Guidebook and Indian Affairs Manual (IAM) Part 90 provides policy for managing emergency stabilization, rehabilitation, and restoration on Indian Trust lands following wildfires. Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) treatments and activities are an integral part of wildfire incidents, but are planned, programmed, and funded separately from each other.

        The objectives of Post Wildland Fire programs, which include the Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) programs are as follows:

- Emergency Stabilization (ES) Program

  The purpose of ES is to determine the need for and to prescribe and implement emergency treatments to minimize threats to life or property or to stabilize and prevent further unacceptable degradation to natural and cultural resources from the effects of a wildfire. In situations where no post-fire emergency exists or were practical, effective treatments are not feasible, then rely on natural recovery.

      1) An Emergency Stabilization (ES) response is a situation where prompt action is necessary to evaluate and address actual and potential post-fire impacts to human life, property, and critical cultural and natural resources.

2) The ES plans will specify only emergency treatments to be carried out within one year of containment of a wildfire. The Agency/Tribes will develop and implement cost-effective emergency stabilization plans to prevent or mitigate harmful impacts to affected resources on lands within the wildfire perimeter or potential impact area downstream from the burned areas in accordance with approved land management plans and applicable policies, standards, and all relevant federal, state, and local laws and regulations.

- Burned Area Rehabilitation (BAR) program

  The purpose of BAR is to evaluate actual and potential long-term post-fire impacts to critical cultural and natural resources and identify those areas unlikely to recover naturally from severe wildfire damage. To develop and implement cost-effective plans to emulate historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans, or if that is infeasible, then to restore or establish a healthy, stable ecosystem in which native species are well represented. To repair or replace minor facilities damaged by wildland fire.

  - The BAR plan will specify non-emergency treatments which meet approved land management plans to be carried out within three years of containment of a wildfire. The Agency/Tribes will develop and implement cost-effective BAR plans to emulate historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with approved land management plans or if that is infeasible, then to restore or establish a healthy, stable ecosystem in which native species are well represented.

- The ES and BAR policy implementation and guidance are found in the *Interagency Burned Area Emergency Response Guidebook* and *DOI Interagency Burned Area Rehabilitation Guidebook*, respectively. These guidebooks contain policy implementation, program standards, program administration, plan development, and plan implementation.

b. Protection priorities are human life and safety and property and unique or critical/biological/cultural resources. If it becomes necessary to prioritize between property and unique or critical biological/cultural resources, this will be done based on relative values to be protected, commensurate with wildfire rehabilitation cost. All ES and BAR plan actions must reflect these priorities.

    c.   The Agency Superintendent or Agency Administrator is responsible to direct and coordinate all management operations including developing and implementing ES and BAR treatments/activities.

    d.   Documentation

- Department Manual Part 620, Chapter 1 & 3.

- Department Manual 516 Part 6, Appendix 4.

- Indian Affairs Manual Part 90.

- 25 CFR Section 163.28.

- Interagency Burned Area Emergency Response Guidebook.

- DOI Interagency Burned Area Rehabilitation Guidebook.

- Burned Area Emergency Response Team Standard Operations Guide.

- *Interagency Incident Business Management Handbook*.

2. Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) Plans

    a.   A plan is required for all burned areas needing ES and/or BAR treatments/activities.

    b.   ES and BAR plans will be consistent with approved land management plans.

    c.   There will be separate plans for ES and BAR.

    d.   Each plan must contain:

- A description of each treatment or activity.

- A discussion demonstrating how the specifications are consistent and compatible with approved land use plans, and how the proposed treatments and activities are related to damage or changes caused by the wildfire.

- An explanation of how a treatment or activity is reasonable and cost effective relative to the severity of the burn and submit a cost-risk analysis.

- Provisions for monitoring and evaluation of treatments and activities (including criteria for measuring a successful treatment or activity) and techniques, and a procedure for collecting, archiving, and disseminating results.

- Clear delineation of funding and responsibilities for implementation, operation, maintenance, monitoring, and evaluation throughout the entire life of the project, and criteria for determining failure of a treatment or activity.

3. Approvals

a. The Agency Superintendent may approve plans up to $250,000.

b. The Regional Director may approve plans up to $500,000.

c. Plans obligating more than $500,000 will be approved by the Bureau of Indian Affairs (BIA) Director, Branch of Wildland Fire Management.

National and Tri-Regional BAER Coordinators will review all plans for technical compliance with ES and BAR policy.

4. Funding

All ES and BAR funding request must come from the Agency Superintendent to the Regional Director.

Emergency Stabilization (ES)

a. Funding for ES treatments/activities is provided under emergency fire management funding authorities.

b. All wildland fire funded personnel (except hazard fuels) will fund their base 8 hours from their base funding when working on wildfire suppression activity damage or ES activities.

c. All non-fire funded and hazard fuels personnel may charge their base 8 hours to emergency stabilization accounts when performing those work activities.

d. Emergency Equipment Rental Agreements can be used on ES projects because of emergency activity.

e. Fire and non-fire funded personnel overtime hours will be charged to the ES (92320) sub-activity account.

f.   Administratively Determined (AD) personnel can be used on ES projects, not to exceed 90 calendar days.

Burned Area Rehabilitation (BAR)

a.   BAR treatments and activities are provided under the wildland fire management funding authorities (92B00 sub-activity account).

b.   All participants may fund their base 8 hours from BAR. BAR is a non-emergency activity, it is an unpredictable amount of unplanned work; however, careful planning should eliminate any need for overtime. If overtime is needed, overtime hours can be charged to BAR.

c.   AD personnel cannot be used on BAR projects.

d.   Emergency Equipment Rental Agreements cannot be used on BAR projects because BAR activities are not an emergency activity.

e.   For further information on overtime, hazard pay, and other personnel funding issues see Interagency Incident Business Management Handbook.

5. Time Frames

a.   The initial ES plan must be submitted within seven calendar days after containment of the wildfire. If additional time is needed, extensions may be negotiated with those having approval authority and a written justification will be submitted addressing the key issues of the emergency. ES funds will be available one (1) year from containment of the wildfire. ES funds may also be used to repair or replace approved ES treatments for up to three (3) years following containment where failure to do so would imperial watersheds or loss of downstream values and for monitoring.

b.   The submittal of BAR plans often depends on the environment/landscape of the fire and the complexity; therefore when practical, initial submission of the BAR plan should be submitted by the end of the first fiscal year in order to be considered for funding in the next fiscal year. However, the time frame for funding is three (3) years from the date of the containment of the wildfire.

B. BAER Coordinators

1. National BAER Coordinator

Each lead federal firefighting agency has designated a National BAER Program Coordinator. They function under the direction of the Fire Directors and work as an interagency group. The National BAER coordinators conduct business as defined in the National BAER Coordinators Charter.

The BAER interagency group coordinates the following:

- Program issues

- Implementation

- Training

- Oversight

- Sharing of information

- Evaluation

- Support, manage, and conduct overall performance review and evaluation for national BAER teams.

- Maintain and update the *Interagency Burned Area Emergency Response Guidebook* and *DOI Interagency Burned Area Rehabilitation Guidebook*.

- Develop and incorporate within the guide a common cost-effectiveness analysis for evaluating proposed actions and standard project accomplishment analysis for evaluating actions and a standard project accomplishment report format.

- Develop a mechanism for achieving and broadly disseminating the results of monitoring treatment effectiveness.

2. Tri-Regional BAER Coordinator

The Tri-Regional BAER Coordinator serves the Southwest, Western, and Navajo Regions. The Tri-Regional Coordinator has the same responsibilities as the National BAER coordinator for program guidance and oversight for these three Regions, but is not meant to replace the roles of the Regional Coordinators. The Regional Coordinator will review all ES and BAR plans, amendments, and reports before the Regions submit documents to the BIA-NIFC office. The Tri-Regional BAER Coordinator may work at the national level as directed by BIA-NIFC.

3. Regional Coordinators

a. Provide oversight and direction for the Regional BAER programs and are responsible for the following:

- Responding to requests for ES and BAR teams in a timely fashion.

- Assisting Agencies/Tribes in resolving ES and BAR issues and the implementation of on-going projects.

- Coordinating all ES and BAR projects as follows:

    1) Participates in the selection of contractors as necessary.

    2) Insures the contract specifications are carried out.

    3) Insures monitoring is appropriately done as per emergency stabilization and rehabilitation plan.

    4) Insures all safety requirements are met.

- Assist the BIA National and Tri-Regional BAER coordinators in setting priorities.

- Advise the Agency Superintendents, Tribes and others of the status of on-going projects.

- Prepare and submit amendments to existing ES and BAR plans through proper channels.

- Attend the closeout meeting between Regional/National BAER teams and the host unit.

b. Participate in the formulation of emergency stabilization and BAR plans to ensure compliance with policy and operational procedures as follows:

- Function as a BAER team leader or member, if so qualified.

- Function as a BAER Implementation leader when requested.

- Evaluate proposed treatments on technical merit.

- Function as a liaison for interagency projects.

- Ensure National Environmental Protection Act (NEPA) compliance.

- Assure ES and BAR treatments are ecologically sound and are supported by approved land management and/or fire management plans.

- Ensure preparation of ES and BAR plans meet policy time frames.

c. Assist and provide oversight to project (implementation) team leaders as follows:

- Ensure projects are administered and managed effectively and completely.

- Ensure that ES and BAR treatment effectiveness is monitored, evaluated, and documents, with recommendations given.

- Train BAER Implementation Leaders and contractors as to organizational and policy procedures.

d. Maintains a budget tracking and accomplishment reporting system as follows:

- Request additional funding for amendments, upon review for compliance with policy and technical merit.

- Monitor all official expenditure reports to insure funds are properly accounted for and no costs overruns occur.

- Reconcile budget items within Federal Finance System (FFS).

- Insures all ES and BAR treatments/ activities are fully documented and reported in the approved format and within established time frames.

- Regions will submit consolidated carryover requests by Region by September 15 of each fiscal year, to the Director, Branch of Wildfire Management.

- Regions will submit the status report on uncompleted projects by September 15 of each fiscal year, to the Director, Branch of Wildfire Management.

4. Implementation Leader

On long term complex post-wildfire treatments, the rehab plan may recommend an Implementation Leader to carry out the project. This position should be dedicated to this project unless an Agency/Tribe experiences more than one fire and needs assistance to track projects for multipliable fires and submits a written justification. For the moderate to low complexity treatments on moderate to small fires, the Agency or Tribe should identify an implementation leader to implement the plan(s).

The implementation leader is responsible for:

- Logistics for implementation.

- Organizing established position descriptions.

- Communications and dispatch.

- Air operations.

- Contract specifications.

- Ordering and logistics.

- Field Oversight.

- Coordination with agency structural implementation.

- Contract inspection.

- Budgeting and accounting.

- Reports and record keeping.

- Liaison with other federal and state agencies.

- Public information.

- Project Safety.

C. Emergency Stabilization/Burned Area Rehabilitation Process

To initiate an ES and/or BAR project, the following process is recommended:

1. Perform a Preliminary Complexity Analysis of the post-fire effects

An initial preliminary assessment consisting of a Team Leader, Regional BAER Coordinator and/or other resource specialists will meet with the local Agency administrator for an in-briefing. The Pre-assessment group may also brief with local resource specialists and Incident Management personnel to determine initial values at risk and resources potentially affected.

2. Assemble the ES/BAR Planning Team

Team size and make-up will vary dependent on the wildfire size, values to be protected, time frames, and jurisdictions involved.

3. Review Resource and Fire Data

Review the local unit fire, land, and resource management plans. Additionally, wildfire suppression operational plans, resource advisor reports, and the Wildland Fire Decision Support System (WFDSS) provide valuable information concerning the relative values the field unit places on individual resources. Review other relevant resource and fire information.

4. Begin Assessment of Post-Fire Effects

Burned area assessments determine what realistic and cost effective ES/BAR treatments are necessary. After the preliminary information has been reviewed and assembled, the planning team conducts one or more field inspections of the burned area to assess values at risk as a result of the wildfire. Aerial and ground assessments must be coordinated with the Incident Management Team. Values at risk may include human life, property, natural resources, historic properties, threatened and endangered species, potential for exotic invasive, soil productivity and Native American or other cultural values. Once identified, values at risk should be evaluated for appropriate post-wildfire action. These evaluations may require coordination with local specialists and appropriate models should be used and referenced.

5. Write an ES and/or BAR Plan

The plan(s) may include:

a. Agency review and approvals

b. Summary wildfire narrative and activities and treatments needed

c. Fire location and background information

d. Type of plan (e.g., initial submission, or amendment)

e. Values at risk

f. Values to be protected and their location

g. ES/BAR objectives

h. Planning team organization and membership

i. Activity and treatment specifications

j. ES/Bar funding needs

k. Consultations made by the planning team

l. Burn area assessments

m. Environmental compliance documentation

n. Explanation of treatments with respect to values at risk

o. Maps, photo documentation, supporting documents, etc.

p. Monitoring objectives and procedures/protocols.

6. Select an Implementation Leader.

It is critically important to select and assign an Implementation Leader early in the process to coordinate post-fire measures. The agency administrator should assign an implementation leader to ensure all plan treatments and activities are completed on time and according to specification.

7. Implement ES and BAR Plan Treatment Specifications.

Implement ES and BAR Plan Treatment Specifications.

Treatments must be properly installed and functioning before damaging storms or other events that may jeopardize life, property or resource values that need protection.

8. Monitor and Assess the Treatments/Activities Specifications Implemented.

Monitor and Assess the Treatments/Activities Specifications Implemented.

Treatment effectiveness monitoring is vital to evaluate whether installed treatments are functioning as planned. Monitoring intensity should be commensurate with the complexity of the treatments and the risk associated with the treatment.

9. Submit Monitoring, Annual, and Final Accomplishment Reports.

Monitoring information and results can be synthesized in a stand-alone monitoring report or can be included in the annual and final accomplishment reports. An Annual Accomplishment Report is due at the end of each fiscal year that is funded. At the completion of the funding cycle (three years from fire containment date) a final Accomplishment Report will be due to the approval authority. See Section "I. Monitoring and Evaluation" for detailed information.

D. ES Allowable/Prohibited Actions

Planned actions to stabilize and prevent unacceptable degradation to natural and cultural resources, to minimize threats to life or property resulting from the effects of a fire, or to repair/replace/construct physical improvements necessary to prevent degradation of land or resources.

1. Cultural Resources

a. Allowable Actions

- Site Stabilization and Protection

- Determining whether known historic properties may be further degraded (e.g., site inspection record). Incidental discovery of cultural resource sites should be noted and may be protected.

- Patrolling, camouflaging, or burying significant heritage sites are appropriate actions when necessary to prevent a critical loss of heritage site value when looting potential is high. Patrolling should be considered only where there are not other effective alternatives.

- National Historic Preservation Act (1966) Section 106 Compliance

- ES treatments that disturb the soil surface are reviewed for potential effects on significant cultural resources. The appropriate agency cultural resource specialist should become involved in treatment planning as early as possible.

- Treatments with no adverse effect can be undertaken after appropriate consultation with the State Historic Preservation Officer (SHPO) or Tribal Historic Preservation Officer (THPO).

b. Prohibited Actions

- Systematic inventories or surveys.

- Assessments of the cultural resource damage caused by the fire.

- Site and data recovery, cataloging, and other programmatic administrative actions.

- Heritage site restoration.

- Wildfire suppression activity damage repair.

2. Non-Native Invasive Control

a. Allowable Actions

- Assessments to determine the need for treatment where there are known infestations, possibility of new infestation due to management actions, or suspected contaminated equipment use areas

- Treatments to prevent detrimental invasion (not present on the site) by non-native invasive species.

- Treatment of invasive plants introduced or aggravated by the wildfire. The treatment objective when the population is aggravated is to maintain the invasion at no more than pre-wildfire conditions.

- Treatments to prevent permanent impairment of designated Critical Habitat for Federal and State listed, proposed or candidate threatened and endangered species.

b. Prohibited Actions

- Systematic inventories of burned areas.

- Treatments designed to achieve historic conditions or conditions described in an approved land management plan, but did not exist before the fire.

- Treatments beyond one year post wildfire containment.

3. Revegetation

Revegetation is an appropriate treatment if seeding or planting of vegetation is prescribed to be effective within Departmental policy; and stabilizes the site and minimizes water or wind erosion; reduces the invasion of non-native invasive plants, or prevents critical habitat for federal listed threatened or endangered species from being more impaired than if nothing was done. The use of pesticides must be identified in an existing approved management plan with proper NEPA documentation.   Use of native species is preferred, non-native seed may be used when allowed in agency policy.   All seed will be tested for purity and germination to meet contract specifications and should be tested for weed and noxious weed seed by an independent seed testing organization.

a.   Allowable Actions

- Exclusion of livestock, wild horses or burros may be critical for the recovery of burned vegetation or establishment and maintenance of new seedlings.

- Treatments to protect public health and safety are appropriate under ES:

- Infrastructure (signs, gates, fence, guardrail, etc.)

- HAZMAT – To secure, not remove hazardous materials.

- EWS (Early Warning System) – must be a coordinated effort between federal, state, and local agencies and include an evacuation plan.

- Emergency Road Repair/Maintenance

- Public use closure

- A burned area assessment should identify post-fire threats to federal and tribal listed or proposed threatened and endangered species and what, if any, cost effective stabilization measures can be implemented to prevent further post-fire condition degradation.

- Those emergency stabilization treatments necessary to protect life, property, and watershed values (soil productivity and water quantity.

b.   Prohibited Actions

- Forest stabilization, reforestation, rehabilitation etc. are not appropriate use of emergency stabilization funding.

- Timber salvage is not authorized with emergency stabilization funding.

E. Burned Area Rehabilitation (BAR)

1. Allowable Actions

- Repair or improve lands unlikely to recover naturally from wildfire damage by emulating historical or pre-fire ecosystem structure, function, diversity, and dynamics consistent with existing land management plans.

- Chemical, manual, and mechanical removal of invasive species, and planting of native and non-native species, consistent with 620DM3.8F, restore or establish a healthy, stable ecosystem even if this ecosystem cannot fully emulate historical or pre-fire conditions.

- Tree planting to re-establish burned habitat, re-establish native tree species lost in fire, prevent establishment of invasive plants, and regenerating Indian trust commercial timberland as prescribed by a certified silviculturalist to not regenerate for ten years following the fire.

- Repair or replace wildfire damage to minor operating facilities (e.g., campgrounds, interpretive signs and exhibits, shade shelters, fences, wildlife guzzlers, etc.).

2. Prohibited Actions

- Rehabilitation may not include the planning or replacement of major infrastructure, such as visitor centers, residential structures, administration offices, work centers and similar facilities. Rehabilitation does not include the construction of new facilities that did not exist before the fire, except for temporary and minor facilities necessary to implement burned area rehabilitation efforts.

F. BAER Teams

1. National Teams

The Department of the Interior has two national BAER (Burned Area Emergency Response) teams. The national BAER coordinators provide coordination and oversight for the teams. The teams are available for complex, multi-jurisdictional wildfires. Mobilization and demobilization of the teams are found in the National Interagency Mobilization Guide. The national BAER teams have Standard Operating Procedures (SOP) for team operations. The national teams may take trainees on assignments to assist Regional/Agency/Tribal personnel develop the skills needed to meet the Regional and/or local needs or to become a member of a national/Regional/local team.

2. Regional/Local Teams

Regions will develop regional and/or local BAER teams to meet their needs. These teams will assume the workload for the moderate to low complexity emergency stabilization projects. A regional team make up may consist of personnel from the Region, Agency, Tribal, and/or other federal agencies. The regional/local BAER teams will follow the same SOP as the national BAER teams.

G. Training

National BAER Coordinators will develop and sponsor interagency training courses for resource advisors, BAER team leaders and members, and implementation leaders.

H. Process for Requesting Funds

1. Project Funding Process

a. The Regions/Agencies will use the BIA ES and BAR Request forms to request ES and/or BAR funding. Regions/Agencies will send this form to the BIA-National Interagency Fire Center (NIFC) office to establish new ES and BAR projects or increase existing projects via a project amendment. This form should be completed immediately for ES treatments that need to be implemented before an ES plan is approved. This funding will be incorporated into the ES plan and the approving level will be the value of the project at the time of submittal. All request for funding should have a breakout of the ES or BAR funds on the funding request form.

b. The ES funds identified for a project will be available one year from containment of the wildfire. Emergency stabilization funding may also be used to repair or replace approved ES treatments for up to three years following fire containment where failure to do so would imperial watershed functionality or result in serious loss of downstream values and for monitoring. However, ES funding cannot be used to continue seeding, plantings, and invasive plant treatments beyond one year.

c. BAR projects are competitively funded among all four DOI bureaus. Funding is limited so there is no guarantee that BAR treatments/activities will be funded.

d. BAR funds can only be provided three years from containment of the wildfire. Plans that request multi-year funding are not guaranteed funding each year. Funds will be given out on a yearly breakout as specified in the BAR plan and approved by the national BAER coordinators.

e. The national DOI BAER coordinators will prioritize BAR treatments/activities to be funded based on the data in the National Fire Plan Operating and Reporting Systems (NFPORS). Therefore, all BAR plans must be entered into NFPORS to be eligible for funding. The national DOI BAER Coordinators will meet at the beginning of a fiscal year to prioritize and select BAR treatments/activities. Funding will be awarded to selected projects soon after a budget is appropriated. In order to be considered for funding during the initial round of distributions at the beginning of a fiscal year, BAR treatments/activities must be entered into NFPORS by September 30th of each year. The national DOI BAER coordinators will periodically review and distribute BAR funds as long as funds are available. The approval of a BAR plan does not guarantee treatments/activities will be funded. If funding is not available, the treatment/activity will be on the list for funding in the following fiscal years until the project is funded or has expired.

f. Out year rehab funds are not made available without formal requests and approved accomplishment reports. The funds identified for a project will be three years from containment of the wildfire. Funds will be distributed on a yearly breakout as specified in the rehabilitation plan and approved by the national office.

g. Implementation Phase

The Agency Superintendent is responsible implementing the ES and/or BAR project(s). The implementation phase for emergency stabilization activities may begin before the rehab plan is complete for those pre-approved activities identified in the *Interagency Burned Area Emergency Response Guidebook* and *DOI Interagency Burn Area Rehabilitation Guidebook.* If this occurs, these pre-approved activities must be identified in the plan. After a plan is approved and funded, the Agency/Tribe should begin the implementation of the plan. The Agency/Tribe should identify an implementation leader to carry out the plan. This is essential to insure the specifications are completed as identified in the plan.

h. Program Account Structure

The funding program code for the Emergency Stabilization (ES) program is fund 92500 with a sub-activity 92320. The funding program code for the Burned Area Rehabilitation (BAR) program is fund 92610 with a sub-activity 92B00.

When the BIA-NIFC office receives a project request for funding from the Regions, the National BAER coordinator will request the BIA-NIFC Fire Budget Officer to establish accounts with an Incident Fire Code for ES and BAR projects.

After ES treatments/activities are approved at the national level, the Director, Branch of Wildland Fire Management will send a memorandum of approval to the Regional office.

After BAR treatments/activities are approved at the national level, the BIA National BAER Coordinator will submit the request for BAR funds. The BIA-NIFC Budget Officer will prepare the funding distribution documents to be signed by the Deputy Director, Trust Services and the Director, Branch of Wildland Fire Management will send a memorandum of approval to the Regional office.

I. Monitoring and Evaluation

1. Responsibility

Regions, Agencies, and Tribes will monitor ES and BAR projects to assess if proposed treatments were properly implemented, if actual treatments were effective, and if additional treatments or maintenance are needed to make the project successful.

2. Report Requirements

a. Monitoring and evaluation of post fire treatments are critical for understanding and improving such treatments. The collection and dissemination of this information is an integral part of all post fire treatments. All ES and BAR treatments/activities for each project must be entered into NFPORS after each plan is approved. Completed treatments/activities must be entered into NFPORS within 30 days of completion.

b. An initial accomplishment report is required at the end of the fiscal year the project was initiated. A yearly or second accomplishment report is required at the end of the second fiscal year. A final accomplishment report is required at the end of the third year funding of a project. Failure to submit final accomplishment reports will curtail future BAR funding for the agency.

c. ES and BAR accounts are closed September 30th and accounts are not opened until accomplishment reports are submitted and approved by the appropriate approving line officer. Regions should submit carryover requests for ES and BAR projects to the BIA-NIFC office by September 15th of each year.

d. The format for the accomplishment reports can be found in the Interagency *Burned Area Emergency Guidebook* and *DOI Interagency Burned Area Rehabilitation Guidebook*. Reports should include pictures of before and after ES and BAR treatments.

J. Information Sharing

1. National BAER Coordinator's Responsibility

The national BAER coordinators are responsible for sharing and disseminating information. This is accomplished through a national BAER web site at: http://www.nifc.gov/BAER/Page/NIFC_BAER.html with a link at the bottom of the page to the DOI ES & BAR web site http://fire.r9.fws.gov/ifcc/esr/home.htm. These websites are maintained by the national BAER coordinators.

2. Web Site

This web site may include, but is not limited to:

- ES and BAR Plans.

- ES and BAR Final Accomplishment Reports.

- List of national BAER Coordinators.

- *Interagency Burned Area Emergency Response Guidebook* (ES).

- DOI Interagency Burned Area Rehabilitation Guidebook (BAR).

- National BAER Teams and members.

- National BAER Team Standard of Operations and Qualifications.

- BAER Training courses.

- National Coordinators Charter.

- Other BAER documents (Council of Environmental Quality).

- BAER Technology.

- Links.

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Chapter – 16
Rural Fire Assistance/Ready Reserve Programs

A. Rural Fire Assistance

1. Policy

The Department of the Interior and Related Agencies Appropriations Act, Fiscal Year 2001 (PL 106-291) provided legislative authority to implement the Rural Fire Assistance (RFA) program in Fiscal year 2001. The authority to fund and implement this program is established by Congress on a year-to –year basis. This funding is not guaranteed for subsequent fiscal years.

Supporting Documentation

a. Draft *Department of the Interior Interagency Rural Fire Assistance Handbook*

b. *Department of Agriculture Volunteer Fire Assistance Handbook*

c. Public Law 106-291

d. 41 CFR Public Contracts and Property Management

e. 48 CFR Federal Acquisition Regulations System

f. OMB Circular A-110 Uniform Administrative Requirements for Grants and Agreements With Institutions of Higher Education, Hospitals, and Other Non-Profit Organizations

g. FEMA web site (http://www.fema.gov)

h. National Fire Plan web site (http://www.fireplan.gov)

2. Program Purpose

The RFA program provides funding to improve the capacity and capabilities of rural and volunteer fire departments (RFDs) that protect rural communities and play a substantial cooperative role in the suppression of wildland fires within, or in the vicinity of lands managed by the DOI.

RFA is intended to increase local firefighter safety and enhance the fire protection capabilities of Rural Fire Departments (RFD) by providing basic wildland firefighting supplies and equipment to qualifying RFDs for initial and extended attack at the local level. The RFA program also seeks to decrease wildland fire-related losses to rural economies through enhanced local fire protection; and to help reduce Federal, state, tribal and local expenditures on wildland fire suppression, particularly in the wildland-urban interface.

3. National Rural Fire Assistance Leads

Each DOI wildland fire agency established National RFA leads for the RFA program. They function under the direction of the Department of the Interior, Office of Wildland Fire Coordination (OWFC).

The DOI bureaus, in coordination with the OWFC, will periodically review the RFA program. These periodic assessments will gauge the overall success of the program, strengthen the program administration, provide insights as to whether administrative or procedural changes are indicated, and improve coordination and management. The National leads, in consultation with the OWFC, will then be responsible for implementing any recommended changes in the RFA program.

4. Program Administration

a.   Program priorities and criteria may change with each fiscal year at the discretion of the Secretary.

b.   The maximum allowable aware to each rural fire department (RFD) is $20,000 annually.

c.   The RFA grant administrative timeline will be determined by the DOI bureaus in coordination with the OWFC and to the greatest extent possible, coordinated with the application and review periods established for other federal service grant programs.

d.   Grant announcements will be consistent with applicable sections of P.L. 106-107 (Federal Financial Assistance Management Act of 1999) and the Office of Management Budget Policy and Guidance.

e.   Within each state, state compact, region, zone or equivalent, DOI RFA representatives, state foresters or equivalent and appropriate partners will review applications, and submit a single prioritized list of RFA grant applicant.

f.   National DOI RFA leads, in collaboration with partners, will review submissions, and allocate funds to bureaus based on priorities determined by the Secretary and in coordination with partners, cooperation organizations and appropriate stakeholders.

5. Eligibility Criteria

All rural/volunteer fire departments must meet the following minimum eligibility criteria for assistance through the RFA program:

a.   The department must be party to a Cooperative Agreement with an Interior Agency or Bureau, or their respective State Forester, or Tribe, or an equivalent entity.

b.   The RFD must have a Data Universal Numbering System (DUNS) number required for all grant applicants. The DUNS number is a required nine character identification number available free of charge from Dun & Bradstreet Inc

c.   Local DOI bureau must be dependent on RFD for response to wildfire incidents.

d.   Must share a minimum of 10% of the total proposed project costs. The 10% share may be direct funding of this portion of the total (cash) or may be covered by the allocation of in-kind goods or services.

Examples of in-kind goods or services may include, but are not limited to:

1)   Facility use costs incurred by a RFD for hosting training courses, travel and per diem costs incurred by a RFD when personnel attend training courses.

2)   Administration costs related to purchasing RFA equipment and supplies.

Examples of in-kind goods or services that may not be claimed:

1)   Funding or in-kind resources derived from other federal funding programs and they may not be in-kind contributions that are counted towards any other federal grant contribution requirement.

2)   Administrations cost or grant preparation fees incurred by Fire Departments for an RFA grant.

e.   The department serves a community with a population of 10,000 or less.

f.   A department serving communities with populations over 10,000 may qualify for RFA funding under the following circumstances:

1)   The service area of the department includes a rural area or community with a population of 10,000 or less. RFA funding must be used to benefit the rural service area.

2)   Departments operate entirely within the boundaries of the county or town of more than 10,000 that is serviced by two or more fire districts. The service area of a given district includes a rural area or community, or the population of the district's jurisdiction is less than 10,000. The RFA funding is used exclusively for the rural portion of the district.

3)   A fire department with at least one station that serves a community of more than 10,000 that also encompasses a rural zone or community with a population not exceeding 10,000. RFA funding must be used to benefit the rural service area.

4)   A fire department that serves a community of 10,000 or more that also provides fire protection services through contract or agreement to an adjoining rural community. RFA funding must be used to benefit the rural area services through the contract or agreement.

6. Evaluation Criteria

Evaluator(s) must utilize general criteria to rank eligible RFDs for funding.

a.   To ensure consistency and compatibility with existing fire service assistance programs, the DOI bureaus, Tribes, and state foresters (or equivalent) will coordinate to cooperatively establish priority ranking of RFA applicants.

b.   The workgroup must verify each RFDs level of significance. Factors to be considered in this assessment include:

1)   The RFDs proximity to DOI managed lands and protection role for the wildland urban interface.

2) DOI reliance of the RFD for expedient initial attack in remote DOI areas of responsibility. RFDs in close vicinity to DOI lands may play a major role in initial attack due to their close vicinity and have a moderate or high level of significance to DOI.

3) Other local or regional criteria, disclosed in advance to grant applicants.

c. State foresters (or equivalent) must concur with prioritization of funding requests.

d. Favorable consideration should be directed to those RFDs that are in compliance with DOI and state regulations, have promptly expended previous funds awarded, comply with monitoring and reporting requirements in a timely fashion, and have been consistent with honoring cost-share commitments.

e. The workgroup should evaluate the RFD's relationship in supporting initiatives such as the *10-year Comprehensive Strategy and its Implementation Plan,* state fire plans, community wildfire protection plans or equivalent(s) and fire management plans.

f. Local and regional workgroups must use available systems and networks to ensure funding requests are not duplicated by another federal bureau, agency or Tribe.

7. Property Acquisition and Management

a. Property Acquisition

1) The RFA program typically funds the following basic wildland firefighting equipment and supplies:

a) Personal Protective Equipment and Basic Gear

b) New Generation Fire Shelters and Case (Training shelters also allowable)

c) Communications equipment (P-25 compliant hand-held radios, mobile units for ground vehicles, pagers)

d) Basic Tools/Equipment

e) Basic Wildland Fire Training

f) Apparatus purchased from local DOI units through "negotiated fixed price sale" authority

g)   Other equipment

2)   Equipment purchases such as new fire engines or other such apparatus are usually not feasible. The dollar amount of individual RFA grants is not sufficient to fully fund large purchases of this type. However, the funding can be utilized to assist with the conversion, improvement or modification for fire suppression use of other purchased, contributed or Federal Excess Personal Property (FEPP) vehicles. RFA grants can be applied with other funds towards equipment purchases.

3)   RFA funds may not be used to purchase or construct "capital assets". "Capital assets" are defined as property or improvements which increase the value of real property. Examples of capital assets include utility, hydrant systems or sprinkler systems, building construction or improvement, etc. Alternate sources of funding and grants are available for these types of projects, such as Federal Emergency Management Agency (FEMA) grants.

b.   Property Management

1)   The Departmental standards governing management and disposition of property furnished by the federal government whose cost is charged to a project supported by a Federal award are in 43 CFR, Part 12. Recipients shall be required to observe these standards and shall not impose additional requirements. The recipient may use its own property management standards and procedures provided it observes the provisions of Sections 12.931 through 12.937.

2)   Equipment – Title (ownership) to equipment obtained under a RFA grant vest with the recipient or sub-recipient. For this reason, DOI bureaus will not maintain inventory records of equipment. Equipment procured by local governments and non-profit fire departments shall be used, managed and disposed of according to local requirements.

At a minimum, property records should include the following:

a)   Description of the property.

b)   A serial number or other identification number.

c)   The source of property.

d)   Who holds title.

e)   Acquisition date.

f)   The cost of the property.

g)   Percentage of federal participation in the cost of the property.

h)   The location of property.

i)   Use and condition of the property.

j)   Any ultimate disposition data including the date of disposal and sale property must be maintained.

3)   The recipient should take a physical inventory of the property and the results reconciled with the property records at least once every two years. A control system must be developed to ensure adequate safeguards to prevent loss, damage, or theft of property. Any loss, damage, or theft shall be investigated.

4)   Adequate maintenance procedures must be developed to keep the property in good condition. Disposition procedures must be established.

5)   Supplies – Title (ownership) to supplies acquired under a grant or sub-grant will vest, upon acquisition, to the recipient or sub-recipient, respectively.

8. Program Funding

Procedures for Requesting Funds

a.   Each DOI bureau has designated regional or state contacts for the RFA program. These contacts may be the first point of contact for an RFD in obtaining information pertaining to the RFA program. Bureaus may further designate local contacts at the appropriate level to work with their respective cooperating RFDs.

b.   To be considered for funding, eligible RFDs must complete the SF-424 "Application for Federal Assistance" and SF-424A "Budget Information-Non Construction Programs". The entire package must be submitted to the appropriate agency or designated cooperating partner.

c.   This date varies, as dictated by Congressional approval of budget appropriations.

d. Assistance agreements may be authorized from a period of one to five years. An RFD may apply for federal assistance annually even if they received awards the previous years.

9. Program Account Structure

The funding program code for the RFA program is 92620 with an allocation code of 92R00. The national office will establish one Project Cost Accounting Subsystem (PCAS) number for each Region. Regions and Agencies will use their organizational code when obligating funds. The national BIA-NIFC Budget Officer will prepare the funding distribution document to be signed by the Deputy Director, Trust Services.

10. Reporting of Annual Program Accomplishments

The DOI bureaus will utilize the National Fire Plan Operations and Reporting System (NFPORS) to enter and store RFA program data.

All program requests and awards will be consolidated only from NFPORS data. Each bureau is responsible for entering data into the NFPORS database. OWFC will establish timeframes for fiscal year and quarterly accomplishments.

11. RFA Program Monitoring and Accountability

Grants and agreements will be administered in accordance with applicable sections of CFR 43.12

Federal Financial System (FFS) or equivalent FFS may be used for further program obligation review and verification.

B. Ready Reserve

1. Policy

The Readiness Reserve (RR) program was a pilot program in FY-2006.

The emphasis of the RR program is to provide funding to support wildland firefighter training for non-federal cooperators to improve the capacity and capabilities of rural and volunteer fire departments (RFDs) that protect rural communities and play a substantial cooperative role in the suppression of wildland fires within, or in the vicinity of lands managed by the DOI.

The purpose of the Ready Reserve program is to increase wildland fire operational safety, effectiveness, and the capacity of rural fire departments serving as cooperators with the Department of the Interior (DOI). Rural fire departments can provide needed local initial and extended attack, protection of wildland-urban interface communities, and multi-agency wildfire attack and coordination activities.

The RR program is not a grant program.

2. Criteria For Rural Fire Departments To Participate

For RFDs to participate in the RR program, they must meet the minimum eligibility criteria:

a. The department must be party to a Cooperative Agreement with an Interior Agency or Bureau, or their respective State Forester, or Tribe, or an equivalent entity, with wildland fire responsibilities.

b. The RFD must have a Data Universal Numbering System (DUNS) number required for all grant applicants. The DUNS number is a required nine character identification number available free of charge from Dun & Bradstreet Inc

c. The fire department plays a consistent role as cooperator with DOI bureaus in initial /extended attack on or adjacent to DOI – managed lands.

d. The department protects a community of 10,000 persons or less that is located in the vicinity of DOI lands.

3. Implementation

The program will be administered by DOI bureaus with each bureau responsible for implementation of the program within geographic areas.

a. Eligible Applicants are:

   1) Chief's associations, local fire districts

   2) County and state fire management and forestry agencies, State Forester or equivalent

   3) Publicly funded, not-for-profit fire academies, universities, and community colleges

b.   Eligible proposal categories include:

1)   National Wildfire Coordinating Group courses, with emphasis on Fire Fighter Type 1 (FFT1), Engine Boss (ENGB), and Strike Team Leader for Engines (STEN) positions

2)   Field Day Sessions for students completing online Firefighter Training (S-130) and Introduction to Wildland Fire Behavior (S-190)

3)   Instruction for United States Fire Administration Crosswalk Gap Courses

4)   Wildland fire courses meeting United States Fire Administration, National Fire Protection Association, or other standards that address core wildland firefighting and leadership competencies

5)   Non- National Wildfire Coordinating Group courses such as local engine academies, multi-agency preparedness drills, simulation exercises, wildland urban interface operations etc, particularly those providing opportunities for completion of non-incident position task book elements.

6)   Activities enhancing the ability of local departments to safely and effectively conduct wildland urban interface protection operations

7)   National Wildfire Coordinating Group instructor training courses or other development sessions to increase availability of locally-based wildland fire instructors

8)   Courses, exercises or other developmental sessions to facilitate training of local Type 3 incident management organizations

9)   Firewise Home Ignition Zone Assessment training for local fire departments

c.   Allowable Expenses will be used only for expenses directly associated with wildland fire training for firefighters affiliated with cooperating fire departments (current paid or active volunteer staff):

1)   Instruction Facility Use Costs (i.e. meeting room rental)

2)   Instructional materials (books, DVDs, handouts, etc)

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    3)   Training Fire Shelters

    4)   Instructor Salary and travel costs, if applicable (not to exceed government per diem/lodging allowances).

  d.   Not Allowable Expenses

    1)   Cameras, televisions, DVD players, computers other durable equipment

    2)   Trailers or training equipment storage facilities

    3)   Tools (basic tools may be allowable under specific circumstances)

    4)   Personal Protective Equipment will no longer be funded

    5)   <u>County, state or federal firefighters are not eligible for ready reserve funded training.</u>

4. Administration Procedures

  a.   Regional and State DOI bureau contacts will:

    1)   Coordinate internally, and with the State Forester and other federal and local partners, as applicable, to jointly assess specific training needs within states and regions.

    2)   Solicit and collect applications.

    3)   Coordinate with partners to ensure:

      a)   Applicants, and intended recipients, are eligible to receive program benefits.

      b)   Proposed training addresses needs consistent with local priorities.

      c)   Information on application is complete, and in the specified format.

      d)   Redundant or duplicated requests are eliminated

    4)   Indicate collaboratively determined preference for funding priority, if more than one project is submitted per state

5) Ensure electronically submitted files are clearly named with the corresponding two-letter state identifier first. Example: CA California FY 10 RR Narrative.

6) Verify the State Forester (or state official with wildland fire responsibility) or their designee (i.e. State Training Officer) reviewed and approved the RR submission package. An e-mail notification is sufficient.

7) Ensure U.S. Regions each have a National Bureau Lead assigned to the coordination of RR activities, as listed at the end of this memorandum. They are available to answer questions and provide assistance.

b. DOI National Office Program Leads:

1) In coordination with the NIFC Fire Directors, will apportion funds to states and regions.

2) Provide a secondary quality control review of proposals. Leads may contact state or regional leads if further information is needed.

3) Will not adjust project priorities determined at state/region level except in unusual circumstances, and only after consultation with state leads and cooperators.

4) Ensure funds are apportioned to states using criteria to include:

a) Level of dependence on rural or volunteer fire departments for initial attack and extended operations support

b) Documented safety issues indicating training needs

c) Past funding levels, relative to other states

d) Fire occurrence and severity: past and present trends, predictive services forecasts

e) Past performance in the use of funds

f) Demonstrated regional need for specific skills sets

5) Leads prepare apportionment spreadsheet among states, and between DOI bureaus in coordination with NIFC budget staff.

6) Award documents are submitted to Bureau and National Association of State Forester Fire Directors for approval.

7) Package is forwarded to the DOI Office of Wildland Fire Coordination for administrative processing.

8) Bureaus advise state/regional leads of selections

5. Reporting Requirements

State fire academies will be responsible to submit a report of the firefighters trained and PPE distributed at the completion of the training, number of courses offered, name of individual and their fire department, and an inventory of equipment purchased. Included will be a detailed report of expenditures and copies of all receipts should be made available.

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Chapter – 17
Tribal Contracts/Compacts

A. Introduction

Public Law. 93-638 [The Indian Self-Determination and Education Assistance Act of 1975, as amended], provide maximum Indian participation in the Government and education of the Indian people: To provide for the full participation of Indian tribes in programs and services conducted by the Federal Government for Indians and to encourage the development of human resources of the Indian people; to establish a program of assistance to upgrade Indian education; to support the right of Indian citizens to control their own educational activities; and for other purposes.

B. Fire Management Administration

These guidelines are intended to be used by the Bureau and Indian Tribes when negotiating annual funding agreements, whether 638 or Self-Governance.

1. Guiding Principles

a. Indian tribal fire management programs will be held to the same standards as Bureau fire management programs. Both Bureau and Indian tribal programs will strive to achieve excellence.

b. Indian Tribal and Bureau Wildland Fire Management (WFM) programs will receive equal consideration for available budget and resources.

c. The Bureau is committed to working with Indian tribes to ensure the success of their WFM programs.

d. Indian tribes desiring to either compact or contract for national, regional or agency fire program functions or services provided by Bureau employees to benefit more than one Indian tribe must have a plan to provide comparable functionality or services and agreement of other affected Indian tribes.

2. Inherently Federal Activities

a. Hiring and termination of Federal employees including emergency firefighters or Administrative Determined Casuals (EFFs or ADs).

b. However, Indian tribes may designate a tribal official to sign as time officer on the EFF or AD timesheet (OF-288) when such Indian tribal officials are designated in a Memorandum of Agreement (MOA) or Memorandum of Understanding (MOU) or Contract scope of work statement between the Indian tribe and the Bureau.

c. Approval, consolidation and submission of budget requests.

d. Obligating federal funds.

e. Approval of resource management or land use plans, fire management plans (FMPs), NEPA documents, wildland fire decision support system (WFDSS) documents, burned area emergency stabilization (BAER) and rehabilitation plans. To fulfill its trust responsibility in resource protection, the Bureau must approve the documents in the preceding sentence. Even though Indian tribal approval of the foregoing documents cannot be in lieu of Bureau approval, it is strongly recommended that Indian tribes be included in the document review process, be provided the opportunity to document concerns they may have for the record and be afforded the opportunity for joint approval.

f. Delegation of authority (DOA) to incident management and BAER teams operating on reservations. It is required that the Bureau approves a DOA to such teams and is strongly recommended that DOA documents also be approved by the Indian tribe.

3. Wildland Fire Management Funding

a. Wildland Fire Preparedness activity

1) Consists of the following components:

- Readiness (includes program management)
- Research and Technology
- Fire Management Plans

This Activity consists of all the actions needed to prepare for the response to wildland fire ignitions. Preparedness funds provide significant support to the overall management and planning of the Bureau's and Indian tribal fire management programs. Preparedness includes readiness and capability to provide safe, cost-effective fire management programs in support of land and resource management plans. This activity requires the hiring and training of personnel, interagency hotshot crews, prevention activities, purchase and contracting of equipment, supplies, and support; planning and coordination, policy development and oversight, research as well as interagency coordination and direction which may include establishment and funding of interagency agreements and interagency fair share contributions as well as national programs.

2)   Congress appropriates the preparedness or readiness budget based on the normal year readiness and performance capability or a percentage of the normal year readiness and performance capability.

3)   Indian tribal fire management programs will be budgeted at the percentage of the normal year readiness and performance capability appropriated for a given fiscal year.

4)   Indian tribes are eligible for available tribal shares.

5)   Indian tribes are eligible for indirect costs from the wildland fire appropriation.

6)   The normal year readiness and performance capability funding, tribal shares, and indirect costs may be included in the Indian tribal annual funding agreements (AFAs). For compacted wildland fire preparedness, wildland fire prevention and interagency hotshot programs, funding shall be transferred to the Office of Self-Governance (OSG) by the BIA NIFC Budget Officer.

7) Non-recurring funding (e.g. one-time funding or one-time project funding) will be applied for annually and distributed to Indian tribes through Bureau regional offices via cooperative agreements, grants or contracts. Funding shall be transferred to the Office of Self-Governance (OSG) by the BIA NIFC Budget Officer. These are project-based one-time transfers of funds. Indirect costs on non-recurring or one-time wildland fire preparedness funds are not authorized, however reasonable administrative and over head costs incurred by Indian tribes in such projects may be authorized and should be built into such projects as direct costs. Indian tribal and Bureau programs will be given equal consideration for non-recurring preparedness funding and will be coordinated at the Regional Office level.

b. Fire Facility Construction and Maintenance Activity

Consists of the following:

- Projects for construction of fire facilities valued at greater than $25,000 must be included in the five-year DOI Facilities Construction Plan and identified as part of the Wildland Fire Annual Budget Appropriation.

- Funding is obtained by Indian tribes through Bureau regional offices via cooperative agreements, contracts or through agreements with other Federal agencies to reimburse Indian tribes for fire facilities construction costs on a project-by project basis.

- Indirect costs for fire facilities and deferred maintenance construction projects are not authorized. Administrative fees are authorized when requests have them built into the total cost of the construction project as a direct cost.

This activity provides for the maintenance and construction of fire facilities for line item funded in the Department of the Interior (DOI) wildland fire appropriation only. All projects are approved through a consolidated DOI process and entered into the Departments five year plan. The five-year plan is a fiscal year based plan and is part of the overall budget process. The plan requires annual updating so that the budget request continues to reflect a five-year picture of the actual need. As a result, the schedule of activities is based on the fiscal year, not the calendar year. The annual update presents the opportunity for the fire bureaus' to adjust project priorities based on newly identified needs or previously identified needs that have become more critical during the past year. Projects in the out-years may also be removed become more critical during the past year. Projects in the out-year may also be removed because they were

addressed through other means. The Bureau's five-year plan submissions are completed at least a year before Congress enacts the annual appropriation.

c.   Emergency Suppression activity

1)   This activity provides for the development and implementation of three operation components:

- Emergency Suppression
- Emergency Stabilization
- Severity

2)   Emergency suppression includes all wildfire suppression activities

- Funding is obtained by Indian tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for fire costs on a fire-by-fire basis [per FireCode]. Indirect costs for fire suppression are not authorized.

- Indian tribes and the Bureau may negotiate to establish an escrow account based on historical fire suppression costs. This is a one-time expense. The account will be reimbursed on a fire-by-fire [per FireCode] basis. If an Indian tribe should retrocede or the Bureau reassumes suppression responsibilities the account will be reimbursed in total to Bureau.

3)   Emergency stabilization includes all post fire burned area stabilization activities covered by approved emergency stabilization plans. Funding is obtained by Indian tribes through agreements established by the Bureau regional offices or other Federal agencies to reimburse Indian tribes for costs on a project by project basis [per FireCode]. Indirect costs for emergency stabilization projects are not authorized, however reasonable administrative and overhead costs incurred by Indian tribes in such projects may be authorized within stabilization plans and should be built into the project and treated as a direct cost.

4)   Severity [Short-term and Long-term] authority and funding for activities necessary to augment initial attack capability when abnormal fire conditions occur throughout a region resulting in the fire season starting earlier than normal, or exceeding average high fire danger ratings for prolonged periods.

Funding is obtained by Tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for severity costs incurred under an approved fire severity cost request.

Indirect costs for severity funds are not authorized.

5) Hazard Fuel Reduction Operations (WUI and Non-WUI)

Includes costs associated with planning and the operational of hazardous natural fuel reduction projects and restoration of fire to the ecosystem through the use of prescribed fire except prescribed fire fuel treatment projects specifically planned to treat hazardous fuels adjacent to "high risk" wildland/urban interface communities.

- Funding is obtained by Indian tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for wildfire costs on a project by project basis (per project code).

- Indirect costs for hazard fuel reduction, fire use projects and authorized fuels personnel costs are authorized and will be provided to Indian tribes through agreements established by regional Bureau offices or other federal agencies.

- Includes costs associated with planning and the operational implementation of mechanical treatment(s) except when such mechanical treatment projects are specifically planned to treat hazardous fuels adjacent to the "high risk" wildland/urban interface communities.

- Indirect costs for hazard fuel reduction, fire use projects are authorized and will be provided to Indian tribes through agreements established by Bureau regional offices or other Federal agencies.

- Includes costs associated with planning and the operational implementation of projects to treat fuels adjacent to "high risk" wildland/urban interface communities through mechanical means (thinning, brushing, herbicide, etc.) or prescribed fire.

- Indirect costs for hazard fuel reduction, wildland urban interface projects and authorized fuels personnel staffing are authorized and will be provided to Indian tribes through agreements established by Bureau regional offices or other Federal agencies.

6) Rural Fire Assistance activity

The Rural Fire Assistance (RFA) program was initially authorized in the FY 2001 Interior and Related Agencies Appropriations Act (*Public Law* 1006-291) the intent was to provide assistance to rural fire departments that protect rural communities and play a substantial cooperative role in the suppression of wildland fire in, on or near Department of Interior (DOI) lands. This is a grant program. Funding provides for the purchases of wildland fire safety equipment, firefighting tools, training and essential communications equipment to continue enhancing interoperability with other Federal and State cooperators.

Funding may be applied for and, if an Indian tribe's RFD Assistance proposal is approved by Bureau, will be distributed to Indian tribes through Bureau regional offices via a grant. These are grants and considered project-based one-time transfers of funds. Indirect costs for rural fire assistance funding are not authorized.

7) Burned Area Rehabilitation activity

Includes all post-fire burned area rehabilitation activities covered by approved rehabilitation plans.

Funding is obtained by Indian tribes through agreements established by Bureau regional offices or other Federal agencies to reimburse Indian tribes for fire costs on a project-by-project basis (per FireCode).

Indirect costs for rehabilitation projects are not authorized, however an administrative or overhead costs incurred by Indian tribes in such projects may be authorized within stabilization/ rehabilitation plans but must be built into the project cost and will be treated as a direct cost.

4. Program Operational Standards

Unless waivers to the following standards are explicitly approved and identified in Indian tribal annual funding agreements, the following standards will apply to Indian tribal fire management programs.

a. Fire program personnel that will be assigned to wildland fire incidents must meet the National Wildland Fire Coordinating Group (NWCG) standards for the positions held and functions performed. Indian tribal fire management officers are responsible for certifying Indian tribal program employee qualifications and maintaining records of their employee qualifications. They may use the firefighter qualifications/ certification component of the incident qualification and certification system (IQCS). They may choose to do so, but are not required to use that system.

b. NWCG position standards are considered the "industry standard" in the United States wildland fire community and are essential for safe operations in the hazardous wildland fire environment. Failure to meet the standards will prohibit participation in off reservation fire activities and could put Indian tribal fire fighters at personal risk.

c. Fire occurrence reports will be encoded to the wildland fire management information (WFMI) System within two weeks after a wildfire is declared out. Obligating government funds is an inherently Federal function and fire reports are an essential element in accounting for the obligation of Federal funds.

d. Placing resource orders for incident management teams (IMTs) to manage extended, large fire operations, or for BAER/Rehabilitation teams requires the involvement of Bureau. All actions require that the Bureau approve delegations of authority to teams, because they involve the commitment to obligate large amounts of Federal funds and/or involve operations critical to meeting the Bureau trust responsibility on Indian land.

e. The *Interagency Incident Business Management Handbook* will be used as a guide for wildland fire management operations. Fire suppression operations require the obligation of large amounts of Federal funds and the *Interagency Incident Business Management Handbook* is the "industry standard" for the conduct of financial business by the wildland fire community. It provides fair and prudent business practice guidance to situations common to wildland fire project operations.

   f.   Approved FMPs and documented compliance with environmental and cultural resource management laws must be complete to receive project funding for fuels treatment projects involving prescribed fire or mechanical treatments. The desired condition is to have a fire management plan that compliments an approved integrated resource management plan (IRMP) or forest management plan (FMP). Prescribed fire operations have potential for large liability and are critical to the Bureau trust responsibility on Indian land so quality program and project level implementation planning for its use is required.

5. Indirect Cost

In January of each fiscal year, the Budget Officer in the Branch of Fire Management will contact the Regional Awarding Official and the Office of Self-Governance (OSG) to get the applicable indirect cost rates for Indian tribes that are contracting and compacting the WFM program.

In late January of each fiscal year, the Branch of Fire Management will distribute indirect cost funding to OSG tribes and the BIA Regional Office awarding officials will request indirect cost funding for contracting Indian tribes.

6. Minimum Provisions for Contract and Annual Funding Agreements

The minimum provisions that are recommended to be included in annual funding agreements are as follows:

   a.   Amount of program funding (normal year readiness and performance capability).

   b.   Estimated amount of indirect cost funding with language subjecting the final amount to the process identified in the foregoing indirect cost rates section as negotiated by the National Business Center or Department of Health and Human Services.

   c.   When applicable, the identity of fire program components or functions to be retained by Bureau.

   d.   When applicable, the identity of fire program tasks or functions to be performed by the Indian tribe and those retained by the Bureau.

   e.   When applicable, the identity of any fire program operational standards waived by the Indian tribe and the identity of the alternative standard to be used.

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Chapter 18
Reviews and Investigations

A. Introduction

Reviews and investigations are two methods used by wildland fire and aviation managers to ensure or improve safety and efficiency, determine if any policy or operational changes should be initiated, and identify any management system failures.

Information (other than factual) derived from safety reviews and accident investigations should only be used by the agency for accident prevention and safety purposes.

Reviews are a methodical examination of system elements based on improving performance and increasing safety.

Investigations are detailed and methodical efforts to collect and interpret facts related to an incident or accident, identify causes (organizational factors, workplace factors, and unsafe acts) and develop control measures to prevent recurrence.

Depending on the complexity and severity, reviews and investigations may be conducted at the Agency, Regional, or National level.

1. Multiagency Cooperation

Many reviews and investigations involve cooperation between Federal, State, County, and Municipal Agencies. To fulfill each agencies authorities, policies, and responsibilities a multi-agency review or investigation may be necessary.

The Team Leader or delegating official(s) should establish cooperative relationships with the other agencies involved in the review or investigation to ensure policies and responsibilities are met. This may involve negotiations, cooperative agreements, and coordination with the agency Designated Agency Safety and Health Official (DASHO) or the Agency official who signs the delegation of authority.

2. Federal Interagency Investigations

Close calls or accidents that involve interagency (USFS or DOI) personnel and/or jurisdiction (e.g., USFS firefighter injured on Tribal jurisdiction wildland fire & vice versa) shall be reviewed or investigated cooperatively and conducted at the appropriate level as outlined in this chapter. Agency Administrators will ensure that affected agencies are involved throughout the review/investigation process.

When an incident does not meet the serious accident criteria the affected Agency Administrators should jointly decide what type and level of investigation will be conducted based on agency processes outlined in this chapter. Clarifying questions should be addressed to your agency wildland fire safety program manager.

B. Policy

DOI policy requires investigation or reviews of all wildland fires with entrapments and/or fire shelter deployments, multiple injuries, fatalities, escaped prescribed fires, and property or equipment damage of more than $250,000. The Designated Agency Safety and Health Official (DASHO) decision may warrant an investigation depending on severity or potential.

C. Reviews

Reviews address all or any aspects of wildland fire and aviation management. Reviews may focus on program oversight, safety, leadership, operations, specific incidents, preparedness, training, staffing, business practices, budget, planning, interagency cooperation, and linkage between Fire/Fuels Management and other BIA programs. Reviews do not have to be associated with a specific incident. The purpose of a review is to ensure the effectiveness of the system element under evaluation, and identify deficiencies and recommend specific corrective actions.   Established review types are described below and include:

1. Review Types and Requirements

Type	When Implemented	Delegating Official
Preparedness Review	Annually, or management discretion	Agency/Region/ National
After Action Review	Management discretion	
Fire and Aviation Safety Team Review	As fire activity dictates	Geographic Area Coordinating Group
Aviation Safety and Technical Assistance Team Review	As aviation activity dictates	Agency/Regional Aviation Manager or MACG
Large Fire Cost Review	Refer to NWCG Memorandum #003-2009	BIA Fire Director
Individual Fire Review	Management discretion	Agency/Region/ National
Lessons Learned Review	Management discretion	Agency/Region/ National
Escaped Prescribed Fire Review	See *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (2008)	

2. Preparedness Reviews

Fire Preparedness reviews assess fire programs for compliance with established fire policies and procedures as outlined in the current *Wildland Fire and Aviation Program Management and Operations Guide* and other pertinent policy documents. Reviews identify organizational, operational, procedural, personnel or equipment deficiencies, and recommend specific corrective actions. Interagency Preparedness Review Checklists can be found at: http://www.nifc.gov/policies/preparedness_reviews/preparedness_reviews.htm

3. After Action Review (AAR)

An AAR is a learning tool intended for the evaluation of an incident or project in order to improve performance by sustaining strengths and correcting weaknesses. When possible, the leader of the incident or project should facilitate the AAR process.

AARs may be conducted at any organizational level. All AARs follow the same format, involve the exchange the ideas and observations, and focus on improving proficiency. The AAR should not be utilized as an investigational review process. An AAR should encourage input from participants that is focused on:

- What was planned?

- What actually happened?

- Why it happened?

- What can be done the next time?

More information on the AAR process can be found in the *Incident Response Pocket Guide* (IRPG), PMS #461, NFES #1077.

4. Fire and Aviation Safety Team Reviews (FAST)

Fire and Aviation Safety Teams assist Agency Administrators during periods of high fire activity by assessing policy, rules, regulations, and management oversight relating to operational issues. FAST can also do the following:

- Provide guidance to ensure fire and aviation programs are conducted safely.

- Assist with providing immediate corrective actions.

- Review compliance with OSHA abatement plan(s), reports, reviews and evaluations.

- Review compliance with *Wildland Fire and Aviation Program Management and Operations Guide*

FAST reviews can be requested through geographic area coordination centers to conduct reviews at the state/regional and local level. If a more comprehensive review is required, a national FAST can be ordered through the National Interagency Coordination Center (NICC).

FASTs include a Team Leader, who is either an Agency Administrator 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.

FASTs will be chartered by their respective Geographic Area Coordinating Group (GACG) with a delegation of authority, and report back to the GACG.

FAST reports 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. As follow-up, the team will gather and review all reports prior to the end of the calendar year to ensure identified corrective actions have been taken. FAST reports should be submitted to the geographic area with a copy to the Federal Fire and Aviation Safety Team (FFAST) within 30 days.

5. Aviation Safety and Technical Assistance Team Review (ASTAT)

During high levels of aviation activity it is advisable to request an Aviation Safety and Technical Assistance Team. The team's purpose is to assist and review helicopter and/or fixed wing operations on ongoing wildland fires. An ASTAT team should be requested through the agency chain of command and operate under a delegation from the appropriate Agency/Regional/National aviation manager or multi-agency coordinating group. Formal written reports will be provided to the appropriate manager. An ASTAT should consist of:

- Aviation Safety Manager

- Operations Specialist (helicopter and/or fixed wing)

- Pilot Inspector

- Maintenance Inspector (optional)

- Avionics Inspector (optional

6. Large Fire Cost Reviews

An interagency large Fire Cost Review will be conducted when an incident (single or complex) meets or exceeds Federal combined expenditure of $10 million

A review may also be conducted when an incident (single or complex) meets or is expected to meet one or more of the following criteria:

- The predicted time to achieve the fire management objective exceeds 21 days.

- There are significant political, social natural resources, or policy concerns.

- There are complicated cost-share or multi-jurisdictional issues.

- The affected agency requests a review.

It is the responsibility of the Agency Administrator to monitor large fire costs and advise the appropriate individuals(s) within the BIA of the need for a Large Fire Cost Review. The Agency Administrator will provide a delegation of authority to the Cost Review Team authorizing the implementation of a review.

7. Individual Fire Review

Individual fire reviews examine all or part of the operations on an individual fire. The fire may be ongoing or controlled. These reviews may be Agency, Regional, or National. These reviews evaluate decisions and strategies; correct deficiencies; identify new or improved procedures, techniques or tactics; determine cost-effectiveness; and compile and develop information to improve agency, regional or national fire management programs.

8. Lessons Learned Review (LLR)

The purpose of a LLR is to focus on the near miss event or condition in order to prevent a potential serious incident in the future. In order to continue to learn from our near misses and our successes it is imperative to conduct a LLR in an open, non-punitive manner.

LLRs are intended to provide educational opportunities that foster open and honest dialog and assist the wildland fire community in sharing lessons learned information. LLRs provide an outside prospective with appropriate technical experts assisting involved personnel in identifying root causes and sharing findings and recommendations

A LLR should be tailored to the event being reviewed and the extent of the review should be commensurate with the severity of the incident being reviewed. A LLR should not be used in lieu of a Serious Accident Investigation (SAI) or Non-Serious Accident Investigation (NSAI) when criteria for the SAI/NSAI have been met.

The LLR will be led by a facilitator not involved in the event. A facilitator should be an appropriate fire management expert who possess skills in interpersonal communications, organization, and be unbiased to the event. Personnel involved in the event will be participants in the review process. Depending upon the complexity of the event, the facilitator may request assistance from technical experts, (e.g., fire behavior, safety, etc.).

The LLR facilitator will convene the participants and:

- Obtain a delegation of authority from the agency administrator.

- Identify facts of the event and develop a chronological narrative of the event.

- Identify underlying reasons for success or unintended outcomes.

- Identify what individuals learned and what they would do differently in the future.

- Identify any recommendations would prevent future similar occurrences.

- Provide a final written report including the above item to the pertinent Agency Administrator(s) within two weeks of event occurrence unless otherwise negotiated. Names of involved personnel should not be included in the report (reference them by position).

A copy of the final report will be submitted to the Wildland Fire Safety Specialist at the National Interagency Fire Center who will provide a copy to the Wildland Fire Lessons Learned Center (WFLLC)

9. Escaped Prescribed Fire Review

An escaped prescribed fire can be defined as having exceeded or is expected to exceed prescription. Escaped prescribed fire review direction can be found in the following documents:

- *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (August 2008)*

- *Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009)*

- *Bureau of Indian Affairs Fuels Management Program Guide (December 2008)*

10. Investigation Types and Requirements

	Investigation Type	Notification Requirement	Management level that determines review type and authorizes review
Serious Wildland Fire Accident	Serious Accident Investigation (SAI)	National	National
Non Serious Wildland Fire Accident	Non-Serious Accident Investigation (NSAI)	National	Agency Region National
Entrapment	SAI, NSAI, LLR, depending on severity	National	National
Fire Shelter Deployment	SAI, NSAI, LLR, depending on severity	National	National
Near-miss	LLR, AAR	Management Discretion	Agency Region National
Escaped Prescribed Fire	Escaped Prescribed Fire Review		Agency Region National
Fire Trespass	Fire Cause Determination & Trespass Investigation	Local	Local

11. Investigations

The following provides guidance and establishes procedures for incident/accident investigations, and should be used as a guide for this procedure. Investigations for the following categories are required, and must be conducted by a trained Team Leader and Chief Investigator. Initial notification to the National Office of Forestry and Fire Management is mandatory. All investigations will follow the policy outlined in the DOI Departmental Manual, Part 485, Chapter 7 (485 DM 7).

a. Serious Wildland Fire Accident (SAI)

An unplanned event or series of events that resulted in death; injury, occupational illness, or damage to or loss of equipment or property. For wildland fire operations, a serious accident would involve any of the following;

- One or more fatalities

- Three or more personnel who are inpatient hospitalized as a direct result of or in support of wildland fire operations.

- Property or equipment damage of $250,000 or more

- Consequences that the Designated Agency Safety and Health Official (DASHO) judges to warrant a Serious Accident Investigation.

b.   Non-Serious Wildland Fire Accident (NSAI)

An unplanned event or series of events that resulted in injury, occupational illness, or damage to or loss of equipment or property to a lesser degree than defined in "serious wildland fire accident".

c. Entrapment

Defined by NWCG as situations where personnel are unexpectedly caught in a fire behavior-related, life-threatening position where planned escape routes and safety zones are absent, inadequate, or have been compromised. Entrapments may or may not include deployment of a fire shelter for its intended purpose, and they may or may not result in injury. Entrapment may result in a serious wildland fire accident, a non-serious wildland fire accident or a near-miss.

d. Fire Shelter Deployment

May occur in situations where individuals are not entrapped. However, any time a shelter is deployed (other than for training purposes), regardless of circumstances, notification to the BIA Wildland Fire Safety Specialist is required. The level of investigation will be determined at the national level.

e. Incidents with Potential (Near Miss) and/or Non-Serious Injury

Include wildland fire-related incidents/accidents that result in serious or non-serious injuries involving single/multiple personnel, near accidents (which would have resulted in a serious injury or fatality), substantial loss of property (less than $250,000), or are so complex and fraught with operational discrepancies that it has the potential to produce an accident, serious injury or fatality given a similar environment or set of circumstances that existed at the time of the incident.

D. Processes Common to Serious and Non-Serious Wildland Fire Investigations

1. Site Protection

The site of the incident should be secured immediately and nothing moved or disturbed until the area is photographed and visually reviewed. Exact locations of injured personnel, entrapments, injuries, fatalities, and the condition and location of Personal Protective Equipment, property, and other equipment must be documented.

2. Management of Involved Personnel

Treatment, transport, and follow up care must be immediately arranged for injured and involved personnel. The Agency Administrator or delegate should develop a roster of involved personnel and supervisors and ensure they are available for interviews by the investigation team. The Agency Administrator should consider relieving involved supervisors from fireline duty until the preliminary investigation has been completed.   Attempt to collect initial statements from the involve individuals prior to a Critical Incident Stress Management (CISM) session.

3. Critical Incident Stress Management (CISM)

CISM is the responsibility of local Agency Administrators, who should have individuals pre-identified for critical incident stress debriefings. Refer to the *Agency Administrator's Guide to Critical Incident Management* (PMS 926), available at:
http://www.nwcg.gov/pms/pubs/pms926.doc
Individuals or teams may be available through Employee Assistance Programs (EAPs).

A Critical Incident Stress Defusing should be provided no more than 8 hours after an incident, or if possible, it should be provided immediately (one to two hours) after the incident, and usually takes 30 minutes to 1 hour. A Critical Incident Stress Debriefing should occur between 24 to 72 hours after the incident, and usually takes 1-3 hours.

4. 24-Hour-Preliminary Report

This report contains only the most obvious and basic facts about the accident. It will be completed and forwarded by the Agency Administrator responsible for the jurisdiction where the accident occurred. Names of injured personnel are not to be included in this report (reference them by position).

5. 72-Hour Expanded Report

This report provides more detail about the accident and may contain the number of victims, severity of injuries, and information focused on accident prevention. It will be completed and forwarded by the SAIT to the Agency Administrator. Names of injured personnel are not to be included in this report (reference them by position).

6. Serious Accident Investigation (SAI) Process

Immediately following an incident or accident identified in any of the preceding categories, the following groups and individuals should be notified:

- Agency Superintendent/Regional Director

- BIA Director, Branch of Fire Management.

- BIA National Wildland Fire and Aviation Safety Specialist (will follow Emergency Notification Protocol calling tree)

- Tribal/Local law enforcement

- Regional FMO

- National Interagency Coordination Center (NICC) ,

- OSHA within 8 hours if the accident resulted in one or more fatalities or if three or more personnel are inpatient hospitalized.

a.   Director, Branch of Wildland Fire Management

The Fire Director or designee(s) will:

- Notify the agency safety manager and Designated Agency

- Safety and Health Official (DASHO).

- Immediately appoint, authorize, and deploy an accident

- Investigation team.

- Provide resources and procedures adequate to meet the team's needs.

- Receive the Factual and Management Evaluation Reports and take action to accept or reject recommendations.

- Forward investigation findings, recommendations, and

- Corrective action plan to the DASHO (the agency safety

- Office is the "office or record" for reports).

- Convene a board of review (if deemed necessary) to evaluate the adequacy of the Factual and Management Evaluation Reports and suggests corrective actions.

- Ensure a corrective action plan is developed, incorporating management initiatives established to address accident causal factors.

b.   Agency Administrator:

- Develop local preparedness plans to guide emergency response.

- Identify agencies with jurisdictional responsibilities for the accident.

- Provide for and emphasize treatment and care of survivors.

- Ensure the Incident Commander secures the accident site.

- Conduct an in-briefing to the investigation team.

- Facilitate and support the investigation as requested.

- Implement Critical Incident Stress Management (CISM).

- Notify home tribal leadership or affected agency.

- Prepare and issue required 24 hour report.

Following initial notifications, the Director, Branch of Fire Management will form the investigation team and coordinate their dispatch through the National Interagency Coordination Center (NICC). Investigation team composition, as outlined in 485 DM 7, is as follows:

E. Serious Accident Investigation Team Composition

1. Team Leader (Core Team Member)

A senior BIA management official, at the equivalent Agency Superintendent level. The team leader receives a Delegation of Authority (DOA) from the Regional Director, and then acts to direct the investigation and serve as the point of contact with the BIA safety office and Bureau Designated Agency Safety and Health Official (DASHO).

2. Chief Investigator (Core Team Member)

A qualified accident investigation specialist responsible for the direct management of all investigation activities. The Chief Investigator reports to the Team Leader.

3. Accident Investigation Advisor/Safety Manager (Core Team Member)

An experienced safety and occupational health specialist or manager who acts as an advisor to the team leader to ensure that the investigation focus remains on safety and health issues. The accident investigation advisor also works to ensure that strategic management issues are examined.

4. Interagency Representative

An interagency representative will be assigned to every fire-related SAI Team to assist the Team Leader with outside agency perspectives.

5. Technical Specialists

Personnel who are qualified and experienced in specialized occupations, activities, skills, and equipment, addressing specific technical issues such as fire operations, fire behavior, weather and terrain.

6. Public Affairs Officer

For investigations with high public visibility and significant media interest, a Public Affairs Officer (PAO) should be considered to part of the team. The PAO generally should not be affiliated with the home unit. Duties for the PAO would include a communications plan for the team, point of contact for news media, and other external communications. All media related documents will coordinate through the BIA Fire Communications Specialist in the NIFC Public Affairs Office prior to external release.

Qualifications for PAO should be at the Type 1 or 2 Public Information Officer level as determined by the Incident Qualifications and Certification System (IQCS), and be familiar with SAI team organization and functions.

7. Documentation Specialist/Writer Editor

Works directly for the Chief Investigator to provide document management support and assists the team in preparation of the Factual and Management Evaluation Reports (MER). Training should include successful completion of the Serious Accident Investigation Course (BLM Course 1112-5).

8. The Final Report

Within 45 days of the incident, a final report consisting of a Factual Report (FR) and a Management Evaluation Report will be produced by the investigation team to document facts, findings, and recommendations and forward to the Designated Agency Safety and Health Official (DASHO) through the BIA Fire Director.

9. Factual Report

This report contains a brief summary or background of the event, and facts based only on examination of technical and procedural issues related to equipment and tactical fire operations. It does not contain opinions conclusions, or recommendations. Names of injured personnel are not to be included in this report (reference them by position). Post-accident actions should be included in this report (emergency response attributed to survival of a victim, etc).

Factual Reports will be submitted to Wildland Fire Lessons Learned Center (WFLLC) by the BIA National Wildland Fire and Aviation Safety Specialist, and posted at: http://www.wildfirelessons.net/Reviews.aspx

10. Management Evaluation Report (MER)

The MER is intended for internal use only and explores management policies, practices, procedures, and personnel performance related to the accident. The MER categorizes findings identified in the factual report and provides recommendations to prevent or reduce the risk of similar accidents.

The MER includes the following sections

- Executive Summary

  A brief narrative of the facts involving the accident. Keep this section short. Readers can refer to the factual report if they want more detail.

- Findings

  From the factual report.

- Recommendations

  Recommendations are prevention measures management may take to prevent similar accidents. The recommendations must be reasonable, feasible, relate to the cause(s) of the accident, and allow for definitive closure. Depending upon the scope of impact, recommendations can be implemented by an Agency, Regional Office or at the National level. The team should specify who should implement the recommendations.

- Enclosures

  Information not contained in the Factual Report, but which the team feels necessary to support their recommendations. Since this report can be obtained by the public under certain circumstances, do not include anything that is not needed to substantiate recommendations.

F. Investigation Report Standard Format

1. Executive Summary

A brief narrative of the facts involving the accident including dates, locations, times, name of incident, jurisdiction(s), number of individuals involved, etc.

2. Narrative

A detailed chronological narrative of events leading up to and including the accident, as well as rescue and medical actions taken after the accident. This section should spell out in detail who, what, and where.

3. Investigation Process

A brief narrative stating the team was assigned to investigate the accident. It should include a standard statement that human, material, and environmental factors were considered. If one of these factors is determined to be non-contributing to the accident, it should be addressed first and discounted. For example, if the investigation revealed that there were no environmental findings that contributed to the accident, simply note the fact and move on to the next factor. Human factors or material factors paragraphs should not be formulated so as to draw conclusions, nor should they contain adjectives or adverbs that describe and thus render an opinion into pertinent facts.

4. Findings

Findings are developed from the factual information and are based on the weight of evidence, professional knowledge, good judgment and are listed in chronological order. Findings must be substantiated by the factual data within the report.

5. Discussion

Provide a brief explanation of factual and other pertinent information that lead to the finding(s).

6. Recommendations

Recommendations are prevention measures that should be taken to prevent similar accidents. Provide recommendations that are consistent with the findings and identify at which level the action needs to occur.

7. Conclusions and Observations

Investigation team's opinions and inferences may be captured in the section.

8. Maps/Photographs/Illustrations

Graphic information used to document and visually portray facts.

9. Appendices

Reference materials (e.g., fire behavior analysis, equipment maintenance reports, and agreements).

10. Records

Factual data and documents used to substantiate facts involving the accident.

11. Board of Review

The Agency Administrator with jurisdiction (usually the Regional Director) will receive the Factual and Management Evaluation Reports once they have been completed by the Investigation Team. The Agency Administrator in conjunction with the BIA National office of Forestry and Fire Management, will convene a Board of Review (if necessary) to evaluate the adequacy of the factual and management reports and suggest corrective actions.

G. Wildland Fire Non-Serious Accident Investigation Process

1. Notification

Supervisors will notify the unit Fire Management Officer, who will then make notification through chain of command to the Regional and National Office.

2. Investigation Team Membership

Investigation team membership should be commensurate with the complexity and/or severity of the accident. For complex investigations, the team should consist of a Chief Investigator, a safety advisor/manager, and one technical specialist. Team members may have dual roles (e.g., Chief Investigator/safety advisor). More complex accidents may require the need for a Team Leader and multiple technical specialists.

3. Final Report

Within 45 days of the accident, a final report detailing the accident to include facts, findings, and recommendations shall be submitted to the senior manager dependent upon the level of investigation (e.g., Local Agency Superintendent, Regional Director, and Agency Fire Director or their designee). If a lower level investigation is conducted, a courtesy copy of the final report shall be sent to the BIA Wildland Fire Safety Specialist.

The Final Report (minus recommendations, conclusions and observations) will be submitted to Wildland Fire Lessons Learned Center (WFLLC) by the BIA Wildland Fire Safety Specialist, http://iirdb.wildfirelessons.net/main/Reviews.aspx

H. Non-Serious Accident Investigation Report Standard Format

1. Executive Summary

A brief narrative of the facts involving the accident including dates, locations, times, name of incident, jurisdiction(s), number of individuals involved, etc. Names of injured personnel or personnel involved in the accident are not to be included in this report (reference them by position).

2. Narrative:

A detailed chronological narrative of events leading up to and including the accident, as well as rescue and medical actions taken after the accident. This section will contain who, what, and where.

3. Investigation Process

A brief narrative stating the team was assigned to investigate the accident. It should include a standard statement that human, material, and environmental factors were considered. If one of these factors is determined to be non-contributing to the accident it should be addressed first and discounted. For   example, if the investigation revealed that there were no environmental findings that contributed to the accident, simply note the fact and move on to the next factor. Human factors or material factors paragraphs should not be formulated so as to draw conclusions, nor should they contain adjectives or adverbs that describe and thus render an opinion into pertinent facts.

4. Findings

Findings are developed from the factual information. Each finding is a single event or condition. Each finding is an essential step in the accident sequence, but each finding is not necessarily causal. Do not include any more information in each finding than is necessary to explain the event occurrence. Findings must be substantiated by the factual data and listed in chronological order within the report.

5. Discussion

Provide a brief explanation of factual and other pertinent information that lead to the finding(s).

6. Recommendations

Recommendations are the prevention measures that should be taken to prevent similar accidents. Provide recommendations that are consistent with the findings and identify at which level the action needs to occur.

7. Conclusions and Observations

Investigation team's opinions and inferences may be captured in the section.

8. Maps/Photographs/Illustrations

Graphic information used to document and visually portray facts.

9. Appendices

Reference materials (e.g., fire behavior analysis, equipment maintenance reports, agreements).

10. Records

Factual data and documents used to substantiate facts involving the accident.

I. Wildland Fire Trespass

Agency policy requires any wildfire to be investigated to determine cause, origin, and responsibility. Accurate fire cause determination is a necessary first step in a successful fire investigation. Proper investigative procedures, which occur concurrent with initial attack, more accurately pinpoint fire causes and can preserve valuable evidence that would otherwise be destroyed by suppression activities.

The agency or its employees shall pursue cost recovery or document why cost recovery is not initiated for all human caused fires on public and/or other lands under protection agreement.

Fire trespass refers to the occurrence of unauthorized fire on agency-protected lands where the source of ignition is tied to some type of human activity.

1. Policy

The agency shall pursue cost recovery, or document why cost recovery is not required, for all human-caused fires on public and federal lands. The agency will also pursue cost recovery for other lands under fire protection agreement where the agency is not reimbursed for suppression actions, if so stipulated in the agreement.

For all human-caused fires where negligence can be determined, trespass actions are to be taken to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements. Only fires started by natural causes will not be considered for trespass and related cost recovery.

The determination whether to proceed with trespass action must be made on "incident facts," not on "cost or ability to pay." Trespass collection is both a cost recovery and a deterrent to prevent future damage to public, federal, and Tribal land. It is prudent to pursue collection of costs, no matter how small. This determination must be documented and filed in the unit office's official fire report file.

The Agency Administrator has the responsibility to bill for the total cost of the fire and authority to accept only full payment. On the recommendation of the Agency Administrator/Regional Director, the Solicitor/Office of General Counsel may compromise claims of the United States, up to the monetary limits ($100,000) established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2. The Solicitor/Office of General Counsel will refer suspension or termination of the amount, in excess of $100,000, exclusive of interest, penalties, or administrative charges, to the Department of Justice.

Unless specified otherwise in an approved protection agreement, the agency that has the land management jurisdiction/administration role is accountable for determining the cause of ignition, responsible party, and for obtaining all billable costs, performing the billing, collection, and distribution of the collected funds. The agency with the fire protection responsibility role must provide the initial determination of cause to the agency with the land management jurisdiction/administration role. The agency providing fire protection shall provide a detailed report of suppression costs that will allow the jurisdictional agency to proceed with trespass procedures in a timely manner.

Each agency's role in fire trespass billing and collection must be specifically defined in the relevant Cooperative Fire Protection Agreement. The billing and collection process for federal agencies is: For example, a federal agency fire occurs on another federal agency's land and is determined to be a trespass fire. BIA provides assistance, and supplies costs of that assistance to the federal agency with jurisdictional responsibility for trespass billing. The responsible federal agency bills and collects trespass, and BIA then bills the federal agency and is reimbursed for its share of the collection. For example, where BIA administered land is protected by a state agency, the billing and collection process is:

The state bills BIA for their suppression costs. The BIA will pursue trespass action for all costs, suppression, rehabilitation, and damages, and deposits the collection per BLM's trespass guidance.

All fires must be thoroughly investigated to determine cause. Initiation of cause determination must be started with notification of an incident. The initial attack Incident Commander and the initial attack forces are responsible for initiating fire cause determination and documenting observations starting with their travel to the fire. If probable cause indicates human involvement, an individual trained in fire cause determination should be dispatched to the fire. Agency references:

- ***BLM*** *– 9238-1*

- ***FWS*** *– Fire Management Handbook*

- ***NPS*** *– RM-18, Chapter 8 and RM-9*

- ***FS*** *– FSM 5130 and FSM 5300*

- ***BIA*** *– 53 IAM 7-H*

Agency Specific Policy Documents: These documents provide specific direction related to incident and accident investigations.

	Safety	Prescribed Fire
DOI	485 DM Chapter 7	
BLM	Manual 1112-2, 1112-1	
FWS	Service Manual 095	
NPS	DO/RM-50B, RM-18 Chapter 3	RM-18, Chapter 7
FS	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11 FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific policy), FSH 6709.12, Chapter 30 (General guidance), and most recent *Accident Investigation Guide*, for specific guidance.	
Inter-agency	Information on accident investigations may be found at: http://www.nifc.gov/safety/accident_resources.htm For reporting use *PMS 405-1, Wildland Fire Fatality and Entrapment Initial Report*: http://www.nwcg.gov/pms/forms_otr/pms405-1.pdf	

2. Professional Liability Insurance

Public Law 110-161 provides for reimbursement for up to one half of the cost incurred for professional liability insurance (including any administrative processing cost charged by the insurance company) for temporary fireline managers, management officials and law enforcement officers.

To qualify for reimbursement, "temporary fireline managers" must meet one the following three criteria:

- Provide temporary supervision or management of personnel engaged in wildland fire activities;

- Provide analysis or information that affects a supervisor's or manager's decision about a wildland fire;

- Direct the deployment of equipment for a wildland fire, such as a base camp manager, equipment manager, helicopter coordinator, or initial attack dispatcher.

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Chapter 19
Suppression Chemicals and Delivery Systems

A. Introduction

Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and *Material Safety Data Sheet* (MSDS).

A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems (WFCS) website: http://www.fs.fed.us/rm/fire/wfcs/index.htm

Products must be blended or mixed at the proper ratio prior to being loaded into the aircraft. Quality control and safety requirements dictate that mixing or blending of wildland fire chemicals be accomplished by approved methods.

B. Types of Fire Chemicals

1. Long-Term Retardant

Long-term retardants contain fertilizer salts that change the way fuels burn. They are effective even after the water has evaporated. Retardants may be applied aerially by large air tanker, single engine air tanker (SEAT) and helicopter bucket. Some retardant products are approved for fixed tank helicopters. Some products are formulated specifically for delivery from ground sources. See the QPL for specific uses for each product.

Recommended coverage levels and guidelines for use can be found in the *10 Principles of Retardant Application*, NFES 2048, PMS 440-2 pocket card. Retardant mixing, blending, testing, and sampling requirements can be found at the WFCS website Lot Acceptance and Quality Assurance page: http://www.fs.fed.us/rm/fire/wfcs/laqa.htm.

2. Fire Suppressant Foam

Fire suppressant foams are combinations of wetting and foaming agents added to water to improve the effectiveness of the water. They are no longer effective once the water has evaporated. Foam may be applied by engines, portable pumps, helicopters and SEATs. Some agencies also allow application of foam from fixed-wing water scoopers. See the QPL for specific uses for each product.

3. Wet Water

Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water solution.

4. Water Enhancer (Gel)

Water enhancers, such as fire fighting gels, are added to water to improve the viscosity and adhesion of water. They are not effective once the water has evaporated. These products may be used in structure protection within the wildland interface or on wildland fuels. They are fully approved for use in helicopter bucket and engine application. Many are also approved, at specific mix ratios, for use in SEATs, and fixed tank helicopters. See the QPL for specific uses for each product.

C. Safety Information

1. Personnel Safety

All qualified wildland fire chemicals meet minimum requirements (June 2007) in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal toxicity, primary skin irritation, and primary eye irritation). Specifications for long-term retardants, fire suppression foams, and water enhancers, can be found on the WFCS website.

Personnel involved in handling, mixing, and applying fire chemicals or solutions shall be trained in proper procedures to protect their health and safety and the environment. Approved fire chemicals can be irritating to the eyes. Personnel must follow the manufacturer's recommendations; including use of PPE, as found on the product label and product MSDS. The MSDSs for all approved fire chemicals can be found on the web site at http://www.fs.fed.us/rm/fire/wfcs/msds.htm

Human health risk from accidental drench with fire chemicals can be mitigated by washing with water to remove any residue from exposed skin.

Containers of any fire chemical, including backpack pumps and engine tanks, should be labeled to alert personnel that they do not contain only water and the contents are not potable.

Slippery footing is a hazard at storage areas, unloading and mixing sites, and wherever applied. Because all fire chemical concentrates and solutions contribute to slippery conditions, all spills must be cleaned up immediately, preferably with a dry absorbent pad or granules. Firefighters should be aware that fire chemicals can conceal ground hazards. Wildland fire chemicals can penetrate and deteriorate leather boots, resulting in wet feet and potentially ruined leather.

2. Aerial Application Safety

Personnel and equipment in the flight path of intended aerial drops should move to a location that will decrease the possibility of being hit with a drop.

Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.) that the drop could dislodge. The Incident Response Pocket Guide (IRPG) provides additional safety information for personnel in drop areas.

During training or briefings, inform all fire personnel of environmental guidelines and requirements for fire chemicals application and avoid contact with waterways.

Avoid dipping from rivers or lakes with a helicopter bucket containing residual fire chemicals without first cleaning/washing down the bucket.

Consider setting up an adjacent reload site and manage the fire chemicals in portable tanks or terminate the use of chemicals for that application.

D. Policy for Delivery of Wildland Fire Chemicals near Waterways

Avoid aerial application of wildland fire chemicals within 300 feet of waterways and any ground application of wildland fire chemicals into waterways. The policy has been adopted from the *2000 Guidelines for Aerial delivery of Retardant or Foam near Waterways* which were established and approved by the FS, BLM, NPS, and FWS. It has been expanded to include all wildland fire chemicals, including water enhancers.

This policy was updated in 2009 and can be found at. http://www.fs.fed.us/rm/fire/wfcs/Application_Policy-MultiAgency_042209-UPDATE.pdf

1. Exceptions

When alternative line construction tactics are not available due to terrain constraints, congested area, life and property concerns or lack of ground personnel, it is acceptable to anchor the wildland fire chemical application to the waterway. When anchoring a wildland fire chemical to a waterway, use the most accurate method of delivery in order to minimize placement of wildland fire chemicals in the waterway (e.g., a helicopter rather than a heavy air tanker).

When potential damage to natural resources outweighs possible loss of aquatic life, the unit administrator may approve a deviation from these guidelines.

2. Definition of Waterway

Any body of water including lakes, rivers, streams and ponds whether or not they contain aquatic life.

3. Guidance for Pilots

To meet the 300-foot buffer zone guideline, implement the following:

- Medium/Heavy Air tankers

  When approaching a waterway visible to the pilot, the pilot shall terminate the application of wildland fire chemical approximately 300 feet before reaching the waterway. When flying over a waterway, pilots shall wait one second after crossing the far bank or shore of a waterway before applying wildland fire chemical. Pilots shall make adjustments for airspeed and ambient conditions such as wind to avoid the application of wildland fire chemical within the 300-foot buffer zone.

- Single Engine Air tankers

  When approaching a waterway visible to the pilot, the pilot shall terminate application of wildland fire chemical approximately 300 feet before reaching the waterway. When flying over a waterway, the pilot shall not begin application of wildland fire chemical until 300 feet after crossing the far bank or shore. The pilot shall make adjustments for airspeed and ambient conditions such as wind to avoid the application of retardant within the 300-foot buffer zone.

- Helicopters

  When approaching a waterway visible to the pilot, the pilot shall terminate the application of wildland fire chemical 300 feet before reaching the waterway. When flying over a waterway, pilots shall wait five seconds after crossing the far bank or shore before applying the wildland fire chemical. Pilots shall make adjustments for airspeed and ambient conditions such as wind to avoid the application of wildland fire chemicals within the 300-foot buffer zone.

- This policy does not require the helicopter or air tanker pilot-in-command to fly in such a way as to endanger his or her aircraft, other aircraft, structures or compromise ground personnel safety.

4. Reporting Requirements of Wildland Fire Chemicals into Waterways

Any fire chemicals aerially applied into a waterway or within 300 feet of a waterway require prompt upward reporting to incident management and agency administrator. Notifications will also be made for any spills or ground applications of fire chemicals into waterways or with potential to enter the waterway.

If it is believed that fire chemicals have been introduced into a waterway, personnel should immediately inform their supervisor. The incident or host authorities must immediately contact appropriate regulatory agencies and specialists within the local jurisdiction.

Initial notifications of wildland fire chemical mishaps will be reported as soon as possible to the WFCS Fire Chemical Project Leader in Missoula, Montana at phone 406-329-4859 (if no answer please leave message) or to individuals listed on website referenced below. Include the date, location, and extent of the mishap.

All information, including reporting form and instructions, are posted on the web site at: http://www.fs.fed.us/rm/fire/wfcs/report.htm

E. Endangered Species Act (ESA) Emergency Consultation

The following provisions are guidance for complying with the emergency section 7 consultation procedures of the ESA with respect to aquatic species. These provisions do not alter or diminish an action agency's responsibilities under the ESA.

Where aquatic threatened &endangered (T&E) species or their habitats are potentially affected by aerial application of wildland fire chemical, the following additional procedures apply:

- As soon as practicable after the aerial application of wildland fire chemical near waterways, determine whether the aerial application has caused any adverse effects to a T&E species or their habitat. This can be accomplished by the following:

  - Aerial application of wildland fire chemical outside 300 ft of a waterway is presumed to avoid adverse effects to aquatic species and no further consultation for aquatic species is necessary.

  - Aerial application of wildland fire chemical within 300 ft of a waterway requires that the unit administrator determine whether there have been any adverse effects to T&E species within the waterway.

- These procedures shall be documented in the initial or subsequent fire reports:

  - If there were no adverse effects to aquatic T&E species or their habitats, there is no additional requirement to consult on aquatic species with Fish and Wildlife Service (FWS) or National Marine Fisheries Service (NMFS).

  - If the action agency determines that there were adverse effects on T&E species or their habitats then the action agency must consult with FWS and/or NMFS, as required by 50 CFR 402.05 (Emergencies). Procedures for emergency consultation are described in the *Interagency Consultation Handbook*, Chapter 8 (March, 1998). In the case of a long duration incident, emergency consultation should be initiated as soon as practical during the event. Otherwise, post-event consultation is appropriate. The initiation of the consultation is the responsibility of the unit administrator.

Ground application of a wildland fire chemical into a waterway also requires determining whether the application has caused any adverse effects to a T&E species or their habitat. The procedures identified above also apply.

Each agency is responsible for ensuring that their appropriate agency specific guides and training manuals reflect these standards.

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