

Chapter 01**Federal Wildland Fire Management Policy Overview**

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Scope

The *Interagency Standards for Fire and Fire Aviation Operations* states, references, or supplements policy for Bureau of Land Management, Forest Service, U.S Fish and Wildlife Service and National Park Service fire and fire aviation program management. Original source policy is stated or referenced throughout this handbook. This handbook attempts to quote verbatim, rather than to paraphrase policy that is stated elsewhere. It also attempts to limit duplication of source policy when a reference will suffice. *Interagency Standards for Fire and Fire Aviation Operations* is intended to comply with and support the *Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)* and the *Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)* and other existing federal policy.

Purpose

The *Interagency Standards for Fire and Fire Aviation Operations* provides fire and fire aviation program management direction for Bureau of Land Management, Forest Service, U.S. Fish and Wildlife Service and National Park Service managers. Employees engaged in fire management activities will continue to comply with all agency-specific health and safety policy. Other references, such as the *National Wildfire Coordinating Group (NWCG) Incident Response Pocket Guide (PMS 461, NFES 1077)* and the *NWCG Fireline Handbook (PMS 410-1, NFES 0065)* **XXX PLACEHOLDER- New FLHB title if published before Red Book is published** provide operational guidance.

Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)

The *Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)* is comprised of the following guiding principles and discrete policies. As a whole these principles and policy statements guide the philosophy, direction, and implementation of fire management planning, activities, and projects on federal lands.

Guiding Principles of the Federal Wildland Fire Management Policy

1. Firefighter and public safety is the first priority in every fire management activity.
2. 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.

- 1 **3.** Fire Management Plans (FMPs), programs, and activities support Land and
2 Resource Management Plans and their implementation.
- 3 **4.** Sound risk management is a foundation for all fire management activities.
4 Risks and uncertainties relating to fire management activities must be
5 understood, analyzed, communicated, and managed as they relate to the cost
6 of either doing or not doing an activity. Net gains to the public benefit will
7 be an important component of decisions.
- 8 **5.** Fire management programs and activities are economically viable, based
9 upon values to be protected, costs, and land and resource management
10 objectives. Federal Agency Administrators are adjusting and re-organizing
11 programs to reduce costs and increase efficiencies. As part of this process,
12 investments in fire management activities must be evaluated against other
13 agency programs in order to effectively accomplish the overall mission, set
14 short and long term priorities, and clarify management accountability.
- 15 **6.** FMPs and activities are based upon the best available science. Knowledge
16 and experience are developed among all wildland fire management
17 agencies. An active fire research program combined with interagency
18 collaboration provides the means to make these tools available to all fire
19 managers.
- 20 **7.** FMPs and activities incorporate public health and environmental quality
21 considerations.
- 22 **8.** Federal, state, tribal, local, interagency, and international coordination and
23 cooperation are essential. Increasing costs and smaller work forces require
24 that public agencies pool their human resources to successfully deal with
25 the ever-increasing and more complex fire management tasks. Full
26 collaboration among federal agencies and between the federal agencies,
27 international, state, tribal, and local governments, and private entities results
28 in a mobile fire management work force available for the full range of
29 public needs.
- 30 **9.** Standardization of policies and procedures among federal agencies is an
31 ongoing objective. Consistency of plans and operations provides the
32 fundamental platform upon which federal agencies can cooperate, integrate
33 fire activities across agency boundaries, and provide leadership for
34 cooperation with state, tribal, and local fire management organizations.

35
36 *-Review and Update of the 1995 Federal Wildland Fire Management Policy*
37 *(January 2001)*
38

39 **Elements of the Federal Wildland Fire Management Policy**

40 **1. Safety**

41 Firefighter and public safety is the first priority. All FMPs and activities
42 must reflect this commitment.

43 **2. Fire Management and Ecosystem Sustainability**

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

- 1 **3. Response to Wildland Fire**
2 Fire, as a critical natural process, will be integrated into land and resource
3 management plans and activities on a landscape scale across agency
4 boundaries. Response to wildland fires is based on ecological, social, and
5 legal consequences of the fire. The circumstances under which a fire
6 occurs, the likely consequences on firefighter and public safety and welfare,
7 the natural and cultural resources, and the values to be protected dictate the
8 appropriate response to fire.
- 9 **4. Use of Wildland Fire**
10 Wildland fire will be used to protect, maintain, and enhance resources and,
11 as nearly as possible, be allowed to function in its natural ecological role.
12 Use of fire will be based on approved FMPs and will follow specific
13 prescriptions contained in operational plans.
- 14 **5. Rehabilitation and Restoration**
15 Rehabilitation and restoration efforts will be undertaken to protect and
16 sustain ecosystems, public health, safety, and to help communities protect
17 infrastructure.
- 18 **6. Protection Priorities**
19 The protection of human life is the single overriding suppression priority.
20 Setting priorities among protecting public communities and community
21 infrastructure, other property and improvements, and natural and cultural
22 resources will be done based on the values to be protected, public health
23 and safety, and the costs of protection. Once people have been committed
24 to an incident, these human resources become the highest value to be
25 protected.
- 26 **7. Wildland Urban Interface**
27 The operational roles of the federal agencies as partners in the wildland
28 urban interface are wildland firefighting, hazard reduction, cooperative
29 prevention, education, and technical assistance. Structural fire suppression
30 is the responsibility of tribal, state, or local governments. Federal agencies
31 may assist with exterior structural fire protection activities under formal fire
32 protection agreements that specify the mutual responsibilities of the
33 partners, including funding. (Some federal agencies have full structural
34 protection authority for their facilities on lands they administer and may
35 also enter into formal agreements to assist state and local governments with
36 structural protection.)
- 37 **8. Planning**
38 Every area with burnable vegetation must have an approved FMP. FMPs
39 are strategic plans that define a program to manage wildland and prescribed
40 fires based on the area's approved land management plan (LMP). FMPs
41 must provide for firefighter and public safety; include fire management
42 strategies, tactics, and alternatives; address values to be protected, and
43 public health issues; and be consistent with resource management
44 objectives, activities of the area, and environmental laws and regulations.
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- 1 **9. Science**
2 FMPs and fire programs will be based on a foundation of the best available
3 science. Research will support ongoing efforts to increase our scientific
4 knowledge of biological, physical, and sociological factors. Information
5 needed to support fire management will be developed through an integrated
6 interagency fire science program. Scientific results must be made available
7 to managers in a timely manner and must be used in the development of
8 LMPs, FMPs, and implementation plans.
- 9 **10. Preparedness**
10 Agencies will ensure their capability to provide safe, cost-effective fire
11 management programs in support of land and resource management plans
12 through appropriate planning, staffing, training, equipment, and
13 management oversight.
- 14 **11. Suppression**
15 Fires are suppressed at minimum cost, considering firefighter and public
16 safety, benefits and all values to be protected consistent with resource
17 objectives.
- 18 **12. Prevention**
19 Agencies will work together with their partners, other affected groups, and
20 individuals to prevent unauthorized ignition of wildland fires.
- 21 **13. Standardization**
22 Agencies will use compatible planning processes, funding mechanisms,
23 training and qualification requirements, operational procedures, values-to-
24 be protected methodologies, and public education programs for all fire
25 management activities.
- 26 **14. Interagency Cooperation and Coordination**
27 Fire management planning, preparedness, prevention, suppression,
28 restoration and rehabilitation, monitoring, research, and education will be
29 conducted on an interagency basis with the involvement of cooperators and
30 partners.
- 31 **15. Communication and Education**
32 Agencies will enhance knowledge and understanding of wildland fire
33 management policies and practices through internal and external
34 communication and education programs. These programs will be
35 continuously improved through the timely and effective exchange of
36 information among all affected agencies and organizations.
- 37 **16. Agency Administrator and Employee Roles**
38 Agency Administrators will ensure their employees are trained, certified,
39 and made available to participate in the wildland fire program locally,
40 regionally, and nationally as the situation demands. Employees with
41 operational, administrative, or other skills will support the wildland fire
42 programs as necessary. Agency Administrators are responsible and will be
43 held accountable for making employees available.
- 44 **17. Evaluation**
45 Agencies will develop and implement a systematic method of evaluation to
46 determine effectiveness of projects through implementation of the *2001*

1 *Federal Wildland Fire Management Policy*. The evaluation will assure
2 accountability, facilitate resolution in areas of conflict, and identify resource
3 shortages and agency priorities.

4
5 *-Review and Update of the 1995 Federal Wildland Fire Management Policy*
6 *(January 2001)*

7
8 ***Guidance for Implementation of Federal Wildland Fire Management Policy***
9 ***(February 13, 2009)***

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11 On February 13, 2009, the Fire Executive Council (FEC) approved guidance for
12 the implementation of federal wildland fire management policy. This guidance
13 provides for consistent implementation of the *Review and Update of the 1995*
14 *Federal Wildland Fire Management Policy (January 2001)*, as directed by the
15 Wildland Fire Leadership Council.

16
17 *-Guidance for Implementation of Federal Wildland Fire Management*
18 *Policy (February 13, 2009), page 3.*

19
20 The following guidelines should be used to provide consistent implementation
21 of federal wildland fire policy:

- 22 **1.** Wildland fire management agencies will use common standards for all
23 aspects of their fire management programs to facilitate effective
24 collaboration among cooperating agencies.
- 25 **2.** Agencies and bureaus will review, update, and develop agreements that
26 clarify the jurisdictional inter-relationships and define the roles and
27 responsibilities among local, state, tribal, and federal fire protection entities.
- 28 **3.** Responses to wildland fire will be coordinated across levels of government
29 regardless of the jurisdiction at the ignition source.
- 30 **4.** Fire Management Plans will be intergovernmental in scope and developed
31 on a landscape scale.
- 32 **5.** Wildland fire is a general term describing any non-structure fire that occurs
33 in the wildland. Wildland fires are categorized into two distinct types:
 - 34 a. Wildfires - Unplanned ignitions or prescribed fires that are declared
35 wildfires.
 - 36 b. Prescribed Fires - Planned ignitions.
- 37 **6.** A wildland fire may be concurrently managed for one or more objectives
38 and objectives can change as the fire spreads across the landscape.
39 Objectives are affected by changes in fuels, weather, topography; varying
40 social understanding and tolerance; and involvement of other governmental
41 jurisdictions having different missions and objectives.
- 42 **7.** Management response to a wildland fire on federal land is based on
43 objectives established in the applicable Land/Resource Management Plan,
44 and/or the Fire Management Plan.

- 1 8. Initial action on human-caused wildfire will be to suppress the fire at the
2 lowest cost with the fewest negative consequences with respect to
3 firefighter and public safety.
- 4 9. Managers will use a decision support process to guide and document
5 wildfire management decisions. The process will provide situational
6 assessment, analyze hazards and risk, define implementation actions, and
7 document decisions and rationale for those decisions.

8
9 *-Guidance for Implementation of Federal Wildland Fire Management*
10 *Policy (February 13, 2009), page 7.*

11 **Fire Management Objectives**

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14 Federal agency fire management programs should assist resource managers with
15 protecting, maintaining, and enhancing federal lands in a cost effective manner.
16 Wildland fire management objectives are:

- 17 ● Protect human life, property, and natural/cultural resources, both within and
18 adjacent to agency administered lands.
- 19 ● Minimize damages and maximize overall benefits of wildland fire within
20 the framework of land use objectives and Land/Resource Management
21 Plans.
- 22 ● Manage the wildland fire program in accordance with congressional intent
23 as expressed in the annual appropriations act and enabling legislation and
24 comply with applicable departmental manual and agency policies and
25 procedures.
- 26 ● Promote an interagency approach to managing fires on an ecosystem basis.
- 27 ● Employ strategies to manage wildland fires that provide for firefighter and
28 public safety, minimize cost and resource damage, and are consistent with
29 values to be protected and management objectives.
- 30 ● Stabilize and rehabilitate resources and improvements lost or damaged by
31 fire or suppression activities.
- 32 ● Minimize and where necessary, mitigate human-induced impacts to
33 resources, natural processes, or improvements attributable to wildland fire
34 activities.
- 35 ● Promote public understanding of fire management programs and objectives.
- 36 ● Organize a fire staff that can apply the highest standards of professional and
37 technical expertise.
- 38 ● Encourage research to advance the understanding of fire behavior, effects,
39 ecology, and management.
- 40 ● Integrate fire management through all levels of the planning process.
- 41 ● Prevent and investigate all unplanned human-caused fires.

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1 **Fire Operations Doctrine**

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3 **Purpose of Fire Operations Doctrine**

4 Fire operations doctrine states the fundamental principles on the subject of fire
5 operations. This doctrine establishes a particular way of thinking about fire
6 operations. It provides a philosophy for leading firefighters in fire operations, a
7 mandate for professionalism, and a common language. Fire operations doctrine
8 does not consist of procedures to be applied to specific situations so much as it
9 sets forth general guidance that requires judgment in application.

10

11 **The Nature of Fire Operations**

12 Fire is a complex, dynamic, and often unpredictable phenomenon. Fire
13 operations require mobilizing a complex organization that includes
14 management, command, support, and firefighting personnel, as well as aircraft,
15 vehicles, machinery, and communications equipment. While the magnitude and
16 complexity of the fire itself and of the human response to it will vary, the fact
17 that fire operations are inherently dangerous will never change. A firefighter
18 utilizing the best available science, equipment, training, and working within the
19 scope of agency doctrine and policy, can still suffer serious injury or death.

20

21 **Wildland Fire Operations Risk Management**

22 The primary means by which we prevent accidents in wildland fire operations is
23 through aggressive risk management. Our safety philosophy acknowledges that
24 while the ideal level of risk may be zero, a hazard free work environment is not
25 a reasonable or achievable goal in fire operations. Through organized,
26 comprehensive, and systematic risk management, we will determine the
27 acceptable level of risk that allows us to provide for safety yet still achieve fire
28 operations objectives. Risk management is intended to minimize the number of
29 injuries or fatalities experienced by wildland firefighters.

30

31 **Fire Preparedness**

32 Fire preparedness is the state of being ready to provide an appropriate response
33 to wildland fires based on identified objectives. Preparedness is the result of
34 activities that are planned and implemented prior to fire ignitions. Preparedness
35 requires identifying necessary firefighting capabilities and implementing
36 coordinated programs to develop those capabilities. Preparedness requires a
37 continuous process of developing and maintaining firefighting infrastructure,
38 predicting fire activity, **XXX implementing prevention activities**, identifying
39 values to be protected, hiring, training, equipping, pre-positioning, and
40 deploying firefighters and equipment, evaluating performance, correcting
41 deficiencies, and improving operations. All preparedness activities should be
42 focused on developing fire operations capabilities and on performing successful
43 fire operations.

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1 Fire Operations Command Philosophy

2 It is essential that our philosophy of command support the way we conduct fire
3 operations. First and foremost, in order to generate effective decision making in
4 fire operations, and to cope with the unpredictable nature of fire, commanders'
5 intent must be lucid and unambiguous, and lines of authority must be clearly
6 articulated and understood. Subordinate commanders must make decisions on
7 their own initiative based on their understanding of their commander's intent. A
8 competent subordinate commander who is at the point of decision may
9 understand a situation more clearly than a senior commander some distance
10 removed. In this case, the subordinate commander must have the freedom to
11 take decisive action directed toward the accomplishment of operational
12 objectives. However, this does not imply that unity of effort does not exist, or
13 that actions are not coordinated. Unity of effort requires coordination and
14 cooperation among all forces toward a commonly understood objective.
15 Unified, coordinated action, whether between adjacent single resources on the
16 fireline or between the highest command level and the most subordinate
17 firefighter, is critical to successful fire operations.

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19 Fire Leadership

20 Leadership is the art of influencing people in order to achieve a result. The most
21 essential element for success in the wildland fire service is good leadership.
22 Good leaders provide purpose, direction, and motivation for wildland
23 firefighters working to accomplish difficult tasks under dangerous, stressful
24 circumstances. Leaders often face difficult problems to which there are no
25 simple, clear-cut, by-the-book solutions. In these situations, leaders must use
26 their knowledge, skill, experience, education, values, and judgment to make
27 decisions and to take or direct action - in short, to provide leadership. All
28 firefighters, regardless of position, must provide leadership.

29

30 Fire Suppression

31 The purpose of fire suppression is to put the fire out in a safe, effective, and
32 efficient manner. Fires are easier and less expensive to suppress when they are
33 small. When the management goal is full suppression, aggressive initial attack
34 is the single most important method to ensure the safety of firefighters and the
35 public and to limit suppression costs. Aggressive initial attack provides the
36 Incident Commander maximum flexibility in suppression operations.
37 Successful initial attack relies on speed and appropriate force. All aspects of fire
38 suppression benefit from this philosophy. Planning, organizing, and
39 implementing fire suppression operations should always meet the objective of
40 directly, quickly, and economically contributing to the suppression effort. Every
41 firefighter, whether in a management, command, support, or direct suppression
42 role, should be committed to maximizing the speed and efficiency with which
43 the most capable firefighters can engage in suppression action. When the
44 management goal is other than full suppression, or when conditions dictate a
45 limited suppression response, decisiveness is still essential and an aggressive
46 approach toward accomplishment of objectives is still critical.

1 **Principles of Suppression Operations**

2 The primary means by which we implement command decisions and maintain
3 unity of action is through the use of common principles of suppression
4 operations. These principles guide our fundamental fire suppression practices,
5 behaviors, and customs, and are mutually understood at every level of
6 command. They include Risk Management, Standard Firefighting Orders and
7 Watch Out Situations, LCES and the Downhill Line Construction Checklist.
8 These principles are fundamental to how we perform fire suppression operations
9 and are intended to improve decision making and firefighter safety. They are
10 not absolute rules. They require judgment in application.

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12 **Principles of Fire Suppression Action**

13 The principles of fire suppression action provide a framework for developing
14 fire suppression strategy and for conducting fire suppression operations. Again,
15 these are not absolute or immutable rules. These five principles provide a
16 consistent set of considerations with which to evaluate decisions, plans, and
17 actions in different situations.

18 **1. Objective**

19 The principle of the objective is to direct every fire suppression operation
20 toward a clearly defined, decisive, and obtainable objective. The purpose of
21 fire suppression operations is to achieve the suppression objectives that
22 support the overall management goals for the fire.

23 **2. Speed and Focus**

24 Speed is rapidity of action. Focus is the convergence of appropriate
25 resources at the desired position to initiate action. The principle of speed
26 and focus maintains that rapidly deploying and concentrating firefighting
27 resources, in a calculated fashion, at the decisive time and place increases
28 the likelihood of successful suppression actions.

29 **3. Positioning**

30 The principle of positioning maintains that rapid, flexible, and opportunistic
31 movement increases the effectiveness of fire suppression resources.
32 Positioning ranges from single resource offensive or defensive reactions to
33 dynamic fire conditions, to pre-positioning of multiple resources based on
34 predicted activity and values at risk. Positioning should always be
35 undertaken with speed and focus in mind and with sufficient time for
36 positioning to occur before operations begin.

37 **4. Simplicity**

38 The principle of simplicity is that clear, uncomplicated plans and concise
39 orders maximize effectiveness and minimize confusion. Simplicity
40 contributes to successful actions.

41 **5. Safety**

42 The principle of safety maintains that ensuring the safety of firefighters and
43 other persons affected by fire operations is fundamental to successful
44 suppression action. Safety not only contributes to successful actions, it is
45 indispensable to them.

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1 Cost Effective Fire Operations

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3 Maximizing the cost effectiveness of any fire operation is the responsibility of
4 all involved, including those that authorize, direct, or implement those
5 operations. Cost effectiveness is the most economical use of the suppression
6 resources necessary to accomplish mission objectives. Accomplishing fire
7 operations objectives safely and efficiently will not be sacrificed for the sole
8 purpose of “cost savings”. Care will be taken to ensure that suppression
9 expenditures are commensurate with values to be protected, while understanding
10 that other factors may influence spending decisions, including the social,
11 political, economic, and biophysical environments.

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Chapter 02 BLM Wildland Fire and Aviation Program Organization and Responsibilities

Introduction

This chapter states, references, or supplements policy for Bureau of Land Management (BLM) Fire and Aviation Program Management. The standards provided in this document are based on current Department of Interior (DOI) and Bureau policy, and are intended to provide fire program guidance. The intent is to ensure safe, consistent, efficient, and effective fire and aviation operations. This chapter will be reviewed and updated annually.

BLM Fire Operations Website

BLM Fire Operations maintains a website that hosts operational, informational, and policy-related documents. The website also contains information about the National Fire Equipment Program, the BLM Fire Training Unit, and the BLM Fire Operations Group and its subcommittees. This website is referenced throughout this document. The address of the BLM Fire Operations website is: http://web.blm.gov/internal/fire/fire_ops/index.html

Fire and Aviation Directorate

The BLM Fire and Aviation Directorate (FAD) consists of the Assistant Director (FA) ~~XXX in Boise, the~~ Deputy Assistant Director (FA) in ~~XXX Washington, DC, the~~ Fire Operations Division Chief, ~~XXX the~~ Aviation Division Chief, ~~XXX the~~ Planning and Resources Division Chief, ~~XXX the~~ Support Services Division Chief, ~~XXX the~~ Budget and Evaluation Chief, ~~XXX the~~ External Affairs Division Chief, and ~~XXX the an~~ Equal Employment Opportunity Manager.

Program Manager Responsibilities

Assistant Director, Fire and Aviation (FA-100)

~~XXX Deputy Assistant Director, Fire and Aviation (FA-100)~~

- Develops policies and standards for firefighting safety, training, ~~XXX and for the~~ prevention, suppression, and use of wildland fires on Bureau lands.
- Provides guidance to State Directors on the use of prescribed fire and fuels management to achieve hazardous fuels reduction and resource management objectives.
- Integrates fire and aviation management procedures into natural resource management.
- Establishes position competencies, standards, and minimum qualifications for Fire Management Officers, Fire Management Specialists, and leaders

- 1 based on federal interagency standards. XXX recommended by the
2 National Fire and Aviation Executive Board.
- 3 ● Implements the interagency Fire Program Analysis (FPA) process and
4 develops procedures and standards for the distribution of program
5 resources.
 - 6 ● Reviews and evaluates state fire and aviation management programs.
 - 7 ● Represents the BLM in the coordination of overall fire and aviation
8 management activities at National Interagency Fire Center (NIFC), on intra-
9 and interagency fire committees, groups, and working teams.
 - 10 ● In conjunction with Federal Fire Directors, establishes priorities for
11 assignment of critical resources during wildland fire emergencies.
 - 12 ● Initiates or participates on Boards of Review concerning actions taken on
13 selected wildland fires.
 - 14 ● Negotiates cooperative agreements and/or modifications of existing national
15 level agreements to improve fire and aviation management activities on
16 Bureau lands.
 - 17 ● Reviews funding requests for severity, hazardous fuel reduction, and
18 emergency rehabilitation of Bureau lands damaged by wildland fires; makes
19 determinations on funding levels and recommends approval to the BLM
20 Director.
 - 21 ● Serves as designated contact for the United States Department of the
22 Treasury for the certification and revocation of Certifying Officers and
23 Assistant Disbursing Officers (CO/ADO) and Designated Officials for
24 emergency incident payments.

25
26 **Equal Employment Opportunity Manager (EEO) (FA-102)**

- 27 ● Manages the Equal Employment Opportunity (EEO) program in accordance
28 with legal, regulatory, and policy requirements.
- 29 ● Manages and directs the Counseling Program, and Alternative Dispute
30 Resolution (ADR) programs, in accordance with Equal Employment
31 Opportunity Commission (EEOC) regulations and BLM policy as well as
32 for other NIFC agencies.
- 33 ● Advises managers and aggrieved persons of employee rights and
34 responsibilities, procedural options and timeframes in conflict situations and
35 formulates proposed resolutions.
- 36 ● Negotiates with managers, aggrieved persons and their representatives to
37 informally resolve EEO matters, and executes final settlement agreements.
- 38 ● Manages the Affirmative Employment Program (AEP).
- 39 ● Develops and maintains the accessibility program for the disabled, required
40 under Section 504 of the Rehabilitation Act of 1973, as amended, and the
41 Americans with Disability Act (ADA of 1990).
- 42 ● Conducts analyses to evaluate progress in meeting equal employment
43 opportunity program goals.
- 44 ● Administers training activities for the organization.

- 1 • Provides managers and supervisors with guidance and advice on issues
2 related to EEO/civil rights program activities.
3 • Represents the organization in meetings with public and private groups,
4 universities, minority and women's organizations, other DOI components,
5 and other federal agencies.
6

7 **Support Services Division Chief (FA-200)**

- 8 • **Manages all aspects of the XXX business** responsibilities and programs
9 under the jurisdiction of NIFC for the benefit of the BLM and cooperating
10 agencies.
11 • Directs the accomplishment of the approved operating budget, exercising
12 appropriate control to assure program quality goals are met according to
13 established standards.
14 • Interprets Departmental and Bureau policies and directives as they affect
15 **XXX BLM-NIFC** programs.
16 • Participates in the BLM-wide and interagency task force activities as a
17 leader or member.
18 • Responsible for the NIFC Site and Facilities Management, **XXX NIFC**
19 **Safety and Health program**, Business Practices, Human Resources, **XXX**
20 **and Information Resource Management, XXX Maintenance and Security,**
21 **National Radio Cache, Remote Automated Weather Stations (RAWS)**
22 **program, and Transportation.**
23 • Is a focal point and frequent spokesperson for the Bureau and the national
24 level management, assures a public awareness of Bureau programs and
25 coordinates with key officials in affected federal agencies, states, and
26 occasionally with other entities such as: foreign governments, private
27 individuals, private organizations, vendors, suppliers, transportation groups,
28 airlines, and others.
29 • Supports the implementation of the BLM's Automation/Modernization/
30 Information Resource Management (IRM) initiatives as they apply to
31 BLM/NIFC.
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33 **Fire Operations Division Chief (FA-300)**

- 34 • Serves as the principal technical expert on fire operations to the Assistant
35 Director (FA), Deputy Assistant Director (FA), and to the BLM State Fire
36 Programs.
37 • Provides the Assistant Director (FA) and the Deputy Assistant Director
38 (FA) technical advice, operational oversight, and leadership in all aspects of
39 fire operations.
40 • Performs annual fire program preparedness reviews. Evaluates compliance
41 with policies, objectives, and standards. Assesses operational readiness and
42 provides technical assistance to solve identified problems. Performs other
43 operations reviews as required/requested.
44 • Assists the Assistant Director (FA) and Deputy Assistant Director (FA), in
45 the formulation and establishment of national policies and programs

- 1 pertinent to wildland fire preparedness, suppression, shared national
2 resources, safety, training, and equipment.
- 3 ● Serves as the BLM technical expert on national interagency mobilization
4 and utilization of fire suppression resources.
 - 5 ● Develops national plans, standards, and technical guides for the BLM and
6 interagency fire management operations.
 - 7 ● Develops and implements safety programs, accident investigation
8 procedures, and safety trend analyses.
 - 9 ● Supervises the Branch of Radio Operations (FA-350) which is responsible
10 for tactical and operational national radio planning for the Bureau to meet
11 the needs of all business users (law enforcement (LE), fire, cadastral survey,
12 recreation, and natural resource programs). FA-350 is responsible for
13 managing the BLM's nationwide radio frequency (RF) assignments;
14 conducting management control reviews; user satisfaction surveys; Exhibit
15 300 Business Case; operational analysis; equipment test plans; testing
16 resources for the DOI Technical Service Center (TSC); implementation of
17 facilities standards, and management of equipment lifecycles.

18
19 **Budget and Evaluation Division Chief (FA-400)**

- 20 ● Serves as principal budget advisor of the Wildland Fire program to the
21 Assistant Director (FA), Deputy Assistant Director (FA), BLM Fire
22 Leadership Team, and to other BLM staffs.
- 23 ● Serves as primary BLM representative in the DOI Wildland Fire Budget
24 formulation and execution process.
- 25 ● Represents BLM on the DOI Fire Budget Team and at other interagency
26 meetings in regards to budget related policies, requirements, procedures,
27 and reports.
- 28 ● Coordinates all budget activities between Washington Office, Office of
29 Wildland Fire Coordination, and Fire and Aviation.
- 30 ● Provides national oversight for BLM Wildland Fire program budget
31 formulation, justification, and execution. Responsible for the development
32 and preparation of the budget justifications, Planning Target Allocation,
33 Annual Work Plan, capability statements, effects statements, and
34 congressional responses.
- 35 ● Reviews NIFC offices at mid-year, third quarter, and end-of-year and
36 distributes available funding in accordance with BLM policy.
- 37 ● Provides oversight of Casual Payment Center. Ensures all DOI casual
38 payments are processed in a timely and cost-effective manner adhering to
39 procedures and practices set forth by the DOI agencies.

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41 **Aviation Division Chief (FA-500)**

- 42 ● Serves as principal aviation advisor to the Assistant Director (FA), Deputy
43 Assistant Director (FA), other staffs, states, and to the DOI.

- 1 • Identifies and develops Bureau aviation policies, methods and procedures,
2 as well as standardized technical specifications for a variety of specialized
3 firefighting missions for incorporation into the directives system.
- 4 • Coordinates aviation-related activities and services between the Washington
5 Office (WO) and states with other wildland firefighting, regulatory,
6 investigative, and military agencies.
- 7 • Coordinates provision and use of aviation resources with business practices,
8 aviation user staffs at the WO, and state office level.
- 9 • Represents the BLM at interagency meetings, in interagency committees
10 developing government-wide aviation policies, requirements, procedures
11 and reports, at aviation industry meetings and conventions.
- 12 • Develops and implements aviation safety programs, accident investigation
13 procedures, and aviation safety trend analyses.
- 14 • Plans and conducts reviews and evaluations of state aviation programs.
- 15 • Plans and conducts technical and managerial analyses relating to the
16 identification of aviation organization and resources appropriate for agency
17 use, cost-effectiveness of aviation firefighting, other specialized missions,
18 aircraft acquisition requirements, equipment developmental needs, and
19 related areas.

21 **Planning and Resources Division Chief (FA-600)**

- 22 • Responsible for the development and implementation of the Bureau-wide
23 fire planning program. Provides guidance and assistance in administering
24 the technical and operational aspects of BLM's fire planning program at the
25 regional and agency levels for the accurate identification of program
26 funding needs. Checks for accuracy in computations with instructions and
27 policies.
- 28 • Responsible for the development and coordination of the BLM's prescribed
29 fire, fuels management, fire trespass, and fire prevention annual programs,
30 and recommends the distribution of program funds to regions.
- 31 • Tracks all fuels management fund distributions and prior year carryover
32 funds. Develops and maintains a national database for fuels management
33 accomplishments for Indian Trust Lands.
- 34 • Analyzes hazards and risks in the wildland urban interface using fuels
35 modification or reduction techniques, and develops recommendations for
36 Bureauwide application. Examines and analyzes laws and regulations
37 pertaining to prescribed fire use/fuels management in the wildland urban
38 interface, and works with top level Bureau representatives, states, and rural
39 fire districts to recommend policy which will achieve uniformity.
- 40 • Serves as the BLM's primary subject matter expert for National Fire
41 Management Analysis System (NFMAS), fire planning, Personal Computer
42 Historical Analysis (PCHA), Geographic Information System (GIS), Global
43 Positioning System (GPS), Lightning Detection System (LDS), Weather
44 Information Management System (WIMS), prescribed fire software
45 programs, and provides user training in those applications.

1 External Affairs Division Chief (FA-700)

- 2 • Responsible for coordination of information between the XXX
3 Departmental Department of the Interior and Office of Wildland Fire XXX
4 Coordination to the BLM, BIA, USFWS, NPS, USFS, National Association
5 State Foresters (NASF), and Federal Emergency Management Agency
6 (FEMA) at NIFC.
- 7 • Responsible for coordination of the responses to: Office of Management
8 and Budget (OMB), Government Accountability Office (GAO),
9 congressional, XXX political other elected official, and other external
10 inquiries XXX between among agencies and departments, establishing and
11 maintaining cooperative relationships resulting in quality work products.
- 12 • Serves as the XXX primary manager of the External Affairs program for the
13 NIFC.
- 14 • XXX Serves as the primary point of contact to external audiences regarding
15 BLM, and at times, DOI fire and aviation policy.
- 16 • XXX Serves as the primary point of contact with the BLM Washington
17 Office and DOI external affairs and communication offices.
- 18 • Develops recommendations pertaining to External Affairs aspects for BLM
19 Fire and Aviation policies.
- 20 • Initiates External Affairs policies and procedures pertaining to Fire and
21 Aviation for adoption at the department level in conjunction with other
22 departments and agencies.
- 23 • Serves as personal and direct representative of the Assistant Director, Fire
24 and Aviation at various meetings and functions with members of congress
25 and staff, state governors and legislatures, officials of local, state and
26 federal agencies, major private corporations, public and private interest
27 groups, and foreign governments.
- 28 • Serves as external affairs expert and consultant to the Assistant Director,
29 (FA) and the Deputy Assistant Director (FA) on a wide variety of issues and
30 policies of controversial nature, providing analysis and advice on public
31 reaction to major policy and program issues.
- 32 • XXX Responsible for management and contact of all NIFC and BLM FA
33 public expressions, including printed material, video productions, and social
34 media products.
- 35 • Coordinates with XXX BLM legislative affairs on proposed legislation
36 regarding FA.

37

38 State Director

39 The State Director is responsible for fire management programs and activities
40 within the state. The State Director will ensure that employees in their
41 organization meet the requirements outlined in the *Interagency Fire Program*
42 *Management Qualifications Standards and Guide* at: <http://www.ifpm.nifc.gov/>
43 and will ensure training is completed to support delegations to line managers
44 and principal actings.

45

1 **District/Field Manager**

2 The District/Field Manager is responsible to the State Director for the safe and
 3 efficient implementation of fire management activities within their unit. This
 4 includes cooperative activities with other agencies or landowners in accordance
 5 with delegations of authorities. The District/Field Manager and their principal
 6 actings will meet the required elements outlined in the Management
 7 Performance Requirements for Fire Operations below.

8

9 **Management Performance Requirements for Fire Operations**

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
1. Ensures Fire Management Plans (FMPs) reflect the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.	X	X
2. Develops fire management standards and constraints that are compliant with agency fire policies.	X	X
3. Ensures use of fire funds is in compliance with department and agency policies.	X	X
4. Ensures incident responses will be based on current and approved Resource Management Plans (RMPs) and FMPs.	X	X
5. Attends the Fire Management Leadership Course. Ensures that personnel delegated fire program responsibilities have completed the Fire Management Leadership Course.		X
6. XXX Ensure Wildland Fire Decision Support System (WFDSS) decisions are certified at the appropriate level. Publishes decisions in the Wildland Fire Decision Support System (WFDSS) as per chapter 2 and Chapter 11.	X	X
7. Provides a written Delegation of Authority to FMOs that gives them an adequate level of operational authority. If fire management responsibilities are zoned, ensures that all appropriate Agency Administrators have signed the delegation.	X	X
8. Ensures only trained, certified fire and non-fire personnel are available to support fire operations at the local and national level.	X	X

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
9. Ensures master agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X
10. Personally visits at least one wildland and one prescribed fire each year.		X
11. Annually convenes and participates in pre-and post season fire meetings.	X	X
12. Reviews critical operations and safety policies and procedures with fire and fire aviation personnel.	X	X
13. Ensures timely follow-up to fire management program reviews.	X	X
14. Ensures fire and fire aviation preparedness reviews are conducted annually in all unit offices. Participates in at least one review annually.	X	X
15. Ensures investigations are conducted for incidents with potential, entrapments, and serious accidents as per the standards in Chapter 18.	X	X
16. Provides a written Delegation of Authority, XXX copy of the Wildland Fire Decision Support System (WFDSS) XXX Published Decision , and an Agency Administrator Briefing to Incident Management Teams.		X
17. Ensures resource advisors are identified, trained, and available for incident assignment. Refer to <i>Resource Advisors Guide for Wildland Fire PMS 313, NFES 1831, Jan 2004</i> .		X
18. Attends post fire closeout on Type 1 and Type 2 fires (attendance may be delegated.)		X
19. Ensures trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements for all human-caused fires where liability can be determined, as per <i>Fire Trespass Handbook” H-9238-1</i> .	X	X
20. Ensures compliance with National and State Office policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
21. Ensures Prescribed Fire Plans are approved and meet agency policies.	X	X
22. Ensures the Prescribed Fire Plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.		X
23. Ensures a policy has been established to review and sign the go/no go checklist.		X
24. Ensures Unit Safety Program is in place, has a current plan, has an active safety committee that includes the fire program.	X	X
25. Annually updates and reviews the <i>Agency Administrator's Guide to Critical Incident Management</i> www.nwcg.gov	X	X
26. XXX Ensures that a current emergency medical response plan is in place and accessible.		X
27. Ensures current fire and weather information is posted (hardcopy, web, etc.), and available for all employees.		X

1

2 **Manager's Oversight**

3 Agency administrators are required to personally visit an appropriate number of
4 fires each year. Appendix A contains information to support the agency
5 administrators during these visits.

6

7 **Post Incident Review**

8 Appendix B (*Managers Supplement for Post Incident Review*) emphasizes the
9 factors that are critical for ensuring safe and efficient wildland fire suppression,
10 and provides examples for managers to use in their review of incident operations
11 and Incident Commanders.

12

13 **Fire Training for Agency Administrators**

14 Agency Administrators and their acting must complete one of the following
15 courses within two years of being appointed to a designated management
16 position. XXX*

17 • National - Fire Management Leadership

18 • Geographic - Local Fire Management Leadership

19 Either class is acceptable; XXX however, the national course is preferred.

20

21 XXX * Agency Administrator training and qualifications may be entered into
22 IQCS. If an Agency Administrator will be mobilized through ROSS and/or an

1 Incident Qualification Card is issued, Agency Administrators are also required
 2 to complete *IS-700A NIMS: An Introduction* and *I-100 Introduction to ICS*. The
 3 IQCS mnemonic for BLM Agency Administrators is AADM.

4
 5 **State Fire Management Officer (SFMO)**

6 The State Fire Management Officer (SFMO) provides leadership for their
 7 agency fire and fire aviation management program. The SFMO is responsible
 8 and accountable for providing planning, coordination, training, technical
 9 guidance, and oversight to the state fire management programs. The SFMO also
 10 represents the State Director on interagency geographic area coordination
 11 groups and Multi-Agency Coordination (MAC) groups. The SFMO provides
 12 feedback to Districts/Field Offices on performance requirements.

13
 14 **District/Field Office Fire Management Officer**

15 The District/Field Office Fire Management Officer (FMO) is responsible and
 16 accountable for providing leadership for fire and fire aviation management
 17 programs at the local level.

18
 19 The **XXX FMO Fire Management Officer**

- 20 • determines program requirements to implement land use decisions through
 21 the Fire Management Plan (FMP) to meet land management objectives;
 22 • **XXX The FMO** negotiates interagency agreements and represents the
 23 District/Field Office Manager on local interagency fire and fire aviation
 24 groups;
 25 • **XXX meets Fire Staff Performance Requirements for Fire Operations; and**
 26 • **XXX fulfills FMO Safety and Health Responsibilities for the Fire Program.**

27
 28
 29 Experience requirements for positions in Alaska Fire Service, Oregon and
 30 California (O&C) Districts, NIFC, national office, and other fire management
 31 positions in units and state/regional offices will be established as vacancies
 32 occur, but will be commensurate with the position's scope of responsibilities.
 33 The developmental training to fully achieve competencies should be addressed
 34 in an IDP within a defined time period.

35
 36 **Fire Staff Performance Requirements for Fire Operations**

PERFORMANCE REQUIRED	State FMO	District/Zone/Field Office FMO
1. Establishes and manages a safe, effective, and efficient fire program.	X	X
2. Ensures the fire program is funded and managed to provide for safe and effective fire management activities.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
3. Ensures the Fire Management Plan (FMP) reflects the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.	X	X
4. Ensures only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X
5. Ensures the unit safety program is implemented and provides direction for fire and non-fire safety regulations, training, and concerns.	X	X
6. Ensures completion of a Job Hazard Analysis (JHA)/Risk Assessment for fire and fire aviation activities, and non-fire activities so mitigation measures are taken to reduce risk.		X
7. Ensures compliance with work/rest guidelines during all fire and fire aviation activities.	X	X
8. Ensures fire and fire aviation management employees understand their role, responsibilities, authority, and accountability.	X	X
9. Organizes, trains, equips, and directs a qualified work force.	X	X
10. Establishes and implements a post incident assignment performance review process for each employee.	X	X
11. Develops, implements, evaluates, and documents fire and fire aviation training to meet current and anticipated needs.	X	X
12. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X
13. Monitors fire suppression activities to recognize when complexity levels exceed program capabilities. Increases managerial and operational resources to meet the need.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
14. Monitors fire season severity predictions, fire behavior, and fire activity levels. Ensures fire severity funding and National Preposition Funding is requested in a timely manner, used, and documented in accordance with agency standards.	X	X
15. Ensures master agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X
16. Develops, maintains, and implements current operational plans (e.g., dispatch, preparedness, prevention).		X
17. XXX Ensures that initial response plans (e.g. run cards, preplanned response) are in place and provide for initial response commensurate with guidance provided in the Fire Management Plan and Land/Resource Management Plan. Ensures that initial response plans reflect agreements and annual operating plans, and are reviewed annually prior to fire season.		X
18. Develops, maintains, and implements restrictions procedures in coordination with cooperators whenever possible.	X	X
19. Ensures that the use of fire funds complies with department and agency policies.	X	X
20. Reviews and approves appropriate overtime authorization requests for personnel providing fire suppression coverage during holidays, special events, and abnormal fire conditions.		X
21. Ensures a process is established to communicate fire information to public, media, and cooperators.	X	X
22. Annually convenes and participates in pre-and post season fire meetings where management controls and critical safety issues are discussed.	X	X
23. Oversees pre-season preparedness review of fire and fire aviation program.	X	X
24. Initiates, conducts, and/or participates in fire program management reviews and investigations.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
25. Personally participates in periodic site visits to individual incidents and projects.		X
26. Utilizes the Incident Complexity Analysis appendix E & F to ensure the proper level of management is assigned to all incidents.	X	X
27. Ensures transfer of command on incidents occurs as per Chapter 11.		X
28. Ensures incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X
29. XXX Ensures an accurate and defensible Wildland Fire Decision Support System (WFSS) is completed and updated daily for all fires that escape initial attack. Ensures that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFSS) for all fires that escape initial attack.	X	X
30. XXX Ensures a WFSS is completed, approved, and certified daily for all fires managed for multiple objectives. Ensures that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFSS) for all fires managed for multiple objectives.	X	X
31. Works with cooperators, groups, and individuals to develop and implement processes and procedures for providing fire safe communities within the wildland urban interface.	X	X
32. Ensures trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource/improvements for all human-caused fires that ignite on BLM jurisdiction where liability can be determined.	X	X
33. Ensures required unit personnel are trained in fire cause determination and fire trespass.	X	X
34. Ensures compliance with National and State Office policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
35. Annually updates and reviews the <i>Agency Administrator's Guide to Critical Incident Management</i> .	X	X
36. XXX Ensures that all fire employees review and update their emergency contact information annually, either in Employee Express or in hard copy format.	X	X
37. Ensures fire season severity predictions, weather forecasts, fire behavior predictors, and fire activity levels are monitored and communicated daily to all employees (hard copy, web page, email, radio, or fax).		X
38. Ensures standards in current National and Local Mobilization Guides are followed.	X	X
39. Complies with established property control/management procedures.	X	X

1

2 Requirements for fire management positions are outlined in the *Interagency Fire*
3 *Program Management Qualifications Standards and Guide* (IFPM) Standard.

4 The supplemental Qualification Standard for professional GS-0401 Fire

5 Management Specialist positions, approved by the Office of Personnel

6 Management, is also included in the IFPM Standard. The *Interagency Fire*

7 *Program Management Qualification Standards and Guide* can be found in its

8 entirety on the IFPM website: <http://www.ifpm.nifc.gov>.

9

10 Delegation of Authority

11

12 Delegation for State Fire Management Officers (SFMO)

13 In order to effectively perform their duties, a SFMO must have certain
14 authorities delegated from the State Director. This delegation is normally placed
15 in the state office supplement to agency manuals. This Delegation of Authority
16 should include the following roles and responsibilities:

- 17 • Serve as the State Director's authorized representative on geographic area
18 coordination groups, including MAC groups.
- 19 • Coordinate and establish priorities on uncommitted fire suppression
20 resources during periods of shortages.
- 21 • Coordinate logistics and suppression operations statewide.
- 22 • Relocate agency pre-suppression/suppression resources within the
23 state/region based on relative fire potential/activity.
- 24 • Correct unsafe fire suppression activities.

- 1 • Direct accelerated, aggressive initial attack when appropriate.
- 2 • Enter into agreements to provide for the management, fiscal, and
- 3 operational functions of combined agency operated facilities.
- 4 • Suspend prescribed fire activities when warranted.
- 5 • Give authorization to hire Emergency Firefighters in accordance with the
- 6 DOI Pay Plan for Emergency Workers.
- 7 • Approve emergency fire severity funding expenditures not to exceed the
- 8 agency's annual authority.
- 9 • Appendix C provides a sample "Delegation of Authority".

10

11 **Delegation for District/Zone/Field Office Fire Management Officers (FMO)**

12 In order to effectively perform their duties, a unit FMO must have certain
13 authorities delegated from the District Manager. This delegation is normally
14 issued annually. This Delegation of Authority should include the following
15 roles and responsibilities:

- 16 • Serve as the District Manager's authorized representative on operations
- 17 groups and coordination groups, including MAC groups.
- 18 • Coordinate and establish priorities on uncommitted fire suppression
- 19 resources during periods of shortages.
- 20 • Coordinate logistics and suppression operations for the unit.
- 21 • Relocate agency pre-suppression/suppression resources within the unit
- 22 based on relative fire potential/activity.
- 23 • Correct unsafe fire suppression activities.
- 24 • Direct accelerated, aggressive initial attack when appropriate.
- 25 • Facilitate entry into agreements to provide for the management, fiscal, and
- 26 operational functions of combined agency operated facilities.
- 27 • Suspend prescribed fire activities when warranted.
- 28 • Give authorization to hire Emergency Firefighters in accordance with the
- 29 DOI Pay Plan for Emergency Workers.
- 30 • Approve emergency fire severity funding expenditures not to exceed the
- 31 unit's approved authority.
- 32 • Appendix C provides a sample "Delegation of Authority".

33

34 **BLM Operational Duty Officer (ODO)**

35

36 Each BLM unit Fire Management Officer will perform the duties of an ODO or
37 will provide a delegated ODO for their units during any period of predicted
38 incident activities. ODO responsibilities may be performed by any individual
39 with a signed Delegation of Authority from the local Agency Administrator.
40 Qualifications for the ODO will be identified within the Unit Annual Operating
41 Plan. The required duties for all BLM ODOs are:

- 42 • Monitor unit incident activities for compliance with BLM safety policies.
- 43 • Coordinate and set priorities for unit suppression actions and resource
- 44 allocation.

- 1 • Keep unit Agency Administrators, suppression resources, and information
 2 officers informed of the current and expected situation.
 3 • Plan for and implement actions required for future needs.
 4 • Document all decisions and actions.
 5 ODOs will provide operational oversight of these requirements as well as any
 6 unit specific duties assigned by the local fire managers through the local unit fire
 7 operating plan. ODOs will not fill any ICS incident command functions
 8 connected to any incident. In the event that the ODO is required to accept an
 9 incident assignment, the FMO will ensure that another qualified and authorized
 10 ODO is in place prior to the departure of the outgoing ODO.

12 Incident Business

13
 14 Administrative guidance related to payroll operations, hiring authorities,
 15 Emergency Support Functions, fire contracting, cost reviews, etc. can be found
 16 on the BLM Fire & Aviation web site at:
 17 http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/IB-new/IB_MMMenu.html
 18

20 BLM Fire Management Position Titles and Fire Department Cooperator 21 Equivalencies

22
 23 Bureau of Land Management units that choose to use fire department cooperator
 24 nomenclature will utilize the following BLM position title equivalency standard.

BLM Fire Management Position Title	Fire Department Cooperator Equivalency
State FMO, District FMO	Chief
State AFMO, District AFMO	Deputy Chief
State Office Fire Staff	Assistant Chief
Field Office FMO, Center Manager, District Fire Management Specialist, District Fuels Specialist	Division Chief
Fire Operations Specialist, Fuels Specialist, Assistant Center Manager, Prevention/Education Specialist	Battalion Chief
Prevention Technician, Prevention/Education Specialist	Prevention officer
Hotshot Superintendent, Helicopter Manager	Superintendent
Engine Captain, Hotshot Foreman, Assistant Helicopter Manager, Fuels Module Leader	Captain
Fire Engine Operator	Engineer
Communications Technician	Comm.
Mechanic	Repair

26

27

1 **Safety and Occupational Health Program**

2
 3 Safety and occupational health program responsibilities are interwoven
 4 throughout Bureau program areas, including fire management. Safety of our
 5 employees lies within every level of the organization and program
 6 implementation can have a direct impact on firefighting personnel. To ensure
 7 that program requirements are met to support the fire and aviation management
 8 program, the following checklist shall be utilized.

9
 10 **Safety and Health Responsibilities for the Fire Program**

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	XXX District/Field Manager
1. An annual Unit Safety and Health Action Plan is developed, approved, and signed by unit Agency Administrator. This plan outlines courses of action to improve the unit's safety program and is based upon an assessment of what is needed to make the safety program fully functional.		X	X	X
2. Risk assessments (RAs) are completed for non- suppression related fire activities. JHAs/RAs are completed for suppression related activities and crews are briefed on JHA/RA prior to beginning work.			X	X
3. An individual has been designated as the Unit Safety Officer.	X			X

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	XXX District/Field Manager
4. Maintains a working relationship with all facets of the fire organization including outstations.		X	X	X
5. A safety committee or group, which includes fire representation, is organized to monitor safety and health concerns and activities.		X	X	X
6. Written safety and health programs required by OSHA are in place and being implemented to include fire personnel.	X	X		
7. Employees are provided mandatory safety and health training, including the BLM Fire and Aviation Employee Orientation Checklist.		X	X	X
8. Fire safety programs (e.g., SAFENET, Six Minutes for Safety, Safety Alerts) are known and being utilized.			X	
9. Safety publications are available to all fire employees (e.g., <i>Incident Response Pocket Guide, 1112-2 Manual, Fireline Handbook 410-1</i>).			X	

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	XXX District/Field Manager
10. Assures that risk management process is integrated into all major policies, management decisions, and the planning and performance of every job. <i>BLM Manual 1112 Safety</i>			X	
11. Procedures are in place to monitor Work Capacity Test (WCT) results and ensure medical examination policies are followed.			X	
12. Material Safety Data Sheets (MSDS) are present, accessible, and available for all hazardous materials used and stored in the work area.		X	X	
13. Procedures are in place to purchase non-standard equipment as identified in the JHA/Risk Assessment process, and to ensure compliance with consensus standards (e.g., ANSI, NIOSH) for PPE.	X	X		X
14. Personal Protective Equipment (PPE) supplied, is serviceable, and being utilized.		X	X	

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	XXX District/Field Manager
15. Ensures tailgate safety meetings are held and documented.			X	
16. Monitors and inspects operations and work sites for unsafe acts and conditions and promptly takes appropriate preventative and corrective measures. <i>BLM Manual 1112 Safety.</i>		X		
17. Procedures are in place for reporting unsafe and unhealthful working conditions.		X		X
18. Promptly reports and investigates all job-related accidents/incidents that result in or have the potential to cause fatalities, injuries, illnesses, property, or environmental damage. All such reports are electronically submitted to the Safety Management Information System (SMIS). <i>BLM Manual 1112 Safety</i>			X	X
19. Injury data is monitored and reviewed to determine trends affecting the health and welfare of employees.		X		X

PERFORMANCE REQUIRED	State Safety Manager	District/Zone Safety Manager	Unit FMO	XXX District/Field Manager
20. Ensures facility and work areas inspections are conducted to ensure requirements are met. <i>29 CFR 1960 and 485 DM, Chapter 5 requirements.</i>	X	X		X

1

2 **Employee Safety and Health Program Responsibility**

3 All employees have personal responsibility to ensure safe and healthful work
4 practices and the following elements specifically outline these responsibilities:

- 5 • Complying with applicable work rules, practices, and procedures.
- 6 • Using safety devices, personal protective equipment, clothing, and other
7 means provided or directed by recognized authority at all times when
8 necessary for their protection.
- 9 • Reporting unsafe and unhealthful working conditions to management.
- 10 • Reporting every job-related accident/incident to their supervisor that results
11 in, or has the potential to harm people, property, or the environment.
- 12 • Reporting personal conditions that could adversely affect their ability to
13 perform in a safe and healthful manner on the job.
- 14 • Completing the BLM Fire and Aviation Employee Orientation Checklist,
15 available on the BLM Fire Operations website.

16

17 **Emergency Notification XXX and Contact Information**

18

19 After emergency response actions deliver an injured employee to the immediate
20 medical care facility, prompt notification through the chain of command is
21 essential to ensure proper management support to the employee. For BLM fire
22 operations, notification criteria are as follows:

- 23 • Supervisor of the injured employee will notify the local state Fire
24 Operations Group representative immediately after treatment when the
25 injured employee is not released to duty. This contact will be in addition to
26 contacts made to the home unit chain of command.

27

28 **XXX All fire and aviation employees are required to review and update their**
29 **emergency contact information annually, either in Employee Express or in hard**
30 **copy format. This information will only be used for emergency purposes and**
31 **only by those authorized to make contact with the employee and/or their**
32 **personal contact(s) and will be maintained in accordance with the provisions of**
33 **the Privacy Act of 1974. See WO IM # 2012-196 for more instructions for**

1 completing entry into Employee Express and/or the *BLM Personal Emergency*
2 *Contact Information form*.

3

4 **Employee Advocacy**

5

6 Fire operations doctrine acknowledges the inherent danger of fire operations and
7 the potential for serious injury or death to firefighters. When these occur, it is
8 important that Bureau employees are provided the best and most appropriate
9 care and support possible. Managers should consult their human resources
10 experts to ensure that applicable Departmental and Bureau human resources
11 policies and guidelines are followed. In addition, the ~~XXX following website~~
12 ~~Bureau of Land Management Line of Duty Death (LODD) Response Guide~~
13 ~~provides information to assist managers in dealing with the many complexities~~
14 ~~of these occurrences.~~

15

16 ~~XXX The LODD Response Guide is available in the Toolbox section of the~~
17 ~~BLM Fire Operations Website.~~

18 ~~http://web.blm.gov/internal/fire/fire_ops/toolbox_sift.htm~~

19

20 **BLM Fire ~~XXX~~ and Aviation Honor Guard**

21

22 ~~XXX The Bureau of Land Management Fire Honor Guard is a team of~~
23 ~~uniformed employees who display honor and appreciation for those men and~~
24 ~~women who have died in the line of duty. Honor Guard members will represent~~
25 ~~the BLM at memorial services and other special events to honor those we have~~
26 ~~lost and recognize their family, friends, and coworkers.~~

27

28 ~~BLM Fire Honor Guard members are selected from within the ranks of front line~~
29 ~~firefighters. Members must be in good standing in the Bureau and receive a~~
30 ~~written recommendation from the local area fire management officer. Members~~
31 ~~will be expected to commit for no less than a one year period. Members must~~
32 ~~attend two scheduled drill sessions each year, and must be available for honor~~
33 ~~guard assignments on short notice.~~

34

35 ~~For more information, refer to~~

36 ~~http://www.blm.gov/nife/st/en/prog/fire/honor_guard.html.~~

37

38 ~~XXX The BLM Fire and Aviation Honor Guard represents the highest ideals of~~
39 ~~honor, dignity, professionalism and respect in serving the agency, the fire~~
40 ~~community, and the families, friends and co-workers of those who have lost~~
41 ~~their lives in the line of duty.~~

42

43 ~~The Honor Guard was established to appropriately pay tribute to and honor the~~
44 ~~memory of employees who perish in the line of duty. The Honor Guard also~~
45 ~~responds to requests for their participation at events of state and national~~
46 ~~significance.~~

1 The Honor Guard is comprised of a cross-section of the BLM workforce from
2 within the fire and aviation program. A commitment to the program directly
3 impacts fellow members and the ability of the team to function at the highest
4 level possible. Members will be expected to commit for no less than a two-year
5 period, and may remain an Honor Guard member until they can no longer fulfill
6 the commitment or wish to retire from the Honor Guard. Members must stay in
7 good standing in the Bureau.

8
9 For more information, refer to
10 http://www.blm.gov/nifc/st/en/prog/fire/honor_guard.html.

11 **Employee Responsibility**

12
13
14 All employees, cooperators, contractors, and volunteers who participate in
15 wildland fire operations have the duty to treat each other with respect and to
16 maintain a work environment free of misconduct and harassment.

17
18 Misconduct includes but is not limited to: alcohol misuse, driving while
19 intoxicated, the use of illegal drugs, hazing, insubordination, disregard for
20 policies and procedures, and the destruction or theft of government property.

21
22 Harassment is coercive or repeated, unsolicited and unwelcome verbal
23 comments, gestures, or physical contacts and includes retaliation for confronting
24 or reporting harassment.

25
26 Harassment and misconduct will not be tolerated under any circumstances and
27 will be dealt with in the strictest of terms. We must all take responsibility for
28 creating and ensuring a healthy and safe work environment. Employees who
29 experience or witness harassment, misconduct, or any inappropriate activity
30 should report it to the proper authority immediately.

31 **Examples of Harassment and Misconduct**

- 32 • **Physical conduct** - Unwelcome touching, standing too close, looking up
33 and down, inappropriate or threatening staring or glaring, obscene,
34 threatening, or offensive gestures.
- 35 • **Verbal or written misconduct** - Inappropriate references to body parts;
36 derogatory or demeaning comments, jokes, or personal questions; sexual
37 innuendoes; offensive remarks about race, gender, religion, age, ethnicity,
38 or sexual orientation, obscene letters or telephone calls, catcalls, whistles or
39 sexually suggestive sounds.
- 40 • **Visual or symbolic misconduct** - Display of nude pictures, scantily-clad,
41 or offensively-clad people; display of offensive, threatening, demeaning, or
42 derogatory symbols, drawings, cartoons, or other graphics; offensive
43 clothing or beverage containers, bumper stickers, or other articles.
- 44

- 1 • **Hazing** - Hazing is considered a form of harassment. “Hazing” is defined
2 as “any action taken, or situation created intentionally, to produce mental or
3 physical discomfort, embarrassment, or ridicule.”
- 4 • **Alcohol** - The use of alcohol during any work period is strictly prohibited.
5 The performance of job duties while under the influence of alcohol is
6 prohibited. Underage personnel alcohol use is prohibited at all times.

8 **BLM Mobile Fire Equipment Policy**

10 **Introduction**

11 The following section represents a general overview of the BLM Mobile Fire
12 Equipment Policy. The policy can be found in its entirety on the BLM National
13 Fire Equipment Program (NFEP) Website, located within the BLM Fire
14 Operations website.

16 **Policy and Guidance**

17 The BLM fire equipment program is responsible for the design, development,
18 and acquisition of specialized wildland fire equipment to meet the full range of
19 fire management requirements. The design and development is accomplished
20 through the analysis of performance needs required by BLM field units and
21 working with industry to produce prototypes for testing and eventually
22 production units. Acquisition of equipment is accomplished primarily through
23 contracting. The BLM fire equipment program balances advanced technology
24 with overall cost efficiency to provide maximum safety for personnel while
25 effectively meeting fire management needs.

26
27 It is agency policy to maintain each piece of fire equipment at a high level of
28 performance and in a condition consistent with the work it has been designed to
29 perform. This shall be accomplished through application of a uniform
30 preventive maintenance program, timely repair of components damaged while
31 on assignment, and in accordance with all agency fiscal requirements. Repairs
32 shall be made as they are identified to keep the equipment functional and in peak
33 operating condition.

35 **Fire Equipment Committees**

36 There are three levels of fire equipment committees: National, State, and
37 Interagency. Fire equipment committees address the broad spectrum of
38 equipment subjects and make recommendations. State committees will report to
39 the respective State Fire Management Officer. The **XXX BLM National Fire**
40 **Equipment Committee (NFEC) Group** and the BLM Engine Committee report to
41 the Fire Operations Group (FOG). Equipment committees should invite other
42 agency equipment leads to share ideas, transfer technology, and coordinate
43 efforts.

44
45
46

1 **BLM National Fire Equipment Program (NFEP)**

2 The BLM National Fire Equipment Program (NFEP) is located at NIFC. This
3 unit is responsible for the development, ordering, inspection, receiving, and
4 distribution of new fire equipment that will meet or exceed the minimum
5 performance standards established by the XXX BLM National Fire Equipment
6 Committee (NFEC) Group and the BLM Engine Committee. The NFEP website
7 is located within the BLM Fire Operations website.
8

9 **Equipment Development**

10 The BLM NFEP has established a fire equipment development process to ensure
11 that new fire equipment or technologies meet or exceed established performance
12 standards. All new fire equipment will follow this development process and will
13 be tested and evaluated under actual field conditions prior to being made
14 available for general ordering.
15

16 **Standardization**

17 Standardization of fire equipment aids in the ability to produce equipment that
18 effectively meets the Bureau's mission by providing cost effective equipment
19 with the least impact on fire programs. Standardization also contributes to the
20 ability to provide effective, consistent, and quality training to the BLM Fire
21 Program workforce. The XXX BLM National Fire Equipment Committee
22 (NFEC) Group and XXX the BLM Engine Committee have the responsibility to
23 establish and approve minimum performance standards for all BLM-specific fire
24 equipment.
25

26 **Fire Engine and Command Vehicle Identifier Standards**

27 Bureau of Land Management fire engine and command vehicle identifier
28 standards have been established by the national Fire Operations Group and can
29 be found at the BLM Fire Operations website.
30

31 **Deficiency Reporting**

32 The BLM Fire Equipment Improvement/Deficiency Reporting System is used to
33 collect improvement recommendations and deficiency reports for all BLM fire
34 equipment. The reporting system enables the BLM NFEP to build a
35 comprehensive database to document problems, identify trends, and establish
36 priorities for development and modification of new and existing equipment.
37

38 XXX District/Field Offices XXX are required to submit XXX timely and
39 detailed deficiency reports for problems encountered with BLM fire equipment.
40 Reports XXX may will also be submitted for suggestions for improvement.
41 Submitted reports XXX will receive immediate attention. XXX and the
42 submitter receives verification of receipt. XXX The NFEP will immediately
43 verify receipt of the deficiency report and XXX The NFEP will follow-up with
44 the submitting XXX District/Field Office to correct the deficiency or work to
45 incorporate the improvement suggestion. The Improvement/Deficiency

1 Reporting System can be found on the BLM National Fire Equipment Program
2 website, located within the BLM Fire Operations website.

3

4 **Acquisition of Working Capital Fund Equipment**

5 The National Operations Center (NOC) located in Denver manages the Working
6 Capital Fund (WCF). Each class of vehicle has an established replacement
7 cycle based on miles or hours, vehicle replacement costs, and residual value.
8 The WCF acquires funds through Fixed Ownership and Use Rates determined
9 by the replacement cycle. At the end of the replacement cycle, adequate funds
10 to replace the vehicle are available. For new vehicle purchases, funds are
11 acquired/secured by the receiving unit and the new purchase is added to the
12 WCF. The NOC monitors vehicle usage and replacement cycles, and notifies
13 the NFEP when vehicles need to be replaced. The NFEP then coordinates with
14 the receiving unit to order the replacement vehicle. When the order is placed,
15 the NFEP works with the BLM Fleet Manager, the receiving unit, contracting,
16 and the vendor to fill the order.

17

18 **Funding**

19 Procurement of nonstandard equipment with fire management funds when
20 standard equipment is available must have written approval by the FAD
21 Division of Operations Chief and the State Fire Management Officer. Most fire
22 vehicles are funded through the WCF. Other types of fire equipment are funded
23 through the normal budget process at the state and local level. Specialized
24 equipment may be funded in a variety of ways including through the Fire and
25 Aviation Directorate, special project allocations, available mid or year end
26 funds, state or local funding, interagency agreement, or through the WCF.

27

28 **BLM Mobile Fire Equipment Ordering**

29 Ordering of BLM mobile fire equipment is completed through the NFEP at
30 NIFC. Available equipment is listed in the BLM Fire Equipment Ordering
31 System (FEOS) web page. Contact the National Fire Equipment Program for
32 additional information.

33

34 States have the authority to order their own equipment using WCF funds.
35 However, the BLM has established required equipment and performance
36 standards for new equipment. These standards have been established to reduce
37 excessive procurement costs, maintain common operational functions, and
38 provide a Bureau wide standard fire fleet.

39

40 If states order their own equipment using WCF funds, they must have approval
41 from the WCF Fleet Manager, ~~XXX and~~ State Fire Management Officer, ~~XXX~~
42 ~~and the Chief, Division of Fire Operations (FA-300)~~ prior to ordering.

43

44 **Equipment Modification/Retrofitting**

45 Any major retrofit, change, or addition to BLM fire equipment requires
46 submission of a proposal to the ~~XXX BLM National Fire Equipment Committee~~

1 (NFEC) Group. The XXX NFECBLM Fire Equipment Group in conjunction
2 with the BLM National Fire Equipment Program will consider and
3 approve/disapprove any such proposals. Minor changes or add-ons may be
4 approved through the NFEP.

5

6 **Property Transfer/Replacement**

7 Surplus XXX and early turn-ins, and transfer fire vehicles may be transferred to
8 another unit for continued service with the approval of the State Fire
9 Management Officer and the WCF Manager. In these instances, the vehicle
10 remains in the same class, and the FOR and use rates will continue to be charged
11 to the unit acquiring the vehicle. Units may dispose of fire vehicles prior to the
12 normal replacement date. In these instances, no future replacement is
13 automatically provided and there is no accrued credit for the FOR collected on
14 that unit prior to disposal. Units acquiring this type of equipment continue
15 payment of the FOR and use rates.

16

17 **Conversions**

18 Offices requesting to convert replacement fire equipment to a different class of
19 equipment must follow and provide the following criteria and documentation:

- 20 • Proposed changes meet current and future preparedness requirements
21 identified in Resource/Land Management Plans and Fire Management
22 Plans.
- 23 • Proposed changes result in an overall cost savings to the government XXX
24 (replacement of 2 Type 6 engines for 1 Type 4 engine).

25 If any proposed changes in equipment result in additional overall costs to the
26 government, documentation must include:

- 27 • Increased production rates which may offset additional costs
- 28 • The requesting states availability of sufficient funds to cover additional
29 costs.

30

31 ~~XXX This documentation will require signature by the requesting State Director
32 and State FMO, the Operations Division Chief at BLM Fire & Aviation
33 Directorate, and the WCF Manager for final approval. BLM units will use the
34 standard form available on the BLM Fire Operations website to provide required
35 documentation for approval for conversions, transfers, and excess vehicles.~~

36

37 **Lights and Siren Response**

38

39 Responding to Bureau of Land Management (BLM) wildland fire incidents
40 normally does not warrant the use of emergency lights and siren to safely and
41 effectively perform the BLM mission. However, there may be rare or
42 extenuating circumstances when limited use of lights and sirens are appropriate
43 and necessary due to an immediate threat to life.

44

45 Those BLM state organizations that determine a lights and sirens response is
46 necessary to meet mission requirements must develop an operating plan that is

- 1 signed and approved by the State Director and forwarded to the Chief, Division
2 of Fire Operations, BLM Fire and Aviation. The operating plan must ensure the
3 following:
- 4 1. All vehicles (command, engines, etc.) will be properly marked, equipped, and
5 operated in accordance with state statutes, codes, permits, and BLM unit
6 requirements.
 - 7 2. Drivers will complete training in the proper use of lights and sirens response
8 in accordance with National Fire Protection Association (NFPA) 1451 and 1002
9 standards, as well as any state requirements.
 - 10 3. Drivers responding with lights and sirens will be minimally qualified as
11 engine operator.
 - 12 4. Lights and sirens will meet NFPA and state code requirements.
 - 13 5. Posted speed limits will be followed at all times, regardless of response type.
 - 14 6. Operators will stop or reduce speed as circumstances dictate prior to
15 proceeding through all intersections.
 - 16 7. Traffic light changing mechanisms (e.g., Opticons) will only be used under
17 formal written agreement with state and local governments. They will be used
18 only when they are necessary to create safe right-of-way through urban high-
19 traffic areas. All pertinent state and local statutes and procedures will be
20 adhered to.
 - 21 8. Authorization to respond with lights and sirens does not cross state lines. No
22 driver will be authorized by one state to operate with lights and sirens in another
23 state.

24 **BLM Firefighters**

25 **Introduction**

26
27 Firefighters operate within the Incident Command System (ICS), which is a
28 component of the National Interagency Incident Management System (NIIMS).
29 In the ICS, firefighters are either assigned as single resource overhead
30 (individuals assigned to specific supervisory or functional positions) or as
31 members of an organized unit. The individuals within these units are trained to
32 provide different levels and types of tactical, logistical, and managerial
33 capability.

34 These units include:

- 35 • **Hand Crews** - Vehicle mobile firefighters that specialize in the use of hand
36 tools, chainsaws, portable pumps, and ignition devices for tactical
37 operations. Hand crew types include Interagency Hotshot Crews (IHC)s,
38 Type 2 Initial Attack Crews, and Type 2 Crews.
- 39 • **Engine Crews** - Engine mobile firefighters that specialize in the use of
40 engines for tactical operations.
- 41 • **Helitack** - Helicopter mobile firefighters that specialize in the use of
42 helicopters for tactical and logistical operations.
- 43 • **Smokejumpers** - Fixed wing aircraft and parachute mobile firefighters that
44 specialize in the use hand tools, chainsaws, and ignition devices for tactical
45 operations.
- 46

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BLM Firefighter Priority for Use

- Initial attack on lands for which the BLM has suppression responsibility.
- Other fire suppression/management assignments on BLM lands.
- Other fire suppression/management assignments on other agency lands.
- All Hazard - ESF#4 reference:
http://web.blm.gov/internal/fire/budget/Reference_docs/esf4/ESF4_page.htm

Mobilization of BLM Firefighters

BLM firefighters are mobilized to perform the following functions:

- Suppress fires and manage wildland fire incidents;
- Improve BLM initial attack capability;
- Maximize the utilization of limited BLM fire operational assets;
- Provide additional fire management capability in high tempo periods;
- Provide experience and developmental opportunities to BLM firefighters;
- Perform fire management project work or assignments; or
- Perform other project work or assignments.

There are five funding mechanisms for mobilizing BLM firefighters:

- Preparedness funding
- Suppression funding
- Short term severity (State/Regional Level Severity) funding
- National level severity funding
- National preposition funding

Preparedness Funding

Preparedness funding may be used to mobilize resources for normal preparedness activities such as:

- Movement of resources within a unit not associated with fire activity;
- Detailing firefighters to fill vacant positions;
- Project work **XXX or normal preparedness activities**; and/or
- Training.

Fire managers have the authority to expend preparedness funding for preparedness activities. Mobilization of non-BLM federal resources with BLM preparedness funding requires a reimbursable agreement.

Suppression Funding

Suppression funding is used to mobilize resources to wildland fire incidents. BLM firefighters are mobilized directly to incidents using established methods (resource orders, initial attack agreements, dispatch plans, response plans, etc.)

1 **Short Term Severity (State Level Severity)**

2 Short term severity funding may be used to mobilize resources for state/regional
3 short term severity needs that are expected to last less than one week, such as:

- 4 • Wind events;
5 • Cold dry front passage;
6 • Lightning events; and/or
7 • Unexpected events such as off-road rallies or recreational gatherings.
8

9 Each state director and the Fire and Aviation division chiefs for Operations and
10 Aviation have been delegated the authority to expend up to \$300,000 for “short
11 term” severity needs per fiscal year. This discretionary severity authorization
12 can be expended for appropriate severity activities without approval from Fire
13 and Aviation. States will establish a process for requesting and approving short
14 term severity funds.
15

16 **National Level Severity Funding**

17 National level severity funding is used to mobilize resources to areas where:

- 18 • Preparedness plans indicate the need for additional
19 preparedness/suppression resources;
20 • Anticipated fire activity will exceed the capabilities of local resources.
21 • Fire season has either started earlier or lasted longer than identified in the
22 fire management plan; and/or
23 • An abnormal increase in fire potential or fire danger not planned for in
24 existing preparedness plans exists.
25

26 Guidance for requesting and utilizing national level severity funding is found in
27 Chapter 10 and on the BLM Fire Operations website. Requests should be
28 consolidated by state, coordinated with Fire and Aviation, and then submitted to
29 Fire and Aviation by the State Director. The official memo requesting funds
30 should be mailed to the Assistant Director, Fire and Aviation. An electronic
31 copy should also be e-mailed to “BLM_FA_Severity@blm.gov”.
32

33 Severity funding requests will be accepted and approved for a maximum of 30
34 days, regardless of the length of the authorization; use of severity funding must
35 be terminated when abnormal conditions no longer exist. If the fire severity
36 situation extends beyond the 30-day authorization, the state must prepare a new
37 severity request.
38

39 An approval memo from Fire and Aviation will list authorized resources along
40 with a cost string code for each state and field office to use for all resources. All
41 resources authorized through this process will be counted in the state’s severity
42 authorization limit, including extension of exclusive use aircraft contracts.
43

44 In order to support the BLM national aviation strategy, which includes
45 prioritized allocation based on need, air resource mobility, and cost containment,

1 a state may be directed to release an air resource to another state. All charges
2 related to releasing an air resource will be covered by Fire and Aviation or the
3 receiving state.

4

5 **National Preposition Funding**

6 XXX National preposition funding is used to mobilize resources to areas with
7 anticipated fire activity when other funding is not available. Units may request
8 national preposition funding XX from FA to acquire supplemental fire
9 operations assets XXX to increase initial attack capability. National preposition
10 funding may be used to mobilize resources when BLM units:

- 11 • Do not have available preparedness funding;
- 12 • Do not have available short-term severity funding; or
- 13 • Do not meet the criteria for use of national severity funding.

14

15 Approved national preposition funding may be used only for travel and per diem
16 costs for the duration of the assignment, and overtime labor costs associated
17 with the original preposition move.

18

19 XXX Each State Director has been delegated the authority to expend national
20 preposition funding within an allocation limit established annually through
21 issuance of an Instruction Memorandum. The criteria stated above apply to this
22 allocation.

23

- 24 • National Preposition Request Process
 - 25 ○ Unit FMO identifies need and notifies State FOG representative. FOG
26 rep informs SFMO.
 - 27 ○ FOG rep coordinates with unit FMO to verify need and determine asset
28 types, numbers, and projected preposition location.
 - 29 ○ Requesting FOG rep queries FOG group and identifies available assets.
 - 30 ○ Requesting and sending FOG reps jointly complete the BLM
31 Preposition Request Form found on the BLM Fire Operations website.
 - 32 ○ Requesting FOG rep will submit the request electronically via e-mail to
33 “BLM_FA_Prepositioning@blm.gov” to acquire Division of Fire
34 Operations (FA-300) approval. If aviation assets are requested, FA-300
35 will coordinate with the National Aviation Office (FA-500) and secure
36 FA-500 approval.
 - 37 ○ FA-300 will notify the requesting and sending FOG representatives via
38 e-mail when the request is approved.
 - 39 ○ After securing FA-300/500 approval, the requesting FOG rep places
40 name request order(s) for specified assets through normal coordination
41 system channels.
 - 42 ○ Responding BLM assets will be assigned to a temporary host unit by
43 the receiving FOG rep.
 - 44 ○ Responding assets, sending/receiving FOG reps, and the temporary
45 host unit will negotiate length of assignment and crew rotation, and
46 ensure that prepositioned personnel meet work/rest requirements.

1 BLM preposition funding request information can be found at the BLM Fire
2 Operations website.

3

4 **XXX BLM Asset, Intelligence, and Prepositioning (AIP) System**

5 XXX The BLM Asset, Intelligence, and Prepositioning (AIP) system provides
6 BLM State Fire Operations Specialists a formal process for providing collective
7 input into national decisions on BLM fire asset utilization. The intent of the AIP
8 system is to improve BLM decisions on prepositioning BLM fire suppression
9 assets from low fire danger areas to high fire danger areas. Preposition moves
10 are intended to maximize the overall capability and effectiveness of limited
11 BLM suppression assets. Prepositioning will be done primarily on a national
12 long-term scale, but the AIP system may be used to inform state and local asset
13 utilization decisions as well. The AIP system is not intended to duplicate or
14 contradict existing dispatch/coordination system processes.

15

16 The AIP system consists of a graphical display of geospatial data (asset
17 locations, predictive services information, etc.), and FOG procedures for
18 evaluating the data, making decisions, and securing funding for asset movement.

19

20 • **AIP system process**

- 21 ○ Each BLM Fire Operations Group (FOG) representative will
22 continually evaluate the *National Wildland Significant Fire Potential*
23 *Outlook, National Early Season Assessment* and **XXX the AIP tool**
24 **other intelligence** to maintain situational awareness.
- 25 ○ Monthly (or as needed), the FOG will **XXX evaluate intelligence and**
26 **collectively determine if BLM fire suppression assets should be**
27 **mobilized across geographic area boundaries, XXX utilizing**
28 **information available in the AIP tool.**
- 29 ○ If mobilization of assets is warranted, the FOG will collectively
30 determine receiving states, sending states, required suppression assets,
31 and the appropriate funding mechanism.
- 32 ○ Sending states will provide a list of resources and personnel to the
33 receiving states one month (or as soon as possible) prior to the date of
34 mobilization (movement date).
- 35 ○ Receiving states will request funding and mobilize assets using
36 established processes as identified above.
- 37 ○ When identified assets are outside of normal availability periods,
38 sending states will coordinate with unit fire program managers and
39 Human Resources Offices to ensure that hire/layoff dates are adjusted.
- 40 ○ The FOG will continually evaluate the need for prepositioned
41 resources. Prepositioned resources will be adjusted accordingly based
42 on conditions and predictions.

43

44 • **AIP System Responsibilities:**

- 45 ○ **Fire Operations Group**

- 1 ▪ Evaluate monthly predictive services forecasts and AIP **XXX data**
- 2 **intelligence.**
- 3 ▪ Determine need to mobilize and/or preposition resources.
- 4 ○ Receiving States
- 5 ▪ Determine, type, number, and proposed location of mobilized
- 6 assets.
- 7 ▪ Coordinate with sending states and FA-320 to adjust movement
- 8 date.
- 9 ▪ Place resource orders for mobilized/prepositioned resources.
- 10 ▪ Manage mobilized assets.
- 11 ○ Sending States
- 12 ▪ Identify available or potentially available assets.
- 13 ▪ Coordinate with local management and HR on hire/layoff dates.
- 14 ▪ Ensure assets are trained and available prior to proposed
- 15 mobilization date.
- 16 ▪ Coordinate with receiving states during mobilization and for
- 17 crew/resource rotations.
- 18 • FA
- 19 ○ Provide AIP system oversight.
- 20 ○ Work with FA Budget & Evaluation to secure funding and monitor
- 21 expenditures.
- 22 ○ Brief NMAC and NICC on BLM fire suppression asset mobilization.

23

24 **XXX BLM Fire Training and Workforce Development**

25

26 **XXX BLM Fire Training and Workforce Development Program**

27 XXX The BLM National Fire Training and Workforce Development Program is
28 located at NIFC and works for the BLM Chief, Preparedness/Suppression
29 Standards. The program develops the wildland firefighting workforce through
30 qualification standards, training standards, and workforce development
31 programs in support of BLM fire management.

32

33 **XXX BLM Standards for Fire Training and Workforce Development**

34 XXX The BLM Fire Training and Workforce Development Program, in
35 coordination with the BLM Fire Operations Group and the BLM Fire Training
36 Committee, is responsible for publishing the *BLM Standards for Fire Training*
37 *and Workforce Development*. The *BLM Standards for Fire Training and*
38 *Workforce Development* provides fire and aviation training, qualifications, and
39 workforce development program management direction. This document is
40 available at http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.

1 **BLM Firefighters General Non-Fire Training Requirements**

	Training Required	Initial Requirement/Frequency
Agency Permanent, Career Seasonal, & Temporary Firefighters	Safety Orientation	Once
	Bloodborne Pathogens	Once: Awareness level. For employees not at increased risk (e.g. non-fireline support personnel) Annually: For employees at increased risk due to assigned duties (e.g. IHC, Helitack, SMJ, Engine Crew)
	Defensive Driving	Prior to operating motor vehicle for official purposes. Once every three years.
	First Aid/Cardiopulmonary Resuscitation (CPR)	Upon initial employment. Every 3 years or per certifying authority.
	HAZMAT - First Responder Awareness Level	Upon initial employment. Annually.
	Do What's Right/EEO	Annually.
	Training Required	Frequency
Administratively Determined (AD) and Emergency Firefighters (EFF)	Defensive Driving (If operating GOV, including rental or leased, vehicle for official purposes, prior to operating vehicle).	Once every three years.
	First Aid/Cardiopulmonary Resuscitation (CPR)	Upon initial employment. Every 3 years or per certifying authority. At least two persons per crew (GS or AD) shall be current and certified in First Aid/CPR

2 For a complete listing of safety & health training - refer to *BLM Manual*
3 *Handbook 1112-2, Safety and Health for Field Operations.*

4

5 **Driver Training for Regular Drivers of Fire Equipment**

6 All regular drivers of non-tactical water tenders, helicopter support vehicles,
7 crew carriers, and fuel tenders must complete training that includes the
8 instructional objectives posted at the BLM Fire Training website at:
9 http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html

10

1 For the purposes of this policy, a regular driver is defined as an employee whose
 2 duties include driving fire equipment on a regular basis. This may include
 3 highway, off-road, city, mobile attack, and extreme terrain driving.

4
 5 **BLM Firefighter Mandatory Physical Fitness Standards**

6 The *Wildland Fire Qualifications System Guide* (PMS 310-1) establishes
 7 physical fitness standards for NWCG sanctioned firefighters. These standards
 8 are assessed using the Work Capacity Tests (WCT). Prior to attempting the
 9 WCT, all permanent, career-seasonal, temporary, Student Career Experience
 10 Program (SCEP), and AD/EFF employees who participate in wildland fire
 11 activities requiring a fitness level of arduous must participate in the DOI
 12 Medical Qualification Standards Program (DOI-MSP).

13
 14 Employees serving in wildland fire positions that require a fitness rating of
 15 arduous as a condition of employment are authorized one hour of duty time each
 16 work day for physical fitness conditioning. Employees serving in positions that
 17 require a fitness rating of moderate or light may be authorized up to three hours
 18 per week.

19
 20 Units will maintain a fitness program that ensures BLM firefighters will possess
 21 the physical ability to perform the duties of their positions safely and effectively
 22 while ensuring compliance with the requirements of the Work Capacity Test
 23 (WCT).

24
 25 Information on the WCT and the DOI-MSP is located in Chapter 13 of this
 26 publication. Fitness and conditioning information may be found at
 27 www.nifc.gov/FireFit/index.htm

28
 29 **BLM Firefighter Target Physical Fitness Standards**

30 These are voluntary targets. They are not mandatory. These targets are
 31 established to provide BLM firefighters a common standard against which to
 32 gauge their physical fitness level. BLM firefighters are encouraged to meet or
 33 exceed these standards.

34

	Age 20-29	Age 30-39	Age 40-49	Age 50 & Up
1.5 Mile Run	11:58	12:25	13:05	14:43
Sit-Ups (1 minute)	40	36	31	26
Push-Ups (1 minute)	33	27	21	15

35
 36 The guide below may be used to adjust the 1.5 mile run times to compensate for
 37 altitude differences:

Altitude in feet	1.5 mile run time adjustment
0 - 5,000	No adjustment

5,000 - 6,000	Add 30 seconds
6,000 - 7,000	Add 40 seconds
7,000 - 8,000	Add 50 seconds

1

2 **BLM National Fire Operations Fitness Challenge**

3 The BLM national fire operations fitness challenge encourages and recognizes
4 achievement in physical fitness by BLM firefighters. The fitness challenge
5 provides a common system by which BLM firefighters can measure current
6 fitness, establish fitness goals, and track fitness improvement. The fitness
7 challenge is voluntary, but BLM firefighters are encouraged to participate. The
8 fitness challenge tests participants in four basic exercises - push-ups, pull-ups,
9 sit-ups and a timed run of either 1.5 or 3.0 miles. Test results are compiled into
10 a final overall score. Unit and state offices are encouraged to support and
11 recognize achievement in firefighter fitness. The BLM FA Division of Fire
12 Operations will recognize high achievers annually. Specific information on the
13 fitness challenge is located ~~XXX at~~
14 www.blm.gov/nife/st/en/prog/fire/fireops/fitness_challenge.html in the Toolbox
15 on the BLM Fire Operations Website.

16

17 **Interagency Fire Program Management Standards**

18 The BLM follows the *Interagency Fire Program Management Qualifications*
19 *Standards and Guide (IFPM Standard), January 2000*. The IFPM Standard
20 does the following:

- 21 • Establishes minimum qualifications standards for 13 key fire management
22 positions. These standards include 1) basic requirements, 2) specialized
23 experience requirements, 3) NWCG incident management qualifications, 4)
24 additional required training.
- 25 • Provides a “complexity rating for program management” table, which is
26 used to determine overall complexity of the unit level fire program. This is
27 used because qualification standards for some of the 13 identified positions
28 are tied to fire program complexity.

29

30 State and unit level fire managers should consult human resources officials and
31 apply the IFPM Standard as appropriate. IFPM information is located at
32 <http://www.ifpm.nifc.gov>

33

34 **BLM Hand Crews**

35

36 **BLM Hand Crew Standards (all crew types)**

- 37 • **Language** - CRWB and FFT1: must be able to read and interpret the
38 language of the crew as well as English.
- 39 • **Flight Weight** – 5300 pounds
- 40 • **Personal gear** - Sufficient for 14 day assignments
- 41 • **Physical fitness** - Arduous, all positions

- 1 • **Required Equipment & PPE** - Fully equipped as specified in the
 2 *Interagency Standards for Fire and Fire Aviation Operations.*

3

4 **BLM Hand Crew Standards by Type**

Crew Type	Type 1	Type 2IA ¹	Type 2	XXX Fire Suppression Module
Crew Size	Minimum 18 Maximum 25	Minimum 18 Maximum 20	Minimum 18 ² Maximum 20	Minimum 5 Maximum 10
Leadership Qualifications	1-Supt. 1-Assist Supt 3 Squad Leaders	1 CRWB 3 ICT5	1 CRWB 3 FFT1	1 SRB/ICT5 2 FFT1 2 FALA
Incident Management Capability	Operate up to 3 independent squads w/ T4 and T5 command capability	Operate up to 3 independent squads with T5 command capability	Operate as single crew in full crew configuration	Operates as a single module w/T5 command capability
Crew Experience	80% of the crewmembers must have at least 1 season experience in fire suppression	60% of the crewmembers must have at least 1 season experience in fire suppression	20% of the crewmembers must have at least 1 season experience in fire suppression	Agency only
Crew Utilization	National Shared Resource	Local unit control	Local unit control	Local unit control
Communication	7 programmable handheld radios. 1 programmable mobile radio in each truck	4 programmable handheld radios	4 programmable handheld radios	2 programmable handheld radios
Training	40 hours annual training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.
Logistics	Squad level agency purchasing authority	Crew level agency purchasing authority	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended
Transportation	Own transportation	Need transportation	Need transportation	Own transportation
Works together 40 hours/week	Yes	No	No	No

5 XXX¹BLM Type 2IA crews will be certified by the State Fire Management

6 Officer prior to being made available for assignment.

1 ² As per the *Alaska Interagency Mobilization Guide*, for mobilization within
 2 Alaska, Type 2 EFF crews will consist of 16 personnel: one crew boss, a
 3 minimum of two squad bosses and the remainder to be crew members and/or
 4 trainees.

5

6 **BLM Interagency Hotshot Crews**

7 BLM IHCs are comprised of 18-25 firefighters and are used primarily for
 8 wildfire suppression, fuels reduction, and other fire management duties. They
 9 are capable of performing self-contained initial attack suppression operations,
 10 and commonly provide incident management capability at the Type 3 or 4
 11 levels. BLM IHCs meet all IHC standards stated in the *Standards for*
 12 *Interagency Hotshot Crew Operations*.

13

14 **BLM IHC Locations**

State	Crew	Location
AK	Chena	Fairbanks
	Midnight Sun	
CA	Diamond Mountain	Susanville
	Kern Valley	Bakersfield
CO	Craig	Craig
ID	Snake River	Pocatello
MS	Jackson	Jackson
NV	Silver State	Carson City
NV	Ruby Mountain	Elko
OR	Vale	Vale
UT	Bonneville	Salt Lake City

15

16 **BLM IHC Annual Crew Mobilization**

17 BLM IHCs will comply with the Annual Crew Pre-Mobilization Process
 18 outlined in the *Standards for Interagency Hotshot Crew Operations* before
 19 becoming available for assignment each spring. BLM specific direction is
 20 outlined below:

- 21 • The superintendent will complete an appendix C from the *Standards for*
 22 *Interagency Hotshot Crew Operations* with their local FMO and Agency
 23 Administrator.
- 24 • A copy of Appendix C will be sent to the BLM State Fire Management
 25 Officer for approval.
 - 26 ○ The extent of the preparedness review required every 12 months by the
 27 Appendix C is at the discretion of the State Fire Management Officer,
 28 local Fire Management Officer, and Crew Superintendent.

1 The State Fire Management Officer will notify the appropriate Geographic Area
 2 Coordination Center (GACC) of crew availability.

3

4 **BLM IHC Crew Status**

5 If a change in crew capabilities results in the inability to meet the standards
 6 specified in the *National Interagency Hotshot Crew Operations Guide* or
 7 *Standards for Fire and Fire Aviation Operations*, the superintendent is required
 8 to contact their local GACG and have the crew typing amended to the
 9 appropriate level as listed in the BLM crew typing chart.

10

11 Re-statusing the crew back to the IHC level will use either the Annual Crew Pre-
 12 Mobilization Process or the Crew Certification Process outlined in the *Standards*
 13 *for Interagency Hotshot Crew Operations*. The choice of which process will be
 14 at the discretion of the State Fire Management Officer, local Fire Management
 15 Officer, and Crew Superintendent.

16

17 **BLM IHC Crew Size**

18 BLM IHCs have the option of traveling with 25 personnel when on incident
 19 assignments as authorized by the local unit. BLM IHC superintendents will
 20 obtain prior approval from the dispatching GACC when the assignment requires
 21 fixed wing transport and the crew size is greater than 20.

22

23 **BLM IHC Status Reporting System**

- 24 • BLM IHCs will report status through the BLM IHC Status Reporting
 25 System.
- 26 • BLM IHC superintendents will regularly update the system by contacting
 27 the Great Basin SMKJ Duty Officer with any change in crew status and/or
 28 current utilization when on assignment.
- 29 • The Great Basin SMKJ Duty Officer is available 24 hours, seven days per
 30 week at:
 - 31 ○ 800-925-8307 (work hours)
 - 32 ○ 208-387-5426 (work hours)
 - 33 ○ 208-850-5144 (after hours)
- 34 • BLM IHC status will be posted at XXX
 35 <http://www.nifc.gov/smokejumper/hotshotrpt.php>
 36 <http://www.nifc.gov/smokejumper/reports/smjrppt.php>

37

38 **BLM IHC Training and Qualification Requirements**

Role	NWCG Qualification	Fire Training
Firefighter	FFT2	XXX IS-700 NIMS: An Introduction I-100 Intro to ICS S-130 Firefighter Training S-190 Intro to Wildland Fire Behavior L-180 Human Factors on the Fireline

Senior Firefighter	FFT1	All the above plus: S-211 Portable Pumps and Water Use S-212 Chain Saws S-131 Firefighter Type 1 S-133 Look Up, Look Down, Look Around S-270 Basic Air Operations S-290 Intermediate Fire Behavior
Squad Boss	ICT5	All the above plus: I-200 Basic ICS S-215 Fire Ops in the WUI S-230 Crew Boss Single Resource S-234 Ignition Operations S-260 Incident Business Management L-280 Followership to Leadership
Assistant Superintendent	STCR ICT4	All the above plus: XXX IS_800B NRF: An Introduction I-300 Intermediate ICS S-200 Initial Attack IC S-330 Task Force/Strike Team Leader S-390 Intro to Fire Behavior Calculations L-380 Fireline Leadership M-410 Facilitative Instructor or equivalent
Superintendent	TFLD ICT4 FIRB	All the above.

1

2 **XXX BLM Fire Suppression Modules**

3 XXX BLM Fire Suppression Modules are comprised of 5-10 firefighters and are
4 used primarily for wildfire suppression, fuels reduction, and other fire
5 management duties. They are capable of performing self-contained initial attack
6 suppression operations, and can generally provide incident management
7 capability at the Type 5 level.

8

9 **XXX BLM Fire Suppression Module Mobilization**

10 BLM Fire Suppression Modules will be statused, tracked, and mobilized in the
11 ROSS system, using the resource identifier "Module, Suppression".

12

13 **BLM Engines**

14 **XXX NOTE: This section rewritten and replaced**

15 XXX BLM engines carry 2-6 firefighters and are used primarily for wildfire
16 suppression, fuels reduction, and other fire management duties. They are
17 capable of performing self-contained initial attack suppression operations, and

1 can generally provide single resource incident management capability up to the
2 Type 4 level.

3

4 **BLM Engine Ordering**

- 5 ● BLM engines will status themselves with their local dispatch center in
6 accordance with local policy and procedure.
- 7 ● Availability of BLM engines for off unit assignments rests with local unit
8 fire management.
- 9 ● BLM units needing engines from XXX off their own unit another state for
10 support will contact their state operations lead with a request.
- 11 ● The state operations lead will contact the FA Division of Operations or
12 other BLM state office operations leads with the request.

13

14 **BLM Engine Typing**

15 BLM engines are typed according to interagency standards as established by
16 NWCG. See chapter 14 for engine typing standards.

17

18 **BLM Engine Minimum Staffing Requirements**

19 All BLM engines will meet these staffing standards on every fire response.

- 20 ● BLM engines operating with 5 or more personnel will always have a fully
21 qualified ENOP (other than the Captain). The Captain must be qualified as
22 ICT4.
- 23 ● BLM engines operating with 4 personnel will always have an FFT1 (other
24 than the Captain). The Captain must be qualified as XXX ICT4 ICT5.
- 25 ● BLM Engines operating with 3 personnel must have a Captain qualified as
26 ICT5 or higher.

27 Chase vehicles are considered part of the engine staffing.

28

29 When staffing a BLM engine with an employee from another agency on a short-
30 term basis (XXX i.e. detail, severity assignment, etc.), the qualification
31 standards of that agency will be accepted. These qualifications must meet PMS
32 310-1 requirements for the position that the detailed employee is serving in.
33 Fire management officers should consider requiring these employees to attain
34 BLM required training and qualifications for long term details/assignments.

35

36

BLM WCF Vehicle Class	NWCG Type Class	Engine Captain	Engine Operator	Engine Crewmember
625 Unimog	4	1	1	1
626 Unimog	4	1	1	1
650 Hummer	6	1		1
662 Light	6	1		1
663 Light	6	1		1
664 Enhanced Light	6	1		1

665 Interface	3	1		2
667 Heavy Engine	4	1		2
668 Super-heavy Tactical Engine	4	1	1	1
668 Super-heavy Tactical Tender	2 (Tender)	1		1

1
2 **BLM Engine XXX Minimum Fire Training and Qualification Standards**
3 **Training and Qualification Requirements**

Role	IQCS	Training
Crewmember	FFT2	XXX IS 700 NIMS: An Introduction, I 100 Intro to ICS, S 130 Firefighter Training, L 180 Human Factors on the Fireline, S 190 Intro to Wildland Fire Behavior
Engine Operator	FFT1 ENOP	All the above plus: XXX IS 700 NIMS: An Introduction, BLM Engine Operator Course (ENOP), S 131 Firefighter Type 1, S 133 Look Up/Down/Around, S 211 Pumps and Water Use, S 212 Wildfire Power Saws, S 290 Intermediate Fire Behavior, L 280 Followership to Leadership
Engine Captain	ENGB ICT5	All the above plus: XXX IS 700 NIMS: An Introduction, I 200 Basic ICS, S 200 Initial Attack Incident Commander, S 215 Fire Ops in the Wildland/Urban Interface, S 230 Crew Boss (Single Resource), S 231 Engine Boss (Single Resource), S 234 Ignition Operations, S 260 Incident Business Management, S 270 Basic Air Operations, S 290 Intermediate Fire Behavior

4
5 **BLM Engine Driver Training and Qualification Requirements**

6 All hands on components of engine driver training courses will be conducted on
7 the specific vehicle or vehicle type that the driver will be using.

8
9 Equivalent courses that satisfy driver training requirements, such as the National
10 Safety Council sanctioned Emergency Vehicle Operator Course (EVOC), will
11 be approved in writing by the Division Chief, Fire Operations, on a case by case
12 basis.

13 **XXX PLACEHOLDER: Awaiting FLT approval, proposed change below**
14 **(and/or)**

Role	Initial Training	Refresher Training
Crewmember	BLM Engine Driver Orientation (BL-300) and Defensive Driving	BLM Engine Driver Orientation (annual) ¹ and Defensive Driving (every 3 years)

<p>Engine Operator XXX and or Engine Captain</p>	<p>BLM (ENOP)Engine-Operator Course or equivalent and CDL Permit (GVW 26,000 or greater) and Defensive Driving</p>	<p>BLM Engine Driver Refresher (RT 301)² (annual) and Defensive Driving (every 3 years)</p>
<p>WCF class 650 and 668 drivers</p>	<p>WCF class 650 and 668 driver and maintenance training³</p>	

1 ¹S 216 Driving for the Fire Service or the BLM Engine Operator Course will
 2 satisfy this refresher training requirement.
 3 XXX ²Engine Operators and Engine Captains are not required to complete BL-
 4 300; RT 301 is required.
 5 ²XXX WCF class 650 and 668 driver and maintenance training will be
 6 conducted by the FAD Division of Fire Operations National Fire Equipment
 7 Program annually. Travel, per diem, vehicle operating charges, and fuel costs
 8 directly related to this training will be covered by the NFEP; base 8 salary and
 9 overtime costs will be covered by the students' home unit. BLM engine training
 10 courses can be found at the BLM Fire Training Website.
 11 XXX ³WCF class 650 and 668 driver and maintenance training may be
 12 conducted at the unit/zone/state level utilizing qualified and experienced
 13 650 and 668 operators, with prior approval and oversight by the NFEP.
 14 The NFEP maintains a list of qualified cadre members to assist as needed.
 15 NFEP staff are available as unit instructors; the hosting unit is responsible
 16 for course coordination.

17
 18 **BLM Engine Equipment Inventory**

19 BLM engines will be stocked as per the BLM National Engine Equipment
 20 Inventory found at the BLM Fire Operations Website.
 21

22 **Fire Equipment Maintenance and Care Standards**

23 BLM fire equipment will be maintained to reflect the highest standards in
 24 performance and appearance. Equipment will be stored in sheltered areas away
 25 from environmental elements whenever possible to prevent damage to critical
 26 seals, mechanical components, and the high visibility finish.
 27

28 The Fire Engine Maintenance Procedure and Record (FEMPR) will be used to
 29 document periodic maintenance on all engines. Apparatus safety and
 30 operational inspections will be performed at the intervals recommended by the
 31 manufacturer and on a daily and post fire basis as required. All annual
 32 inspections will include a pump gpm test to ensure the pump/plumbing system is
 33 operating at or above the manufacturer's minimum rating for the pump. The
 34 Fire Engine Maintenance Procedure and Record (FEMPR) shall be maintained
 35 and archived to record historic engine maintenance for the duration of the
 36 vehicle's service life. This historical data is beneficial in determining trends;

1 repair frequency, and repair costs. The FEMPR can be found at the BLM Fire
2 Operations website.

3
4 XXX BLM engines carry 2-6 firefighters and are used primarily for wildfire
5 suppression, fuels reduction, and other fire management duties. They are
6 capable of performing self-contained initial attack suppression operations, and
7 can generally provide single resource incident management capability up to the
8 Type 4 level.

9 **BLM Engine Ordering**

- 11 • BLM engines will status themselves with their local dispatch center in
12 accordance with local policy and procedure.
- 13 • Availability of BLM engines for off unit assignments rests with local unit
14 fire management.
- 15 • BLM units needing engines from another state for support will contact their
16 state operations lead with a request.
- 17 • The state operations lead will contact the FA Division of Operations or
18 other BLM state office operations leads with the request.

19 **BLM Engine Typing**

20 BLM engines are typed according to interagency standards as established by
21 NWCG. See chapter 14 for engine typing standards.

22 **BLM Engine Minimum Staffing Requirements**

23 All BLM engines will meet these staffing standards on every fire response.

- 24 • BLM engines operating with 5 or more personnel will always have a fully
25 qualified ENOP (other than the Engine Boss). The Engine Boss must be
26 qualified as ICT4.
- 27 • BLM engines operating with 4 personnel will always have an FFT1 (other
28 than the Engine Boss). The Engine Boss must be qualified as ICT5.
- 29 • BLM Engines operating with 3 personnel must have an Engine Boss
30 qualified as ICT5 or higher.

31 Chase vehicles are considered part of the engine staffing.

32
33 BLM utilizes the term “Engine Captain” to describe an individual whose
34 position description reflects primary responsibility as a supervisory wildland
35 firefighter of a wildland fire engine in a BLM fire management organization.
36 “Engine Captain” is not a fireline qualification.

37
38
39
40
41
42
43

BLM WCF Vehicle Class	NWCG Type Class	Engine Boss	Engine Operator	Engine Crewmember
625 Unimog	4	1	1	1
626 Unimog	4	1	1	1
650 Hummer	6	1		1
662 Light	6	1		1
663 Light	6	1		1
664 Enhanced Light	6	1		1
665 Interface	3	1		2
667 Heavy Engine	4	1		2
668 Super-heavy Tactical Engine	4	1	1	1
668 Super-heavy Tactical Tender	2 (Tender)	1		1

1

2 When staffing a BLM engine with an employee from another agency on a short-
3 term basis (detail, severity assignment, etc.), the qualification standards of that
4 agency will be accepted. These qualifications must meet PMS 310-1
5 requirements for the position that the detailed employee is serving in. Fire
6 management officers should consider requiring these employees to attain BLM
7 required training and qualifications for long-term details/assignments.

8

9 **BLM Engine Training and Qualification Requirements**

10 BLM has established additional training and qualification requirements for
11 Engine Operator (ENOP) and Engine Boss (ENGB). These additional
12 requirements are listed below, and will be enforced in IQCS under the BLM Set
13 ID on February 15, 2013. Historical recognition will be applied to BLM
14 responders that are fully qualified as ENOP and/or ENGB prior to February 15,
15 2013; these responders will remain qualified. BLM responders who are in
16 trainee status for ENOP and/or ENGB on or after February 15, 2013 will meet
17 the requirements below.

18

Fireline Position	Required Training and Qualifications
Engine Crewmember	IS-700 <i>NIMS: An Introduction</i> I-100 <i>Intro to ICS</i> L-180 <i>Human Factors on the Fireline</i> S-130 <i>Firefighter Training</i> S-190 <i>Introduction to Wildland Fire Behavior</i> BL-300 <i>BLM Engine Driver Orientation</i> (once) RT-301 <i>BLM Engine Driver Refresher</i> (Annually)
Engine Operator	Qualified as FFT1 PMS- 419 <i>BLM Engine Operator Course</i> L-280 <i>Followership to Leadership</i>

Release Date: January 2013

02-45

	S-131 <i>Firefighter Type 1</i> S-133 <i>Look Up/Down/Around</i> S-211 <i>Pumps and Water Use</i> S-212 <i>Wildfire Power Saws</i> S-260 <i>Incident Business Management</i> S-290 <i>Intermediate Fire Behavior</i> RT-301 <i>BLM Engine Driver Refresher (Annually)</i>
Engine Boss	Qualified as ENOP and ICT5 I-200 <i>Basic ICS</i> S-200 <i>Initial Attack Incident Commander</i> S-215 <i>Fire Operations in the Wildland/Urban Interface</i> S-230 <i>Crew Boss (Single Resource)</i> S-290 <i>Intermediate Fire Behavior</i> RT-301 <i>BLM Engine Driver Refresher (Annually)</i>

1

2 **BLM Engine Driver Requirements**

3 For Engines greater than 26,000 GVWR, the driver of the engine is required to
 4 possess a commercial driver's license. Refer to Chapter 7 for more information.

5

6 WCF class 650 and 668 vehicle drivers are required to complete *WCF class 650*
 7 *and 668 driver and maintenance training* (once) and *RT-301 BLM Engine*
 8 *Driver Refresher* (annually). *WCF class 650 and 668 driver and maintenance*
 9 *training* may be conducted at the unit/zone/state level utilizing qualified and
 10 experienced 650 and 668 operators, with prior approval and oversight by the
 11 NFEP. The NFEP maintains a list of qualified cadre members to assist as
 12 needed. NFEP staff are available as unit instructors; the hosting unit is
 13 responsible for course coordination.

14

15 All hands-on components of engine driver training courses will be conducted on
 16 the specific vehicle or vehicle type that the driver will be using.

17

18 Equivalent courses that satisfy driver training requirements, such as the National
 19 Safety Council sanctioned Emergency Vehicle Operator Course (EVOC), will
 20 be approved in writing by the Division Chief, Fire Operations, on a case-by-case
 21 basis.

22

23 **BLM Engine Equipment Inventory**

24 BLM engines will be stocked as per the BLM National Engine Equipment
 25 Inventory found at the BLM Fire Operations Website.

26

27 **Fire Equipment Maintenance and Care Standards**

28 BLM fire equipment will be maintained to reflect the highest standards in
 29 performance and appearance. Equipment will be stored in sheltered areas away
 30 from environmental elements whenever possible to prevent damage to critical
 31 seals, mechanical components, and the high-visibility finish.

32 The Fire Engine Maintenance Procedure and Record (FEMPR) will be used to
 33 document periodic maintenance on all engines. Apparatus safety and

1 operational inspections will be performed at the intervals recommended by the
2 manufacturer and on a daily and post-fire basis as required. All annual
3 inspections will include a pump gpm test to ensure the pump/plumbing system is
4 operating at or above the manufacturer's minimum rating for the pump. The
5 Fire Engine Maintenance Procedure and Record (FEMPR) shall be maintained
6 and archived to record historic engine maintenance for the duration of the
7 vehicle's service life. This historical data is beneficial in determining trends,
8 repair frequency, and repair costs. The FEMPR can be found at the BLM Fire
9 Operations website.

10

11 **BLM Smokejumpers**

12

13 BLM Smokejumpers operate in teams of 2-8 firefighters and are used primarily
14 for wildfire suppression, fuels reduction, and other fire management duties.
15 They are capable of performing self-contained initial attack suppression
16 operations, and commonly provide incident management capability at the Type
17 3 level. BLM Smokejumpers provide personnel to Type 1 and Type 2 incidents
18 as command and general staff or other miscellaneous single resource. The
19 primary locations of the BLM smokejumper bases are Boise, Idaho and
20 Fairbanks, Alaska.

21

22 **BLM SMKJ Operations**

23 BLM smokejumper operational and administrative procedures are located in the
24 *Interagency Smokejumper Operations Guide (ISMOG)*, the *BLM Ram-Air*
25 *Training Manual (RATM)*, the *Great Basin Smokejumpers User Guide*, *Alaska*
26 *Geographic Area Coordination Center Mob Guide*, and other pertinent
27 agreements and operating plans.

28

29 **XXX BLM Smokejumper Mission**

30 XXX BLM smokejumper aircraft are dispatched with a standard load of 8
31 smokejumpers and equipment to be self-sufficient for 48 hours. A typical
32 smokejumper mission takes 30 minutes over a fire. A spotter (senior
33 smokejumper in charge of smokejumper missions) serves as the mission
34 coordinator on smokejumper missions. This may include coordinating airspace
35 over a fire until a qualified ATGS arrives.

36

37 **BLM SMKJ Coordination & Dispatch**

38 Smokejumpers are a national shared resource and are ordered according to
39 geographic area or national mobilization guides. The operational unit for
40 Smokejumpers is "one load" (8-20 smokejumpers). Specific information on the
41 coordination, dispatch, ordering, and use of BLM smokejumpers can be found in
42 the *BLM Great Basin Smokejumpers User Guide*, and in the *Alaska Geographic*
43 *Area Coordination Center Mob Guide*. Contact BLM smokejumpers in Boise at
44 (208) 387-5426 or in Alaska at (907) 356-5540 for these publications.

45

46 **XXX Malfunctions and Abnormality Reporting System (MARS)**

1 The Malfunction/Abnormality Reporting System (MARS) is a BLM system
2 used to report and document malfunctions and abnormalities associated with
3 BLM smokejumper parachute jumping, parachute equipment, and parachute
4 related aircraft operations. The MARS database is used by BLM smokejumper
5 management to analyze malfunctions and abnormalities, identify trends, and
6 initiate corrective actions.

8 **Interagency Smokejumper Mission Incident Reporting**

9 All smokejumper mission incidents are reported on the Interagency
10 Smokejumper Mission Incident Work Sheet, an interagency form used to rapidly
11 disseminate smokejumper incident information to all smokejumper bases.
12 Corrective actions, when interagency in nature, are coordinated through
13 established interagency smokejumper management processes.

15 **Investigations**

16 When BLM smokejumper incidents meet wildland fire accident and event
17 definitions stated in chapter 18 of this document, established processes will be
18 followed.

20 **BLM SMKJ Equipment**

21 BLM smokejumpers use aircraft approved by the interagency Smokejumper
22 Aircraft Screening and Evaluation Board (SASEB). All aviation operations will
23 be performed according to established agency policies and procedures. BLM
24 smokejumpers use the Smokejumper Ram Air Parachute System exclusively.
25 All abnormalities in personnel parachute equipment and procedures will be
26 reported through the Malfunction and Abnormality Reporting System (MARS).

28 All parachuting operations will be performed according to established agency
29 policies and procedures. All modifications to and deviations from established
30 standards will be reported, documented, and approved through the BLM SMKJ
31 Modification Documentation (MODOC) process.

33 **XXX BLM Ram-Air Parachute System Management**

34 The BLM has exclusive authority for all aspects of BLM ram-air parachute
35 system management and operations. This includes:

- 36 • System Changes and Modifications- All BLM ram-air parachute system
37 modifications, research, and development will be documented and approved
38 using the BLM Smokejumper Modification Document (MODOC) System.
- 39 • Ram-Air Training- All smokejumpers utilizing the BLM Ram-Air
40 Parachute system will adhere to the training processes and procedures in the
41 BLM Ram-Air Training Manual.
- 42 • Malfunction Abnormality and Reporting System (MARS)- The MARS is a
43 BLM smokejumper system used to report and document malfunctions and
44 abnormalities associated with BLM smokejumper parachute jumping,
45 parachute equipment, and parachute related aircraft operations. The MARS
46 database is used by BLM smokejumper management to analyze

- 1 malfunctions and abnormalities, identify trends, and initiate corrective
- 2 actions. BLM retains exclusive authority to apply corrective actions to all
- 3 MARS.
- 4 ● BLM Approved Smokejumper Equipment List- All smokejumpers using the
- 5 BLM Ram-Air parachute system will only utilize equipment listed in the
- 6 BLM Approved Smokejumper Equipment List unless specific approval is
- 7 authorized through a BLM Smokejumper Modification Document
- 8 (MODOC).
- 9 ● Incidents, Reviews, and Accident Investigations- BLM smokejumpers will
- 10 follow all procedures for accident review and investigation as outlined in
- 11 the Interagency Standards for Fire and Fire Aviation Operations Chapters 2
- 12 and 18. The BLM smokejumpers will report incidents/accidents as
- 13 appropriate, on the MTDC Injury Reporting Form, and the Interagency
- 14 Smokejumper Mission Incident Worksheet. A BLM Smokejumper subject
- 15 matter expert will participate in any investigation or review involving the
- 16 BLM Ram-Air Parachute System.
- 17 ● Adherence to Agency Policies and Manuals- BLM will adhere to its own
- 18 policies, guidelines, manuals, handbooks and other operational documents
- 19 as they pertain to smokejumper parachuting operations. The Smokejumper
- 20 Base Managers will work through established command channels to change
- 21 BLM Ram-Air Parachute System policies, guidelines, manuals, handbooks
- 22 and other operational documents, and/or to request research and
- 23 development of new products.

24
25 **XXX BLM Smokejumper Aircraft**

26 XXX BLM Smokejumpers use aircraft approved by the Interagency
27 Smokejumper Aircraft Screening and Evaluation Board (SASEB). All aviation
28 operations will be performed according to agency policies and procedures.
29 BLM Smokejumper specific aviation standards are identified in the BLM
30 Smokejumper Air Operations Manual.

31
32 **BLM SMKJ Training**

33 To ensure proficiency and safety, smokejumpers complete annual training in
34 aviation, parachuting, fire suppression, administration, and safety. Experienced
35 jumpers receive annual refresher training in these areas. First year
36 smokejumpers undergo a rigorous four week long smokejumper training
37 program. Candidates are evaluated to determine:

- 38 ● Level of physical fitness
- 39 ● Ability to learn and perform smokejumper skills
- 40 ● Ability to work as a team member
- 41 ● Attitude
- 42 ● Ability to think clearly and remain productive in a stressful environment

43
44 **BLM Smokejumper Training and Qualification ~~XXX Standards Targets~~**

Position	IQCS Target	SMKJ Training Target
----------	-------------	----------------------

Dept Managers	T1 and T2 C&G	
Spotter	ICT3, DIVS, ATGS RXB2, SOFR	
Lead Smokejumper	STLD, TFLD	Senior Rigger, FOBS
Smokejumper	ICT4, CRWB, FIRB	FEMO
Rookie Smokejumper	ICT5, FFT1	

1

2 **BLM Smokejumper Physical Fitness Standards**

3 The national smokejumper physical fitness standards are mandatory. All BLM
4 smokejumpers must pass the national smokejumper physical fitness standards in
5 order to participate in smokejumper parachute training.

6

7 The BLM smokejumper physical fitness target standards are voluntary. The
8 target standards are established to provide BLM smokejumpers a common
9 standard against which to gauge their physical fitness level. BLM
10 smokejumpers are encouraged to meet or exceed these standards.

11

National SMKJ Standard	BLM SMKJ Target Standard
1.5 mile run in 11:00 minutes or less	(Three Options): A. 1.5 mile run in 9:30 minutes or less, or B. 3 mile run in 22:30 minutes or less, or C. 1.5 mile run in 11:00 minutes or less in combination with backpacking a 90-pound load for three miles in less than 45 minutes.
45 sit-ups	60 sit-ups
25 push-ups	35 push-ups
7 pull-ups	10 pull-ups
*Smokejumpers must pass a work performance standard for backpacking a 110 pound load three miles in less than 90 minutes	* Smokejumpers must pass a work performance standard for backpacking a 110 pound load three miles in less than 90 minutes

12 *This element is tested during Smokejumper Rookie Training.

13

14 **Retesting**

15 National smokejumper physical fitness retesting criteria closely follows similar
16 criteria for the Work Capacity Test stated in chapter 13 of this document.

17

18 Retesting criteria include:

- 19 • Returning BLM smokejumpers will be provided up to three opportunities to
20 pass the national smokejumper physical fitness standards. Each retest will

- 1 occur no sooner than 24 hours after failing the previous test, and will
 2 consist of **all** elements of the smokejumper physical fitness test.
- 3 • BLM smokejumper candidates will be provided one opportunity to pass the
 4 national smokejumper physical fitness standards.
 - 5 • If an employee sustains an injury (verified by a licensed medical provider)
 6 during a test, the test will not count as an attempt. Once an injured
 7 employee has been released for full duty, the employee will be given time
 8 to prepare for the test (not to exceed 4 weeks).

10 BLM Exclusive Use Helitack Crews

11
 12 The BLM contracts for the exclusive use of vendor supplied and supported
 13 helicopters. These aviation resources are Type 2 (Medium) or Type 3 (light)
 14 helicopters and are located at BLM Districts throughout the western United
 15 States. Helitack Crews are assigned to manage each contracted helicopter and
 16 perform suppression and support operations to accomplish fire and resource
 17 management objectives.

18
 19 Each contract specifies a Mandatory Availability Period (MAP) that the aircraft
 20 will be assigned for the exclusive use of the BLM. The National Aviation
 21 Office provides the funding to pay for the aircraft's availability costs.

22
 23 The BLM host unit is responsible for providing a Helitack crew that meets the
 24 minimum experience and qualification requirements specified in the Exclusive
 25 Use Fire Helicopter Position Prerequisites in Chapter 16 of this document. Each
 26 functional or supervisory level must have met the experience and qualification
 27 requirements of the next lower functional level. The minimum daily staffing
 28 level (7 day staffing) must meet the level indicated in the *Interagency Helicopter*
 29 *Operations Guide (IHOG)* Chapter 2, Chart 2-4. The host unit is also
 30 responsible for providing administrative support, and *Interagency Helicopter*
 31 *Operations Guide (IHOG)* specified equipment, vehicles, and facilities for their
 32 Helitack Crews and any other associated specialized equipment.

33
 34 The following chart indicates **target** IQCS qualifications for BLM exclusive use
 35 helitack crews. These targets are NOT required, but provide direction for
 36 increased program capabilities. This chart does not replace the minimum
 37 requirements specified in chapter 16.

40 Target (Desired) Exclusive Use Helitack Crew Qualifications & 41 Composition

Role	Target IQCS Qualifications	Target Training
Fire Helicopter Crew Supervisor	ICT3 or DIVS, HEB1, PLDO,HLCO, ASGS	S-300 or S-339, S-378, L-381, S-375

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Assistant Fire Helicopter Crew Supervisor	TFLD, HEB2, PLDO	S-215, S-330, S-390, S-371, L-380
Fire Helicopter Squad Boss	ICT4, HMGB	S-200, S-230, S-290, M-410, S-230
Helicopter Senior Crew Member	ICT5, HMGB(T)	S-372, L-280
Helicopter Crew Member	FFT1, HECM	S-131, S-133

1

2 Sage Grouse Conservation Related to Wildland Fire and Fuels 3 Management

4

5 The Gunnison sage-grouse and greater sage-grouse have been designated as
6 sensitive species by the Bureau. These sensitive species are managed to
7 promote their conservation and to minimize the need for listing under the
8 Endangered Species Act in accordance with the BLM's special status species
9 policy (BLM Manual 6840). Fire and fuels management functions will
10 contribute to this conservation through planning, utilization of sage-grouse maps
11 and data, and applying best management practices. While protecting sage-
12 grouse habitats and populations is critical, firefighter and public safety remain
13 our highest priorities.

14

15 Wildland Fire Operations

16 The BLM will strive to maintain a high initial attack success rate while being
17 cognizant of sage-grouse habitats by:

- 18 • Utilizing available maps and spatial data depicting sage-grouse habitats
19 during suppression activities;
- 20 • Using predictive services to prioritize and preposition firefighting resources
21 in critical habitat areas;
- 22 • Improving firefighter awareness of the importance of sagebrush habitat;
- 23 • Continuing the use of resource advisors familiar with local sage-grouse
24 habitat and management practices during initial and extended attack;
- 25 • Emphasizing habitat conservation during resource allocation decisions,
26 ~~XXX such as in local and geographic area multi-agency coordination group~~
27 ~~meetings;~~ and
- 28 • Applying local, state, and national-level best management practices.

29

30 Fuels Management

31 ~~XXX The fuels treatment prioritization process will address sage grouse habitat~~
32 ~~conservation in project design, treatment location, and documentation. Fire~~
33 ~~program managers will utilize local toolboxes, national resources, and fuels~~
34 ~~management best practices for sage grouse conservation to identify, enhance,~~
35 ~~and conserve sage grouse habitats. Fuels management objectives may include~~
36 ~~protecting existing habitat, modifying fire behavior in sage grouse habitat, native~~
37 ~~plant restoration, and creating landscape vegetation patterns which enhance~~
38 ~~sage grouse habitat. Sage grouse objectives from land use and fire management~~
39 ~~plans will be used as a framework for fuels project design. States may elect to~~

1 ~~issue detailed criteria regarding patch sizes, cover requirements, or other habitat~~
2 ~~parameters in fuels project design.~~
3 ~~XXX The fuels treatment planning process will use objectives from land use and~~
4 ~~fire management plans as a framework for project design, treatment location,~~
5 ~~and documentation. Fire program managers will utilize local toolboxes, annual~~
6 ~~national Instruction Memoranda and apply state and national-level best~~
7 ~~management practices to identify, enhance, and conserve sage-grouse habitats.~~
8 ~~States may elect to issue detailed criteria regarding patch sizes, cover~~
9 ~~requirements, or other habitat parameters in fuels project design.~~
10
11 Fire and fuels management best management practices for sage-grouse
12 conservation can be located at the BLM Fire Planning and Fuels Management
13 website at ~~XXX~~ <http://web.blm.gov/internal/fire/fpfm/index.html>
14 <http://web.blm.gov/internal/fire/fpfm/sg/index.html>
15

16 **BLM Use of WFDSS**

17
18 ~~In addition to WFDSS guidance in Chapter 11, the BLM has established the~~
19 ~~following additional policy requirements for the WFDSS:~~
20 • ~~Input of initial attack fires into the WFDSS is optional. All fires which~~
21 ~~escape initial attack or are being managed for multiple objectives will be~~
22 ~~input into the WFDSS and a decision will be published.~~
23 • ~~XXX BLM Agency Administrators must meet fire training requirements for~~
24 ~~Agency Administrators as specified in this chapter.~~
25 • ~~Use of the web-based WFDSS application is required. If internet~~
26 ~~connections or servers are unavailable, WFDSS documentation will be~~
27 ~~completed using the “temporary WFDSS paper form” and entered into the~~
28 ~~web-based application as soon as it becomes available.~~
29 • ~~Minimum WFDSS documentation requirements are available at the BLM~~
30 ~~Fire Operations Website.~~
31 • ~~State and field units will ensure that WFDSS Strategic Objectives and~~
32 ~~Management Requirements reflect guidance contained in current Fire~~
33 ~~Management Plans and Resource Management Plans.~~
34 • ~~XXX Unit level shape files which define locally relevant data such as~~
35 ~~habitats, infrastructure, or other features important to fire management~~
36 ~~decisions will be uploaded into the WFDSS, at the discretion of local fire~~
37 ~~managers.~~
38 • ~~State and field units will ensure that Agency Administrators, Line Officers,~~
39 ~~and appropriate staff have WFDSS user profiles established in order to~~
40 ~~complete assigned WFDSS tasks.~~
41 • ~~XXX State WFDSS points of contact will convey Agency Administrator~~
42 ~~responsibilities in pre-season training. As approvers of WFDSS decisions,~~
43 ~~Agency Administrators will ensure that periodic assessments are completed~~
44 ~~until the fire is declared out.~~

- 1 • XXX The BLM XXX Agency Administrators will serve as Approvers of
 2 WFDSS decisions XXX, regardless of fire costs. The BLM Agency
 3 Administrators and must meet fire training requirements for Agency
 4 Administrators as specified in this chapter. Are displayed in the DOI
 5 WFDSS Approval Requirements table (chapter 11).
- 6 • **PLACEHOLDER: Remove text below, insert text from new IM**
- 7 • XXX In 2012, BLM policy for delegating wildfire decision approval was
 8 made through amendment to the Delegation of Authority 1203 Manual,
 9 Appendix 1. This policy states:
- 10 ○ Wildfire decision approval will be documented in the Wildland Fire
 11 Decision Support System (WFDSS).
 - 12 ○ Approval of wildfire decisions is based upon the following thresholds
 13 for the BLM portion of estimated fire cost:
 - 14 ■ Less than \$5Million: District Manager^{1,3,4}
 - 15 ■ \$5Million - \$10 Million : State Director^{2,3,5}
 - 16 ■ Greater than \$10 Million: Director/Deputy Director^{2,5}
- 17 ¹Includes both District Managers and Field Managers as possible
 18 wildfire decision approvers.
- 19 ²Director/Deputy Director may delegate wildfire decision
 20 approvals to State Directors. State Directors may further delegate
 21 wildfire decision approvals to District/Field Managers.
- 22 ³Agency Administrators must notify State Director or Director as
 23 \$5M and \$10M costs are reached, respectively.
- 24 ⁴In Alaska, fires with costs less than \$5 Million may be delegated
 25 to Alaska Fire Service Zone Fire Management Officers for DOI-
 26 managed and Alaska Native lands based on direction in 620DM2.
 27 BLM DM/FM is responsible to approve decision on BLM managed
 28 lands.
- 29 ⁵In Alaska, fires with costs of \$5 Million and above may be
 30 delegated to Alaska Fire Service Manager for DOI-managed and
 31 Alaska Native lands based on direction in 620DM2.
- 32 XXX Examples of a WFDSS decision approval briefing and delegation of
 33 authority and templates for field use are available in the Toolbox section of the
 34 BLM Fire Operations website.
- 35
- 36 In addition to WFDSS guidance in Chapter 11, the BLM has established the
 37 following additional policy requirements for the WFDSS:
- 38 • Input of initial attack fires into the WFDSS is optional. All fires which
 39 escape initial attack or are being managed for multiple objectives will be
 40 input into the WFDSS and a decision will be published.
 - 41 • Use of the web-based WFDSS application is required. If internet
 42 connections or servers are unavailable, WFDSS documentation will be
 43 completed using the “temporary WFDSS paper form” and entered into the
 44 web-based application as soon as it becomes available.
 - 45 • Minimum WFDSS documentation requirements are available at the BLM
 46 Fire Operations Website.

- 1 • State and field units will ensure that WFDSS Strategic Objectives and
2 Management Requirements reflect guidance contained in current Fire
3 Management Plans and Land/Resource Management Plans.
 - 4 • BLM Agency Administrators must meet fire training requirements for
5 Agency Administrators, as specified in Chapter 2 of the Red Book.
 - 6 • BLM Agency Administrators will maintain WFDSS user profiles, allowing
7 them to approve wildfire decisions documented in WFDSS.
 - 8 • BLM approvers of wildfire decisions documented in WFDSS are displayed
9 in the Department of the Interior (DOI) WFDSS Approval Requirements
10 Table in Chapter 11 of the Red Book.
 - 11 • Wildfire decisions, documented in WFDSS and approved by BLM Agency
12 Administrators, constitute awareness of estimated fire costs to date. This
13 cost, shown in the WFDSS Course of Action, will be developed from
14 sources such as I-Suite, ICS209 summaries, finance units within incident
15 management teams, estimation spreadsheets, or other sources.
 - 16 • In December 2012 the BLM updated, through amendment of *MS-1203*
17 *Delegation of Authority*, the approval authorities for wildfire decisions and
18 cost thresholds. To facilitate effective wildfire management, *MS-1203* has
19 been amended to delegate authority to local managers to approve all
20 wildfire decisions regardless of cost thresholds. BLM District/Field
21 Managers will approve wildfire decisions for fires which:
 - 22 ○ Escape initial attack;
 - 23 ○ Are managed for multiple objectives; or
 - 24 ○ Exhibit high complexity due to one or more of the following: values at
25 risk, potential for growth, potential duration, or other factors requiring
26 Agency Administrator awareness.
 - 27 • The BLM DM/FM is responsible for approval of wildfire decisions on
28 BLM-managed lands in Alaska.
 - 29 • To ensure awareness of suppression expenditures at all levels, local agency
30 administrators will provide written notification to state directors or the
31 bureau director as cost thresholds (Red Book, Chapter 11) are approached
32 or reached.
 - 33 • As approvers of WFDSS decisions, Agency Administrators will ensure that
34 periodic assessments are completed until the fire is declared out.
- 35
- 36 **Wildfire Decision Approval Process in Alaska for Non-BLM Lands:**
- 37 • In Department Manual 620 Chapter 2, BLM is delegated the responsibility
38 to provide cost-effective wildland fire suppression services on DOI-
39 managed and Alaska Native lands. In this direction, BLM-Alaska Fire
40 Service (AFS) participates in the wildfire decision approval process for fires
41 on those lands.
 - 42 • The AFS Manager and AFS Fire Management Officers serve as agency
43 administrators for approving wildfire decisions documented in WFDSS.

- 1 • In addition to the Jurisdictional Agency Administrator, AFS Fire
2 Management Officers serve as agency administrators for fires less than \$5
3 million.
- 4 • In addition to the Jurisdictional Agency Administrator, the AFS Manager
5 serves as an agency administrator for fires \$5 million and greater.
- 6 • To ensure awareness of suppression expenditures at all levels, the AFS
7 Manager will provide written notification to the state director or the bureau
8 director as cost thresholds (Red Book, Chapter 11) are approached or
9 reached.
10

Chapter 03**National Park Service Program Organization & Responsibilities****XXX Introduction**

This chapter summarizes specific requirements for NPS fire management programs. Fire managers should consult DO-18 Wildland Fire and RM-18 Wildland Fire for full guidance and descriptions of requirements summarized in this chapter. If there is a discrepancy between guidance found in this document and DO or RM-18, information contained herein will be considered authoritative as updates occur on a more frequent cycle than either the DO or RM.

XXX NPS Wildland Fire Operations Website

XXX NPS Wildland Fire Operations maintains a website that hosts operational and informational documents. The website also contains information about the following programs: Wildland Fire Fleet and Facilities; Fuels; Safety and Prevention; and Training, Qualifications and Workforce Development. The address of the NPS Wildland Fire Operations website is:
<http://npsfamshare/wildlandfire/operations/default.aspx>

Agency Administrator Roles**Director**

The Director of the National Park Service is responsible to the Secretary of the Interior for fire management programs on public lands administered by the National Park Service. The Division of Fire and Fire Aviation Management is responsible to the Director for policy formulation and program oversight.

The Chief, Division of Fire and Aviation Management will meet the required elements outlined in the *Management Performance Requirements for Fire Operations*.

Regional Director

The Regional Director is responsible to the Director for fire management programs and activities within their region.

The Regional Director will meet the required elements outlined in the *Management Performance Requirements for Fire Operations* and ensure training is completed to support delegations to line managers and principal actings.

Park Superintendent

The Park Superintendent is responsible to the Regional Director for the safe and efficient implementation of fire management activities within their unit, including cooperative activities with other agencies or landowners in accordance with delegations of authorities. The Park Superintendent or principal acting will

- 1 meet the required elements outlined in the *Management Performance*
- 2 *Requirements for Fire Operations.*

3

4 **Agency Administrator Management Performance Requirements for Fire**

5 **Operations**

6

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
1. Take necessary and prudent actions to ensure firefighter and public safety.	X	X	X
<p>2. XXX Ensure sufficient qualified fire and non-fire personnel are available to support fire operations at a level commensurate with the local and national fire situations.</p> <p>XXX Ensures sufficient qualified fire and non-fire personnel are available each year to support fire operations at a level commensurate with the local and national fire situation. Ensures that all training and certification of fire and non-fire personnel is completed as required to support fire operations at the local and national level.</p>	X	X	X
3. Ensure Fire Management Officers (FMOs) are fully qualified as identified in the <i>Interagency Fire Program Management Qualification Standards.</i>	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
4. Provide a written Delegation of Authority (DOA) on an annual basis to individual(s) responsible for wildland fire management activities to ensure an adequate level of operational authority. Depending on park organizational structure, written delegations may be provided to the Chief Ranger, Natural Resource Specialist, FMO, designated Fire Coordinator, Park Group FMO, or to individuals from neighboring fire management organizations, provided a written agreement or memorandum of understanding is in-place. Where applicable, an Inter-park Agreement that specifies the reciprocal responsibilities of the Superintendent and Park Group FMO will be prepared. This Inter-park Agreement will be accompanied by an annual Delegation of Authority. Both the DOA and Inter-Park Agreement will remain valid until rescinded by either party, updates are needed, or personnel changes necessitate a revision and update. As appropriate, the DOA will specify multi-agency coordination (MAC) group authorities.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
<p>5. XXX Ensure applicable park resource management objectives are included in Fire Management Plan (FMP). Ensure FMP receives an interdisciplinary annual review and is validated and appropriately updated on an annual basis in advance of the fire season. A comprehensive and interdisciplinary review of the FMP should be completed every 5 years (RM 19, Chapter 4). Copies of the park's signed annual FMP Review and Update template (RM 18, Chapter 4, Exhibit 2) or packet, will be sent to the Regional FMO and to the FMPC in Boise.</p> <p>XXX Ensure applicable park resource management objectives are included in Fire Management Plan (FMP). Ensure FMP receives an interdisciplinary annual review and is validated and appropriately updated on an annual basis in advance of the fire season. Fire Management Plans do not automatically expire. They are considered valid until superseded by a new or revised approved plan. A comprehensive review of the FMP should be completed every 7 years (RM 18, Chapter 4). Copies of the park's signed annual FMP Review and Update template (RM-18, Chapter 4, Exhibit 2) or packet, will be sent to the Regional FMO and to the FMPC in Boise." Note the change to a seven year review instead of five year review.</p>			<p>X</p>

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
<p>6. XXX Review and approve wildland fire preparedness funding based on and accurate and defensible readiness analysis. Review and approve fuels management funding requests. XXX Reviews and approves wildfire preparedness and fuels management funding based on an accurate and defensible readiness analysis. Ensure use of fire funds is in compliance with Department and Agency policies.</p>	X	X	X
<p>7. Develop fire management standards and constraints that are in compliance with agency fire policies.</p>		X	X
<p>8. Ensure compliance with the collection, storing, and aggregation of Wildland Fire Program Core geospatial data (http://share.nps.gov/firegis).</p>			X
<p>9. XXX Ensure use of fire funds is in compliance with Department and Agency policies.</p>	X	X	X
<p>10. Management teams will meet once a year to review fire and aviation policies, roles, responsibilities, and delegations of authority. Specifically address oversight and management controls, critical safety issues and high-risk situations such as team transfers of command, periods of multiple fire activity and Red Flag Warnings.</p>	X	X	X
<p>11. Review safety policies, procedures, and concerns with field fire and fire aviation personnel. Discussions should include issues that could compromise safety and effectiveness during the upcoming season.</p>			X
<p>12. Ensure timely follow-up actions to program reviews, fire preparedness reviews, fire and fire aviation safety reviews, fire critiques and post-season reviews.</p>	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
13. Ensure fire and fire aviation preparedness reviews are conducted in all units each year. Parks must complete checklists applicable to their specific program scope and complexity and include appropriate program elements, such as prescribed fire. A summary of the preparedness review findings including standards exceeded or needing improvement will be submitted to the Regional FMO before the fire season.		X	X
14. Ensure an approved burn plan is followed for each prescribed fire project, including technical review and Go/No Go checklists are completed, follow-up monitoring and documentation to ensure management objectives are met.		X	X
15. Meet annually with major cooperators and review interagency agreements to ensure their continued effectiveness and efficiency (may be delegated).		X	X
16. Ensure post fire reviews are conducted on all fires that escape initial attack or are managed as long term incidents. Participate in all reviews that require management by any type of Incident Management Team (Regional Director may delegate).		X	X
17. Provide management oversight by personally visiting wildland and prescribed fires each year.			X
18. Provide incident management objectives, written delegations of authority and Agency Administrator briefings to Incident Management Teams.			X
19. Monitor wildfire potential and provide oversight during periods of critical fire activity/situations.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
20. XXX Evaluate the need for resource advisors for all fires and assign as appropriate. XXX Ensures that resource advisors are identified, trained, available, and appropriately assigned to wildland fire incidents. Refer to Resource Advisors Guide for Wildland Fire PMS 313, NFES 1831, Jan 2004.			X
21. Convene and participate in annual pre- and post-season fire meetings.	X	X	X
22. XXX Attend Fire Management Leadership Course. XXX Attends the Fire Management Leadership Course (geographic or national) within two years of appointment to Superintendent. Ensures that personnel assigned oversight responsibilities for the fire program have completed the Fire Management Leadership course.		X	X
23. Ensure appropriate investigations are conducted for accidents (as defined in Chapter 18), entrapments, shelter deployments, and related events.	X	X	X
24. For all unplanned human-caused fires where liability can be determined, ensure actions are initiated to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements.		X	X
25. Ensure the development of Published Decisions within WFDSS with local unit staff specialists for all fires that escape initial attack.	X	X	X
26. Ensure there is adequate direction in fire management plans to identify fire danger awareness with escalating fire potential.			X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
27. Ensure compliance with Departmental and agency policy, as well as Regional Office-direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.	X	X	X
28. Review prescribed fire plans and recommend or approve the plans depending upon the delegated authority. Ensure that the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.			X
29. At National Preparedness Level 4 and 5, approve the initiation or continuation of prescribed fire applications based on an assessment of risk, impacts of the proposed actions on area resources and activities and include feedback from the Geographic Area Multi-Agency Coordinating Group.		X	

1

2 **Fire Management Staff Roles**

3

4 **National Office**

5 The Chief, Division of Fire and Aviation (FAM Chief), NPS-NIFC, is
6 responsible and accountable for developing policy, program direction and
7 international coordination. The FAM Chief, along with the Branch Chiefs for
8 Wildland Fire and Aviation, work with interagency cooperators to coordinate,
9 reduce duplication, increase efficiencies in wildland fire management and
10 aviation, and provide feedback to regional offices on performance requirements.

11

12 **Regional Office**

13 The Regional Fire Management Officer (RFMO) provides leadership for their
14 fire and fire aviation management program. The RFMO is responsible and
15 accountable for providing planning, coordination, training, technical guidance
16 and oversight to the park fire management programs. The RFMO also
17 represents the Regional Director on interagency geographic coordination groups
18 and Multi-Agency Coordination (MAC) Groups. The RFMO provides feedback
19 to units on performance requirements.

20

21

- 1 **Park**
- 2 The Fire Management Officer (FMO) is responsible and accountable for
- 3 providing leadership for fire and fire aviation management programs at the local
- 4 level. The FMO determines program requirements to implement land use
- 5 decisions through the Fire Management Plan (FMP) to meet land management
- 6 objectives. The FMO negotiates interagency agreements
- 7 (contracting/agreements officer must review and process agreement) and
- 8 represents the Agency Administrator on local interagency fire and fire aviation
- 9 groups.
- 10
- 11 The Superintendent annually shall provide and update the expectations of
- 12 wildland fire program leaders by means of two instruments. One is a limited
- 13 Delegation of Authority (DOA) that encompasses the scope of duties outlined
- 14 above. The other is an Inter-park Agreement for those cases where a Park
- 15 Group FMO (or designee) handles defined duties on behalf of another NPS unit
- 16 within the defined Park Group.
- 17

Fire Management Staff Performance Requirements for Fire Operations

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
1. Maintain safety first as the foundation for all aspects of fire and fire aviation management.	X	X	X
2. Ensure completion of a job hazard analysis (JHA) for fire and fire aviation activities so mitigation measures are taken to reduce risk.			X
3. Ensure work/rest and length of assignment guidelines are followed during all fire and fire aviation activities. Deviations must be approved and documented.	X	X	X
4. Ensure that only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X	X
5. Develop, implement, evaluate and document fire and fire aviation training programs to meet current and anticipated needs.	X	X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
6. Establish an effective process to gather, evaluate, and communicate information to managers, supervisors, and employees. Ensure clear and concise communications are maintained at all levels.	X	X	X
7. Develop and maintain an open line of communication with the public and cooperators.	X	X	X
8. Ensure that the fire and fire aviation management staff understand their role, responsibilities, authority, and accountability.	X	X	X
9. Organize, train, equip, and direct a qualified work force. Establish "red card" certification/qualification process at the local level. Individual Development Plans (IDP) should be developed for all employees, but special emphasis must be on employees that do not meet standards.	X	X	X
10. Ensure fire and fire aviation policies are understood, followed, and coordinated with other agencies as appropriate.	X	X	X
11. Recognize when complexity levels exceed program capabilities. Increase administrative, managerial, and operational resources to meet the need.	X	X	X
12. Initiate, conduct and participate in fire management related reviews and investigations, including converted prescribed fires.	X	X	X
13. Provide for and personally participate in periodic site visits to individual incidents and projects.	X	X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
14. Utilize the incident complexity analysis to ensure the proper level of management is assigned to all incidents.		X	X
15. Review and evaluate performance of the fire management organization and take appropriate actions.	X	X	X
16. Ensure incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X
17. Ensure the development of Published Decisions within WFDSS with local unit staff specialists for all fires that escape initial attack and within limitations contained within the Park's FMP.		X	X
18. Monitor fire season severity predictions, fire behavior, and fire activity levels. Take actions to ensure safe, efficient, and effective operations.	X	X	X
19. Provide fire personnel with adequate guidance and decision-making authority to ensure timely decisions.		X	X
20. Ensure a written/approved plan based on current land use and/or fire management plans and/or project-level NEPA document exists for each prescribed fire or non-fire treatment. Plans shall be integrated with related vegetation management actions such as invasive species management.			X
21. Ensure effective transfer of command of incident management occurs and oversight is in place.	X	X	X
22. Develop and maintain agreements, annual operating plans, and contracts on an interagency basis to increase effectiveness and efficiencies.	X	X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
23. Provide the expertise and skills to fully integrate fire and fire aviation management into interdisciplinary planning efforts.	X	X	X
24. Work with cooperators to identify processes and procedures for providing fire safe communities.	X	X	X
25. Develop, maintain, and annually evaluate the FMP to ensure accuracy and validity by completing a review. Ensure applicable park resource management objectives are included in the Fire Management Plan (FMP).		X	X
26. Ensure budget requests and allocations reflect analyzed anticipated workload.	X	X	X
27. Develop and maintain current operational plans, e.g., dispatch, pre-attack, prevention.	X	X	X
28. Ensure that reports and records are properly completed and maintained.	X	X	X
29. Ensure Wildland Fire Program Core spatial data is collected, stored, and aggregated based on NPS standards (http://share.nps.gov/firegis).		X	X
30. Ensure fiscal responsibility and accountability in planning and expenditures.	X	X	X
31. Assess, identify, and implement program actions that effectively reduce unwanted wildland fire ignitions and mitigate risks to life, property and resources. Utilize safe, effective, and efficient management.		X	X
32. Effectively communicate the role of wildland fire to internal and external agency audiences.	X	X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
33. Complete trespass actions when unplanned human-caused ignitions occur.		X	X
34. Ensure compliance with National and Regional policy and direction for prescribed fire activities and ensure that periodic reviews and inspections of the prescribed fire program are completed.	X	X	X
35. Ensure all fire management actions and activities are consistent with those contained in the current Fire Management Plan and associated environmental compliance documentation.			X

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Requirements for Fire Management Positions

All NPS employees assigned dedicated fire management program responsibilities at the park, regional or national level shall meet established interagency and NPS competencies (knowledge, skills, and abilities) and associated qualifications.

All NPS employees assigned to wildland fire management incidents will meet the training and qualification standards set by the National Wildfire Coordinating Group.

Refer to Chapter 13 of the *Interagency Standards for Fire and Fire Aviation Operations* for specific requirements.

All wildland fires will be managed by an individual qualified and certified at the command level appropriate to the complexity level of the incident.

The qualification standards identified in the *Interagency Fire Program Management Qualifications Standards* will be required, in conjunction with specific agency requirements, when filling vacant fire program positions and as an aid in developing Individual Development Plans (IDPs) for employees.

Training

Training for Park Superintendents

The following training is required for park superintendents.

- Fire Management Leadership **XXX (geographic or national)**

Release Date: January 2013

1 The national course is the preferred alternative to the ~~XXX regionally sponsored~~
 2 ~~geographic~~ course. The training should be completed within two years of
 3 appointment to a designated management position. ~~XXX Ensures that personnel~~
 4 ~~who have oversight responsibilities for the fire program have completed the Fire~~
 5 ~~Management Leadership course.~~

6
 7 **Training for Fire Management Officers**

8 The following training is required for fire management officers.

- 9 • Fire Program Management (M-581).
- 10 • M-3 Aviation Management for Supervisors (every 3 years).

11
 12 **NPS Firefighters General Training Requirements**

	One-Time Training	Recurring Training	Annual Training
All Firefighters	Hazardous Materials-First Responder Awareness Level Aviation B3:Helicopter/Airplane Safety-classroom XXX IS 700:National Incident Management System (NIMS), an Introduction**	First Aid/CPR, every 2 years. Defensive Driving every 3 years. Aviation B3 (on-line), every three years.	RT-130 Annual Fireline Safety Training EEO, Discrimination & Whistleblowing in the Workplace (on-line) * HazWOPR Refresher (on-line@DOILearn) Blood borne Pathogen (on-line)

13 *Training is not required for AD positions.

14 ~~XXX **For all other required NIMS training, see PMS 310 1. It is strongly~~
 15 ~~recommended all NPS Wildland Fire personnel complete IS 800 to gain an~~
 16 ~~introduction to the National Response Framework (NRF).~~

17
 18 **Structural Fire and Hazardous Materials Response**

19
 20 **Structural Fire Response Requirements (Including Vehicle, Trash, and Dumpster Fires)**

21 In order to protect the health and safety of National Park Service personnel, no
 22 employee shall be directed, or dispatched (including self-dispatching) to the
 23 suppression of structural fires, including vehicle fires, unless they are provided
 24 with the required personnel protective equipment, firefighting equipment and
 25 training. All employees must meet or exceed the standards and regulations
 26 identified in Director’s Order and Reference Manual #58, Structural Fire.
 27

1 Vehicle, trash, and dumpster fires contain a high level of toxic emissions and
2 must be treated with the same caution that structural fires are treated.
3 Firefighters must be outfitted with NFPA compliant structural fire ~~XXX~~
4 ~~personnel personal~~ protective clothing, including self-contained breathing
5 apparatus. Situations exist during the incipient phase of a vehicle fire where the
6 fire can be quickly suppressed with the discharge of a handheld fire
7 extinguisher. Discharging a handheld fire extinguisher during this phase of the
8 fire will normally be considered an appropriate action ~~XXX for any employee~~
9 ~~who has received annual fire extinguisher training~~. If the fire has gone beyond
10 the incipient stage, employees are to protect the scene and request the
11 appropriate suppression resources.

12

13 **Hazardous Materials Response**

14 Hazardous material response or control is not a functional responsibility of
15 wildland fire suppression resources. These incidents have tremendous potential
16 to cause significant health and life safety issues. In order to protect the health
17 and safety of NPS personnel, no employee shall be directed, or dispatched
18 (including self dispatching) to an incident involving hazardous materials unless
19 they are provided with the required ~~XXX personnel personal~~ protective
20 equipment and the appropriate certification level. NPS personnel on incidents
21 involving hazardous material will limit their actions to those emergency services
22 necessary for the immediate protection of themselves and the public and the
23 prompt notification of appropriate public safety agencies. All wildland
24 firefighters who are likely to witness or discover hazardous substances are
25 required to complete the agency's First Responder Awareness (Level I)
26 program, requiring 4-8 hours of initial training and an additional 4 hours of
27 refresher training annually.

28

29 **Delegation of Authority**

30

31 **Delegation for Regional Fire Management Officers**

32 In order to effectively perform their duties, the RFMO must have certain
33 authorities delegated from the Regional Director. The Delegation of Authority
34 should include the following roles and responsibilities:

- 35 • Serves as the Regional Director's authorized representative on Geographic
36 Area Coordination Groups, including MAC groups.
- 37 • Coordinate and establish priorities on uncommitted fire suppression
38 resources during periods of shortages.
- 39 • Coordinate wildland fire planning, response, and evaluation region-wide.
- 40 • Relocate agency pre-suppression/suppression resources within the region
41 based on fire potential/activity.
- 42 • Correct unsafe fire suppression activities.
- 43 • Direct accelerated, aggressive initial attack when appropriate.
- 44 • Develop and maintain agreements to provide for the management, fiscal and
45 operational functions of combined agency operated facilities.

- 1 • Suspend prescribed fire activities when warranted.
- 2 • Give authorization to hire Emergency Firefighters in accordance with the
- 3 DOI Pay Plan for Emergency Workers.
- 4 • Approve emergency fire severity funding expenditures not to exceed the
- 5 Regional annual authority.

6

7 **NPS Duty Officer (DO)**

8

9 All Fire Management Officers are responsible to provide DO coverage during
10 any period of predicted incident activities. DO's responsibilities may be
11 performed by any individual with a signed Delegation of Authority from the
12 local Agency Administrator. The required duties for all DOs are:

- 13 • Monitor unit incident activities for compliance with NPS safety policies.
- 14 • Coordinate and set priorities for unit suppression actions and resource
- 15 allocation.
- 16 • Keep Agency Administrators, suppression resources and Information
- 17 Officers informed of the current and expected situation.
- 18 • Plan for and implement actions required for future needs.
- 19 • Document all decisions and actions.

20

21 DOs will provide operational oversight of these requirements as well as any
22 specific duties assigned by fire managers through the fire operating plan. DOs
23 will not fill any ICS incident command functions connected to any incident. In
24 the event that the DO is required to accept an incident assignment, the FMO will
25 ensure that another authorized DO is in place prior to the departure of the
26 outgoing DO.

27

28 **Engine Operating Standards**

29

30 Current direction on the NPS Fire and Aviation vehicle program is at the NPS
31 Fire Operations Sharepoint site:
32 <http://npsfamshare/wildlandfire/operations/fleetandfacilities/default.aspx>

33

34 **Vehicle Color and Marking**

35 Vehicles dedicated to wildland fire activities shall be white in color and have a
36 single four-inch wide red reflective stripe placed according to NFPA 1906
37 (NFPA 1906 8.8.3, 2006 edition). The word "FIRE" red with white background
38 color will be clearly visible on all four sides of the vehicle. The NPS
39 Arrowhead will be placed on the front doors. The size and placement of the
40 Arrowhead will be as specified in RM-9. An identifier will be placed on the
41 vehicle according to local zone or GACC directions. Roof numbers will be
42 placed according to local zone procedures.

43

44

45

1 **Engine Staffing Standards**

2 If no ENGB is assigned, then the apparatus is designated as a Patrol or
 3 Prevention vehicle, not as an Engine.

4

Engine Type	Recommended Daily Staffing†	WCF Mandatory Staffing During Defined Season	Minimum 410-1 Standards	Min Quals, out-of-park Response	Min Quals, In-park Response
3	5*	4*	3	ENGB, 2-FFT2	ENGB, 2-FFT2
4	5*	4*	2	ENGB, 2-FFT2	ENGB, FFT2
5	5*	4*	2	ENGB, 2-FFT2	ENGB, FFT2
6	3	3	2	ENGB, 2-FFT2	ENOP**, FFT2
7	3	2	2	ENGB, FFT2	See Below ***

5 † Recommended when status is available, but must at least meet minimum 410-
 6 1 standards for off-park assignments.

7 * Engines staffed with more than 3 will always have a qualified engine operator
 8 (ENOP) in addition to an ENGB

9 ** ENOP must also be qualified as ICT5

10 *** Determined by Park Superintendent and/or FMO, minimum FFT2

11

12 ENOP is an agency specific qualification. To add this position to an employee
 13 in IQCS, use the NPS00 SetID.

14

15 NPS ENOP Prerequisites: FFT1, L-280, RT130, FITCAT, ENOP PTB

16 ENOP PTB can be found at: <http://www.nwcg.gov/pms/taskbook/taskbook.htm>

17

18 **Lights and Siren Response**

19

20 Responding to wildland fire incidents normally does not warrant the use of
 21 emergency lights and siren on public roads by calling for or blocking the right-
 22 of-way from other traffic in order to safely and effectively perform the NPS
 23 mission. However, there may be rare and extenuating circumstances when
 24 limited use of emergency lights and siren is appropriate and necessary due to an
 25 immediate threat to life.

26

27 Those units that determine an emergency lights-and-siren response on public
 28 roads is necessary to meet mission requirements must develop an operating plan
 29 that ensures the following:

- 1 1. All vehicles (command, engines, etc.) will be properly marked, equipped, and
- 2 operated in accordance with state statutes, codes, permits and NPS requirements.
- 3 2. Drivers will complete training in the proper use of lights and siren response in
- 4 accordance with National Fire Protection Association (NFPA) 1451 Standard for
- 5 a Fire Service Operations Training Program and 1002 Standard for Fire
- 6 Apparatus Operator/Driver Professional Qualifications, as well as any state
- 7 requirements.
- 8 XXX 3. Instructors of lights and siren training must have successfully
- 9 completed lights and siren training as part of a federal engine academy, and
- 10 Emergency Vehicle Operators Course (EVOC) and a facilitative instructor
- 11 course.
- 12 4. Drivers responding with emergency lights and sirens will be minimally
- 13 qualified as engine operator.
- 14 5. Lights and sirens will meet NFPA and state code requirements.
- 15 6. Posted speed limits will be followed at all times, regardless of response type.
- 16 7. Drivers will stop at all controlled intersections (sign, light, traffic officer)
- 17 before proceeding; drivers will stop or reduce speed as circumstances dictate
- 18 prior to proceeding through any uncontrolled intersections.
- 19 8. Traffic light changing mechanisms (e.g., Opticons) will only be used under
- 20 formal written agreement with state and local governments. They will be used
- 21 only when they are necessary to create safe right-of-way through urban high-
- 22 traffic areas. All pertinent state and local statutes and procedures will be
- 23 adhered to.

24

25 **Vehicle Repairs and Maintenance**

26 The cost of all vehicle repairs and maintenance is the responsibility of the
27 individual parks unless the damage is directly attributable to operations on a
28 wildfire. In that case, with approval from the IC, the damages may be paid for
29 under the fire's suppression account. Daily preventative maintenance checks,
30 regular servicing, and prompt repairs are critical to providing mission readiness,
31 performance, and safe operation. Annual required maintenance servicing and
32 monthly preventative maintenance checks will be conducted and documented.
33 Wildland fire vehicles that are not operationally sound or have safety
34 deficiencies must not be put into service. In addition, vehicles that suffer from
35 mechanical or safety issues while enroute or on assignment must be taken out of
36 service at the earliest opportunity in which it is safe to do so and must not be put
37 back into service until corrective action can be completed.

38

39 **Fixed Ownership Rates (FORs)**

40 FORs are fees that are paid into the WCF annually for each vehicle in the
41 program. These fees continue to accumulate over the life of a vehicle and are
42 used to replace the vehicle at the end of its life cycle. The FOR is adjusted
43 annually by the WCF manager to reflect changes in input parameters.

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Equipment Bulletins and Equipment Alerts

The NPS mirrors the Bureau of Land Management (BLM) two-level Equipment Bulletin (EB) and Equipment Alert (EA) System. The purpose of the system is to share accurate and timely information regarding potential equipment problems and/or needed repairs. The EB is primarily intended to inform the equipment users of recommendations for repairs, potential hazards, or general information related to the overall maintenance, awareness, and safe operation of fire equipment. The EA is time sensitive and addresses potentially serious hazards or risks. The alert includes a specific action that the user must act upon. Unexpected issues involving wildland fire vehicles which do not fall under other types of wildland fire reviews and investigations and/or other applicable federal, state or specific agency requirements must be reported via an electronic form located in the PDS fleet tab. If an unexpected vehicle issue warrants a EB or EA it is issued by the National Fire Equipment Program Manager through the Operations Advisory Team and the Capital Equipment Committee. Members of these groups must ensure the information reaches all levels of the organization.

Annual Safety Inspections, Scheduled Maintenance, and Daily Inspections

It is required to complete and document annual safety inspections, regularly scheduled preventative maintenance and daily (or pre-trip) inspections for all NPS wildland fire vehicles. Annual safety inspections must be documented on Form 1520-35 and uploaded into PDS. Regularly scheduled preventative maintenance, unscheduled maintenance and repairs must be recorded in PDS. Daily inspections must be recorded in the FEMPR (Fire Engine Maintenance Procedure and Record).

XXX NPS Firefighter Target Physical Fitness Standards

XXX These are voluntary targets. They are not mandatory. These targets are established to provide NPS firefighters a common standard against which to gauge their physical fitness level. NPS firefighters are encouraged to meet or exceed these standards.

	Age 20-29	Age 30-39	Age 40-49	Age 50 & Up
1.5 Mile Run	11:58	12:25	13:05	14:43
Sit-Ups (1 minute)	40	36	31	26
Push-Ups (1 minute)	33	27	21	15

XXX The guide below may be used to adjust the 1.5 mile run times to compensate for altitude differences:

Altitude in feet	1.5 mile run time adjustment
0 - 5,000	No adjustment
5,000 - 6,000	Add 30 seconds
6,000 - 7,000	Add 40 seconds
7,000 - 8,000	Add 50 seconds

1

2

3 **XXX National Fire Operations Fitness Challenge**

4 XXX The national fire operations fitness challenge encourages and recognizes
5 achievement in physical fitness by NPS firefighters. The fitness challenge
6 provides a common system by which NPS firefighters can measure current
7 fitness, establish fitness goals, and track fitness improvement. The fitness
8 challenge is voluntary, but NPS firefighters are encouraged to participate. The
9 fitness challenge tests participants in four basic exercises - push-ups, pull-ups,
10 sit-ups and a timed run of 1.5 miles. Test results are compiled into a final
11 overall score. Unit and Regional offices are encouraged to support and
12 recognize achievement in firefighter fitness. Specific information on the fitness
13 challenge is located at
14 www.blm.gov/nifc/st/en/prog/fire/fireops/fitness_challenge.html.

15

16 **Wildland Fire Uniform Standards**

17

18 The Service-wide Uniform Program Guideline (DO-43) sets forth the
19 servicewide policies and associated legal mandates for wearing the NPS uniform
20 and for authorizing allowances to employees.

21

22 The guideline states that superintendents administer the uniform program within
23 their areas and are responsible for developing and communicating local uniform
24 and appearance standards in accordance with DO-43, determining who will wear
25 the uniform and what uniform will be worn and enforcing uniform and
26 appearance standards. Three options exist for uniforms for wildland fire
27 personnel:

- 28 • Within the context of the uniform standards, if the conventional NPS
29 uniform is identified at the local level as required for specified fire
30 management staff, fire program management funds may be used to support
31 uniform purchases in accordance with allowance limits identified in DO-43.
- 32 • While Nomex outerwear (i.e. shirts, trousers, brush-coats) routinely issued
33 as personal protective equipment has become recognized as the uniform of
34 the wildland firefighter as a matter of necessity, these apparel also have
35 justifiable utility as a uniform standard at the park level for certain fire
36 and/or ONPS base-funded wildland fire staff.
- 37 • When the conventional NPS uniform or the full Nomex outerwear is not
38 appropriate or justified, local management with park superintendent

- 1 approval may establish a predetermined dress code for fire staff. The goals
2 of the NPS uniform program can appropriately be applied (with common
3 sense) to this departure from the norm.
- 4 • The DOI Boot Policy is referenced in Chapter 7.
 - 5 • The fire management officer is responsible for establishing a reasonable
6 allotment schedule for new or returning employees, commensurate with
7 supplies provided in previous seasons. A suggested per person issuance is
8 three to four tee shirts, one ball cap, and one sweatshirt (where appropriate).
9 \$100 would normally be adequate to cover costs of this issuance.

10
11 Where appropriate and justified, fire funds may be applied to the purchase of
12 100 percent cotton tee shirts, sweatshirts, and ball caps, with appropriate logo
13 and color scheme, to augment the Nomex outerwear worn in conjunction with
14 project or wildland fire management incidents. Nomex outerwear will usually
15 be returned to the park's fire cache based on the tour of duty (end of season,
16 transfer to another park, etc.).

17
18 Just as with uniform allowance discussed in DO-43, the intent of fire-funded
19 purchases is to defray the cost of the appropriate apparel, not necessarily to
20 cover the cost of all items. This will not only be factored into the quantities
21 deemed necessary for the individual, but would also preclude fire-funded
22 purchases of fleece jackets, rain gear and other personal items generally
23 considered the responsibility of those employees not covered by the NPS
24 uniform program. Exceptions to this should be well-justified and documented.

25 26 **Fire Management Credentials**

27 Official fire identification credentials are approved for issuance to National Park
28 Service (NPS) employees with fire as a primary or secondary responsibility as
29 identified in their individual position descriptions and approved by DOI Office
30 of Services for OWCP, Accountability and Retirement (SOAR). These
31 credentials provide fire personnel with similar professional identification as
32 being used by many fire cooperators. The fire credentials consist of a badge,
33 identification card, and case that are issued as government property. The badge
34 complies with national fire standards, has red trim, and is labeled as Fire Chief,
35 Fire Manager or Firefighter. The fire credentials are to be carried in a wallet
36 type case and utilized for identification purposes only and will not be worn with
37 the official NPS uniform or otherwise conflict with DO-43. Lost or stolen
38 credentials, as government property, should be entered into NCIC for
39 confiscation and returned when found.

40 41 **Fire Management in Wilderness**

42 ~~XXX PLACEHOLDER: deleted due to addition of interagency language in
43 chapter 11.~~

44 ~~XXX-Over 85% of all NPS lands are under some form of wilderness protection.
45 Because of the significance of wilderness resources and the requirement to
46 preserve wilderness character in those areas, all fire management actions in~~

1 wilderness (including the categories of designated, recommended, potential,
2 proposed, and wilderness study areas eligible) will be consistent with the
3 “minimum requirement” concept found in section 6.3.5 of NPS Management
4 Policies (2006).
5 Actions taken in wilderness will be conducted to protect life and safety, meet
6 natural and cultural resource objectives, and minimize unwanted impacts of the
7 fire management actions and the fires themselves. In evaluating fire
8 management actions, the potential disruption of wilderness character will be
9 considered before, and given significantly more weight than, economic
10 efficiency and convenience. Unless human life is threatened, only those actions
11 that preserve wilderness character and/or have localized, short-term adverse
12 impacts will be acceptable. Any Delegation of Authority to incident
13 management teams will convey appropriate emphasis on the protection of
14 wilderness resources.

16 **XXX NPS Use of WFDSS**

- 18 1. The internet-based WFDSS will be the primary fire documentation platform
19 for all NPS wildfires. NFORS will remain the documentation platform for
20 all NPS prescribed fires.
- 21 2. Minimum required documentation/data field entry for each fire will follow
22 system standards.
- 23 3. Input of initial attack fires in the WFDSS is optional. All fires which go
24 into extended attack or are being managed for multiple objectives will be
25 input into the WFDSS and a decision will be published.
- 26 4. Those fires burning on to NPS lands from another federal fire management
27 agency (Forest Service, Bureau of Land Management, Bureau of Indian
28 Affairs, or US Fish & Wildlife Service) should be entered by the originating
29 agency, not the NPS.
- 30 5. Wildfires burning on to NPS lands from state and local lands will be entered
31 into WFDSS by the receiving NPS unit, if they have not been entered by
32 another federal agency or State, with the true Point of Origin and Discovery
33 Date being entered. When these incidents are created in WFDSS, the
34 Responsible Unit Name at Point of Origin will not be the NPS. However,
35 the NPS will be selected as at least one of the Responsible Agency(s) in
36 addition to Other.
- 37 6. Wildfires must be entered individually, not as complexes, into the WFDSS.
38 This is independent of the operational or financial management of a group
39 of fires as a complex, and regardless of them having a common course of
40 action.
- 41 7. Applicable fire-related resource management objectives and management
42 requirements from the NPS Management Policies, as well as from a park’s
43 General Management Plan, Resource Management/Stewardship Plan, and
44 Fire Management Plan (FMP), will be migrated into the WFDSS. This

- 1 information will reflect the management objectives for wildland fire as
- 2 stated in the park's FMP and supporting NEPA documents.
- 3 8. Every wildland fire decision will consider the development of protection
- 4 objectives which also provide for safety of firefighters and the public and
- 5 minimize the loss of, and damage to, property, cultural and natural
- 6 resources.
- 7 9. WFDSS does not replace ICS-209 and Situation Reporting Systems. Parks
- 8 will continue to follow National, Geographic Area Coordination Center
- 9 (GACC), and/or local guidance for fire reporting within these systems.
- 10 10. Refer to Chapter 11 of the Interagency Standards for Fire and Fire Aviation
- 11 Operations for further guidance.
- 12

Chapter 04**U.S. Fish & Wildlife Service Program Organization & Responsibilities****Introduction**

This document states, references, or supplements policy for the U.S. Fish and Wildlife Service Wildland Fire Management Program. The standards provided in this document are based on current U.S. Department of the Interior and Bureau policy, and are intended to provide fire program guidance. If there is a discrepancy between guidance found in this document and the Service Manual, information contained herein will be considered authoritative as updates occur on a more frequent cycle than the FW Manual. The intent is to ensure safe, consistent, efficient, and effective fire and aviation operations. This document will be reviewed and updated annually.

Agency Administrator Roles**Director**

The Director of the Fish and Wildlife Service has overall responsibility for the Service wildland fire management program. The Director will ensure that all regional fire management activities are formally evaluated.

Chief, National Wildlife Refuge System

The National Wildlife Refuge System under the Chief provides leadership for the wildland fire management program. The National Wildlife Refuge System also formally evaluates all regional fire activities at least every five years. The Assistant Director of the National Wildlife Refuge System has delegated the authority to approve the *Fire Management Handbook* and other fire related handbooks as needed to provide guidance to the Chief, Branch of Fire Management.

Regional Director

The Regional Director is responsible to the Director for fire management programs and activities within their region. The Regional Director will meet the required elements outlined in the *Management Performance Requirements for Fire Operations* and ensure training is completed to support delegations to line managers and principal acting's.

- Ensures that XXX Refuge Managers/Project Leaders, and or Field Supervisors are qualified to approve prescribed fire plans. Any prescribed fire that is converted to a wildfire, and/or contributes to an air quality violation, and/or significant damage to values outside of FWS boundaries must be reviewed. The appropriate level and scope of the review will be determined by agency policy. The final review results shall be provided to the Regional Director within 90 days.

- 1 • Ensures emergency stabilization and burned area rehabilitation plans with
2 estimated costs < \$500,000 are consistent with Department and Service
3 policy and guidelines.
- 4 • Establishes a process to delegate approval for prescribed fire burn plans to
5 the responsible line officer. The Regional review and concurrence processes
6 for such plans must include Burn Bosses and designated subject matter
7 experts.

8
9 **Regional Chief and Refuge Supervisors**

10 Regional Chiefs and Refuge Supervisors are delegated specific leadership
11 responsibilities by the Regional Director. They provide oversight and direction,
12 in coordination with, the Wildland Fire Management Program for the National
13 Wildlife Refuge System. These responsibilities occur through established lines
14 of authority as assigned by the Regional Director.

15
16 **Project Leader/Refuge Manager**

17 The Project Leader is responsible to the Regional Director for the safe and
18 efficient implementation of fire management activities within their unit,
19 including cooperative activities with other agencies or landowners, in
20 accordance with delegations of authorities. The Project Leader, or principal
21 acting, will meet required elements outlined in the Project Leader/Refuge
22 Manager Performance Requirements.

- 23
- 24 • Refuge Managers/Project Leaders must meet the performance requirements
25 which are appropriate for the unit’s fire management complexity as
26 determined by the Refuge Supervisors, in consultation with the Regional Fire
27 Management Coordinator (RFMC).
- 28 • If a Project Leader/Refuge Manager is absent during an incident, the Refuge
29 Supervisor and RFMC will make an assessment of the Acting Project
30 Leader/Refuge Manager’s capabilities and provide appropriate additional
31 support. The Refuge Supervisor and RFMC will provide additional fire
32 management support for the affected refuge as needed.

33
34 **Management Performance Requirements for Fire Operations**

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
<i>Policy</i>				
1. Ensure any standards developed are compliant with agency wildland fire policies.	X	X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
2. Ensure use of fire funds is in compliance with department and agency policies.	X	X	X	X
3. Review critical operations and safety policies and procedures with fire and fire aviation personnel.		X	X	X
4. Demonstrate a working knowledge of Service safety and accident reporting policies and procedures.		X	X	X
5. Demonstrate knowledge of NWCG, Interagency Fire Program Management, and Interagency Standards for Fire and Fire Aviation Operations "Red Book" Standards.		X	X	X
<i>Program Management</i>				
6. Ensure Fire Management Plans (FMP) reflect agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.	X	X	X	X
7. Ensure all fire management activities are supported by a current FMP with documented annual updates and are integrated with an approved Comprehensive Conservation Plan.	X	X	X	X
8. Ensure units have a current safety plan, an active safety committee, and safety program that integrates the fire program.	X	X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
9. Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires and near misses as described in Chapter 18.	X	X	X	X
10. Ensure management strategies and tactics are employed that achieve departmental cost containment goals.	X	X	X	X
11. Annually update and review the <i>XXX FWS Line of Duty Death Response Handbook</i> and the <i>Agency Administrator's Guide to Critical Incident Management</i>		X	X	X
12. Ensure timely follow-up to fire management program reviews.		X	X	X
13. Ensure master agreements with cooperators are valid and in compliance with agency policies, and Annual Operating Plans are current.		X	X	X
14. Provide a written Delegation of Authority to FMOs giving an adequate level of operational authority. For zoned/area units, ensure all appropriate Agency Administrators have signed the delegation. When applicable, an Inter-refuge Agreement specifying reciprocal responsibilities of the Project Leader/Refuge Manager and the Area/Zone FMO.		X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
15. Ensure trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to resources and improvements for all human-caused fires where liability can be determined, as per FWS <i>Fire Management Handbook</i> .		X	X	X
16. Ensure WFDSS is used to publish timely decisions and to provide decision support documentation for all fires that escape initial attack or initial response.		X	X	X
17. XXXX Ensure financial allocation and program of work analysis systems (FPA, HFPAS, FIREBASE, etc.) for preparedness and fuels activities correctly reflect current program needs as identified in fire management plans.			X	X
18. XXXX Annually Convene and participate in XXXX pre and post season annual fire meetings.			X	X
19. Participate as part of in-briefings and post fire closeouts on Type I and Type II fires. (Attendance by Regional Chiefs may be delegated).			X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
20. Provide a written Delegation of Authority, Wildland Fire Decision Support System (WFDSS) analysis, Agency Administrator Briefings to Incident Management Teams and local Incident Managers as defined by fire management policy.				X
21. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices. Personally participate in at least one review annually.				X
22. Ensure that fire season severity predictions, weather forecasts, fire behavior predictors and fire activity levels are monitored daily, and communicated and available to all employees .				X
23. Service representative at annual cooperator meetings and review interagency agreements to ensure effectiveness and efficiency.				X
24. Ensure fire prevention and fire suppression standards are compliant with agency fire policies. Ensure fire prevention activities are integrated into step up plans.				X
25. Ensure resource advisors are identified, trained, and available for incident assignment. Refer to <i>Resource Advisors Guide for Wildland Fire</i> PMS 313, NFES 1813, Jan 2004.				X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
26. Personally visit at least one wildland and one prescribed fire each year as available.				X
27. Appropriately manage Social/Political/Media resources and relationships affecting prescribed fire and wildfire activities.	X	X	X	X
28. Ensure appropriate risk management measures are in place as they pertain to incident management activities.			X	X
29. Ensure appropriate administration, management and oversight of Type I and II IMTs. Ensure Incident Business Analysts, Resource Advisors, and Agency Representative positions are utilized as needed.				X
30. Develop, negotiate, and implement cost share, Service First, and reimbursable protection agreements with cooperators.				X
31. Participate in operations, safety, and fire administration reviews with fire and fire aviation personnel.				X
32. Provide oversight to Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) processes and procedures.				X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
<i>Training / Certification</i>				
33. Ensure only trained, certified fire and non-fire personnel are available to support fire operations at the local and national level.	X	X	X	X
34. Ensure personnel delegated fire program responsibilities have completed required training. (Refer to Training Section XX on page 4-19).			X	X
35. Provide position task book and incident qualification card certification on an as needed basis. Ensure employees meet all necessary medical and physical testing requirements appropriate for NWCG or agency specific qualifications.				X
<i>Prescribed Fire/Fuels Management</i>				
36. Ensure compliance with National and Regional Office policy for prescribed fire activities. XXX-Provide Conduct periodic reviews of the prescribed fire program.	X	X	X	X
37. Implement Interagency Prescribed Fire Planning and Implementation Policies and Guidelines.		X	X	X
38. Ensure Prescribed Fire Plans are approved and meet agency policies.			X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader / Refuge Manager
39. Ensure all wildfires resulting from prescribed fire actions are reported to Regional Director within 24 hours of the wildfire declaration.			X	X
40. Ensure a policy has been established for review and signing go-no/go checklists.				X
41. Ensure Prescribed Fire Plans have been reviewed and recommended by a qualified technical reviewer other than the plan author.				X
42. Perform required Agency Administrator role of reviewing and approving Prescribed Fire Burn Plans and Go-No Agency Administrator Checklists.				X

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Fire Management Staff Roles

National Office

Fire Director

The Fire Director is the Chief of the Fire Management Branch in the National Wildlife Refuge System, and is the Service representative at the National Interagency Fire Center (NIFC). The Fire Director, through *Service Manual 621 FW I*, is delegated authority by the Director to represent the Service on the National Multi-Agency Coordinating Group (NMAC Group). The Fire Director is responsible for implementing the decisions of the NMAC as they affect U.S. Fish and Wildlife Service areas. The decisions of the NMAC include the prioritizing of incidents nationally and the allocation or reallocation of firefighting resources to meet national priorities.

The Fire Management Branch is responsible for providing technical direction and coordination of fire management planning, policy development, and procedures service wide.

1 **Regional Office**

2

3 **Regional Fire Management Coordinator (RFMC)**

4 The Regional Fire Management Coordinator provides leadership, direction,
 5 coordination, training, planning, evaluation, and technical guidance for the
 6 region and is available to provide assistance for intra-agency and interagency
 7 wildland fire management needs. The RFMC will meet qualification
 8 requirements established by the service for the position. The RFMC, through
 9 written delegation by the Regional Director, is delegated authority to represent
 10 the region on the GMAC. The RFMC is responsible for implementing the
 11 decisions of the MAC Group as they affect U.S. Fish and Wildlife Service areas.
 12 The decisions of the GMAC include the prioritizing of incidents, Interagency
 13 Master/statewide agreements and the allocation or reallocation of firefighting
 14 resources to meet wildland fire management priorities.

15

16 RFMCs will ensure IQCS accounts are established and training records
 17 maintained for Agency Administrators. **XXX The IQCS mnemonic for FWS**
 18 **Agency Administrators is AADM.**

19

20 **Refuge**

21

22 **Fire Management Officer (FMO)**

23 The Fire Management Officer (FMO) is responsible and accountable for
 24 providing leadership for fire management programs at the local level. The FMO
 25 determines program requirements to implement land use decisions through the
 26 Fire Management Plan (FMP) to meet land management objectives. The FMO
 27 negotiates interagency agreements and represents the Agency Administrator on
 28 local interagency fire and fire aviation groups.

29

30 The FMO is responsible for coordinating with the refuge/unit Agency
 31 Administrator to annually review and update (as needed) the unit Fire
 32 Management Plan to comply with agency policy. An FMO may be assigned to
 33 provide wildland fire management support to a group of refuges (zone **XXX or**
 34 **district**) when individually each refuge does not warrant a fulltime FMO.

35

36 **Fire Management Staff Performance Requirements for Fire Operations**

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone XXX/ District FMO
1. Establishes and manages a safe, effective, and efficient fire program.	X	X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone XXX/ District FMO
2. Ensures that the Fire Management Plan (FMP) reflects the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability. <i>XXX (Federal Wildland Fire Management Plan 2001)</i>	X	X	X
3. Provides the expertise and skills to fully integrate fire and fire aviation management into interdisciplinary planning efforts. <i>XXX (When requested)</i>	X	X	X
4. Ensures that only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X	X
5. Ensures completion of a Job Hazard Analysis (JHA)/Risk Assessment for fire and fire aviation activities so mitigation measures are taken to reduce risk.		X	X
6. Ensures compliance with work/rest guidelines during all fire and fire aviation activities.	X	X	X
7. Ensures that the fire and fire aviation management employees understand their role, responsibilities, authority, and accountability.	X	X	X
8. Organizes trains, equips, and directs a qualified work force. Establishes and implements performance review process <i>XXX (es)</i> .	X	X	X
9. Develops implements, evaluates, and documents fire and fire aviation training to meet current and anticipated needs.	X	X	X
10. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X	X
11. Monitors fire suppression activities to recognize when complexity levels exceed current management capabilities. Increases managerial and operational resources to meet the need.	X	X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone XXX/ District FMO
12. Monitors fire season severity predictions, fire behavior, and fire activity levels. Takes action to ensure safe, efficient, and effective operations.	X	X	X
13. Ensures that master agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X	X
14. Develops, maintains, and implements current operational plans. (e.g., dispatch, preparedness, prevention).		X	X
15. Ensures use of fire funds is in compliance with department and agency policies.	X	X	X
16. Ensures that fire severity funding is requested, used, and documented in accordance with agency standards (<i>Interagency Standards for Fire and Fire Aviation Operations</i> , Chapter XXX 9 10).	X	X	X
17. Reviews and approves appropriate overtime authorization requests for XXX the use of short-term severity, personnel providing fire suppression coverage during holidays, special events, and abnormal fire conditions.		X	X
18. Ensures a process is established to communicate fire info to public, media, and cooperators.	X	X	X
19. XXX Annually eConvenes and participates in pre and post season annual fire meetings. Specifically address management controls and critical safety issues.	X	X	X
20. Oversees pre-season preparedness review of fire and fire aviation program.	X	X	X
21. Initiates, conducts, and/or participates in fire program management reviews and investigations.	X	X	X
22. Personally participates in periodic site visits to individual incidents and projects.		X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone XXX/ District FMO
23. Ensures that transfer of command occurs as per appendix D on incidents.		X	X
24. Utilizes the Incident Complexity Analysis appendix E & F to ensure the proper level of management is assigned to all incidents	X	X	X
25. Ensures that incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X
26. Ensures an accurate and defensible Wildland Fire Decision Support System (WFDSS) analysis is completed and updated, approved, and certified as necessary.	X	X	X
27. Works with cooperators, groups, and individuals to develop and implement processes and procedures for providing fire safe communities within the wildland urban interface.	X	X	X
28. Ensures that trespass actions are initiated and documented to recover cost of suppression activities, land rehabilitation, and damages to the resource and improvements for all human-caused fires where liability can be determined, as per <i>FWS XXX Fire Management Fire Trespass Handbook</i> .	X	X	X
29. Ensures training for fire cause determination and fire trespass is completed.	X	X	X
30. Ensures compliance with National and State Office policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X	X
31. Annually updates and review the <i>XXX FWS Line of Duty Death Response Handbook</i> and the <i>Agency Administrator's Guide to Critical Incident Management</i> .	X	X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone XXX/ District FMO
32. Ensures that fire season severity predictions, weather forecasts, fire behavior predictors, and fire activity levels are monitored and communicated daily to all employees (hard copy, web page, email, radio, or fax).		X	X
33. Uses current National and Local Mobilization Guides and ensures that national, geographic and local mobilization standards are followed.	X	X	X
34. Complies with established property control/management procedures.	X	X	X
35. Ensures procedures are in place for reporting unsafe and unhealthy working conditions	X	X	X
36. Ensures all job related accidents/incidents resulting in, or having the potential to cause fatalities, injuries, illnesses, property or environmental damage are reported and/or investigated. All such reports are electronically submitted through the Safety Management Information System (SMIS).		X	X
37. Ensures that the RXBP and the personnel implementing them meet Service wide and Regional requirements.			X
38. Ensures adequate oversight and status reporting of all prescribed fires.			X
39. Reports all wildfires resulting from prescribed fires to the Regional Fire Management Coordinator within 12 hours of the wildfire declaration.			X
40. Develops and/or updates fire management plans and associated operational plans for approval by project leaders and regional fire and refuge staff (as determined by the region). Annually review FMPs per Service policy.			X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone XXX/ District FMO
41. Responsible for the coordination of RAWs maintenance, up keep, sensor calibration, oversight of daily inputs in order to maintain a weather network which is used by many cooperating agencies, and the development of the RAWs operating plan.			X

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National Fire Leadership Team

The National Fire Leadership Team (NFLT) is established under the guidance and support of the NWRS Leadership Team. The team is established to provide regional input on issues of National importance, to advise the Chief, Fire Management Branch (FMB), and provide leadership, coordination, and guidance in the development and implementation of a safe and effective fire management program within the Service. The team serves as a national clearing house, provides discussion of wildland fire management issues, and recommends actions to improve coordination and integration of regional fire management activities into national direction. The team will be responsible for the following:

- Provide leadership, coordination, and guidance for the Service’s fire management program.
- Identify potential fire management issues, and recommend strategies that will enhance the Service’s ability to safely and effectively manage fire on Service lands.
- Develop and recommend common guidance and business rules as needed to manage fire management activities while recognizing individual regional needs.
- Provide a forum for the exchange of ideas, best management practices, and lessons learned relating to Service fire management activities.
- Provide a forum to discuss budget methodology applications that are consistent with appropriation language authority as well as providing for the collaboration and coordination within FWS and with our interagency partners.
- Form task groups, working teams, or other collections of subject matter experts as needed to deal with specific tasks or long-term issues. These groups or teams will each have a Leader who usually works in the subject matter area with members assigned who may have the subject area as a collateral duty. They will have representation from across the Service, and will provide guidance or operational recommendations to the NFLT.

1 Delegation of Authority

2

3 Regional Fire Management Coordinator

4 In order to effectively perform their duties, a RFMC must have certain
5 authorities delegated from the Regional Director. This delegation is normally
6 placed in the regional office supplement to agency manuals. This Delegation of
7 Authority should include:

- 8 • Serve as the Regional Director's authorized representative on geographic
9 area coordination groups, including MAC groups.
- 10 • Coordinate and establish priorities on uncommitted fire suppression
11 resources during periods of shortages.
- 12 • Coordinate logistics and suppression operations regional-wide.
- 13 • Relocate agency pre-suppression/suppression resources within the region
14 based on relative fire potential/activity.
- 15 • Correct unsafe fire suppression activities.
- 16 • Direct accelerated, aggressive initial attack when appropriate.
- 17 • Enter into agreements to provide for the management, fiscal, and
18 operational functions of combined agency operated facilities.
- 19 • Suspend prescribed fire activities when warranted.
- 20 • Give authorization to hire Emergency Firefighters in accordance with the
21 DOI Pay Plan for Emergency Workers.
- 22 • Approve emergency fire severity funding expenditures not to exceed the
23 agency's annual authority.

24

25 ZoneXXX/District Fire Management Officer

26 In order to effectively perform their duties, the FMO may receive a Delegation
27 of Authority (DOA) outlining the operational and administrative fire
28 management duties. All Unit Agency Administrators within a
29 ZoneXXX/District should consider signing a single ZoneXXX/District Fire
30 Management delegation. A sample "Delegation of Authority" can be found on
31 the FWS Fire Operations Policy and Guidance SharePoint site.

32

33 Inter-refuge Agreements

34

35 Inter-Refuge Agreements may be used when FMOs provide fire management
36 oversight to multiple refuges. This is in addition to the Delegation of Authority
37 from the Project Leaders/Refuge Managers to the FMO, and further defines the
38 roles and expectations between the FMO and Refuges. An example can be
39 found on the FWS Fire Operations Policy and Guidance SharePoint site.

40

41 Fire Duty Officer

42

43 Fire Management Officers are responsible to provide Fire Duty Officer (FDO)
44 coverage during periods of predicted incident activities. FDO responsibilities

- 1 may be performed by any individual delegated the authority, either written or
2 verbal, from the FMO. The duties for FDOs include:
- 3 • Monitor unit incident activities for compliance with FWS safety policies.
 - 4 • Coordinate and set priorities for unit preparedness activities, incident
5 response and resource allocation.
 - 6 • Keep Agency Administrators and resources informed of the current and
7 expected situation.
 - 8 • Plan for and implement actions required for future needs.
 - 9 • Document decisions and actions.
 - 10 • It is recommended FDOs not fill ICS functions.

12 **Fire Severity Funding**

13
14 Units may request severity funding when wildfire response resources are
15 insufficient to meet the predicted fire workload on Service lands. Units/Regions
16 may request two types of severity funding depending upon the anticipated
17 duration of need (see table). An approved and **XXX current** FMP must be in
18 place to receive **XXX long-term** severity funding.

20 **Short-Term Severity Funding**

21 Short-term severity funding can be requested to implement preplanned actions
22 from an approved preparedness or step-up plan. This may include: the unit
23 anticipates being at PL4 or PL5 (or equivalent) for less than seven consecutive
24 days, or when the need is only for extending the days/hours of existing staff.
25 Short-term severity requests must be approved by the RFMC, and may not
26 exceed a total of \$300,000 per Region annually as described in the FWS Fire
27 Business Reference Guide, Fire Severity **XXX, FY year**, Work Breakdown
28 Structure description. Short-term severity funding codes are PER1 (region 1),
29 PER2 (region 2), etc. An example for short-term severity in Region 2 is
30 FF02RNB000 (*cost center for Bosque del Apache NWR, R2*) plus the work
31 breakdown structure FF.F2100002PER20**XXX-2A**.

33 **Long-Term Severity Funding**

34 Long-term severity funding can be requested when additional outside resources
35 are needed for an extended period of time. The need for additional resources
36 must be based upon existing approved preparedness plans or documentation of
37 extraordinary conditions that were not anticipated in the existing preparedness
38 plans. Long-term severity requests must be approved by the Chief, Fire
39 Management Branch. Severity requests follow guidance located in Appendix E
40 of the FWS Fire Business Reference Guide and include the documentation
41 identified in the appendix.

42
43 Long-term severity funding is provided for a maximum of 30 days per request;
44 however, regardless of the length of the authorization, use of severity funding
45 must be terminated when abnormal conditions no longer exist. Long-term

1 severity codes are cost center plus Severity Funding work breakdown structure
2 including FIRECODE, e.g. FF02RNB000 FF.F2100002FJ4M0XXX-2A.

3

4 **Daily Fire Report**

5

6 During the “National Fire Season” as identified by the National Interagency
7 Coordination Center XXX at in Boise, ID (NICC), each field unit within the
8 Refuge System will report all wildland fire occurrence and fire status daily to
9 their local dispatch office and Regional Office. Additionally, each Region will
10 establish procedures to gather fire information and coordinate with their
11 respective geographic area coordination centers as necessary. Field units will
12 report the status of large fires separately on form ICS-209 to the local dispatch
13 centers with copies furnished to the RFMCs. Include weekend fire activity on
14 Monday’s report unless there is significant fire activity.

15

16 **Individual Fire Report**

17

18 An Individual Fire Report must be completed in the Fire Management
19 Information System (FMIS) for the following types of fires within 15 days after
20 the fire is declared out:

- 21 • All wildland fires on Service lands.
- 22 • XXX Wildland Wildfires threatening Service lands on which the Service
23 takes action.
- 24 • XXX Wildfires on which action was taken for another agency.
- 25 • ~~XXX All prescribed fires that remain within prescription on Service lands.~~
26 ~~When a fire exceeds prescription criteria, treat it as an unwanted wildfire,~~
27 ~~and file a separate report covering those acres by the unwanted wildland fire.~~
- 28 • All false alarms responded to by field office staff.

29

30 Reports are required regardless of who takes action, e.g., force account,
31 cooperator, or contractor. When actions are taken on a cooperative fire, the
32 agency having jurisdiction over the land on which the wildfire occurs will file a
33 complete report and prepare a limited version to record and bill for assistance
34 when necessary.

35 **Fish and Wildlife Service Use of Wildland Fire Decision Support System**

36

37 Effective March 31, 2010 all managers must use WFDSS to document and
38 publish decisions on extended attack wildfires, wildfires managed for multiple
39 objectives and escaped prescribed fires.

40 XXX

41 Documentation of all other wildfires in WFDSS is at the discretion of the local
42 unit. All fires in Alaska will have WFDSS initiated by the Protection Agency.

43

44 **Final Wildland Fire Record**

45

46 The final wildland fire project record may include the following:

- 1 • FMIS data entry
- 2 • Narrative
- 3 • WFDSS
- 4 • Incident Action Plan(s)
- 5 • Daily weather forecasts and spot weather forecasts ~~XXX~~ cumulative fire
- 6 map showing acreage increase by day
- 7 • Total cost summary
- 8 • Monitoring data (Wildland Fire Observation Records)
- 9 • Critique of fire projections on Incident Action Plan

10

11 **Physical Fitness and Conditioning**

12

13 Employees serving in wildland fire positions that require a fitness rating of
14 arduous as a condition of employment are authorized one hour of duty time each
15 work day for physical fitness conditioning. Employees not having a fitness
16 rating of arduous as a condition of employment, but who are required by a
17 Critical Performance element or other written agreement to maintain an arduous
18 level, will be authorized three hours per week of duty time for physical fitness
19 condition. All other wildland firefighting personnel holding qualifications
20 requiring ratings of moderate or arduous may be authorized, by their supervisor,
21 up to three hours per week of duty time for fitness conditioning. Prior to any
22 duty time being allowed for physical fitness conditioning, employees and
23 supervisors must agree, in writing, what physical conditioning activities the
24 employee will engage in, and when and where they will occur. Activities
25 outside of the agreement will not be authorized or allowed. A combination of
26 activities designed to increase both physical strength and aerobic fitness, while
27 minimizing the possibility of physical injury, should be utilized.

28

29 **Training**

30

31 **XXX Agency Administrator Training**

32

33 The qualification standards identified in the *Interagency Fire Program*
34 *Management Qualification Standards* are required, in conjunction with specific
35 agency requirements, when filling vacant fire program positions, and as an aid in
36 developing Individual Development Plans (IDPs) for employees.

- 37 • Refuge Managers/Project Leaders with Service lands under their jurisdiction
38 which require the development and maintenance of a Fire Management Plan
39 must attend either the National Advanced Fire and Resource Institute
40 (NAFRI) or a locally sponsored Fire Management ~~XXX Leadership for~~
41 ~~Leaders~~ course, or may, upon concurrence of the RFMC, attend the Agency
42 Administrator Workshop for Prescribed Fire course which is hosted by the
43 National Interagency Prescribed Fire Training Center (PFTC~~XXX-~~).
- 44 • Refuge Managers/Project Leaders with high complexity programs under their
45 jurisdiction must attend the National Fire Management Leadership Course or

- 1 Local Fire Management Leadership Course. Program complexity is
- 2 determined jointly between the Regional Fire Management Coordinator and
- 3 the Regional Refuge Supervisor based upon: frequency and complexity of
- 4 wildland fires, values at risk, number and type of fuels treatments, number
- 5 and type of fire management personnel assigned to the unit, Interagency
- 6 cooperation and coordination, and likelihood of Type 1 or 2 incidents
- 7 (wildfire or all hazard).
- 8 • XXX Field supervisors who may approve prescribed fire plans must attend
- 9 the NAFRI sponsored Fire Leadership Course or upon concurrence of the
- 10 RFMC, may attend the Agency Administrator Workshop for PFTC.
- 11 • Regional Chiefs, Regional Refuge Supervisors, and Refuge
- 12 Managers/Project Leaders must complete periodic refresher training as
- 13 determined by their supervisor in consultation with the RFMC. Refresher
- 14 training options may include attending fire management training/workshops,
- 15 trainee experiences, or mentoring.
- 16 • XXX Guidance for use of the agency qualification for Agency
- 17 Administrators (AADM) can be found in the FWS Fire Management
- 18 Handbook.

Fire Management Officer Training

20 All Fire Management Officers (FMO) are required to attend the M-581,
 21 Interagency Fire Program Management course, either as a student or as a
 22 member of the instructor cadre. If attending as an instructor, the FMO must be
 23 present for the entire course.
 24
 25 **XXX**

FWS Firefighter General Training Requirements

One-Time Training	Recurring Training	Annual Training
Hazardous Materials-First Responder Awareness Level	First/Aid CPR (every 2 years)	Blood Borne Pathogens (online – DOI Learn)
B3: Combination Helicopter/Airplane Safety (Classroom/Online)	B3: Combination Helicopter/Airplane Safety Refresher (every 3 years)	RT-130 Annual Fireline Safety Training
Hazardous Materials (see 242 FW 6 Table 6-4)	Defensive Driving (every 3 years)	Hazardous Materials (see 242 FW 6 Table 6-4)

26
 27 **Fish and Wildlife Service Specific Qualifications**
 28 Guidance regarding agency-specific qualifications (including ENOP, RXB3,
 29 Faller ABC, RXCM, DZOP, and TPOP) can be found in chapter 13 of the **XXX**
 30 **FWS** Fire Management Handbook.
 31

1 **Chapter 05**
2 **USDA Forest Service Wildland Fire and Aviation Program**
3 **Organization and Responsibilities**
4

5 **Introduction**
6

7 This document is intended to be a program reference guide that documents the
8 standards for operational procedures and practices for the USDA Forest Service
9 Fire and Aviation Management program. The standards provided in this
10 handbook are based on current agency and interagency wildland fire
11 management policy, and is intended to provide fire and aviation program
12 guidance and to ensure safe, consistent, efficient, and effective fire and aviation
13 operations. This document will be reviewed and updated annually.
14

15 **Foundational Doctrine**
16

17 XXX The vision of the Forest Service's Fire and Aviation Management program
18 is to safely and effectively extinguish fire, when needed; use fire where
19 allowable; manage our natural resources; and as a Nation live with wildland fire.
20 To support this vision, five objectives set the foundation for an all-inclusive and
21 comprehensive High Reliability Fire Management program. These objectives
22 are intrinsic for supporting the vision.

- 23 • Risk Management and Risk Reduction- transforming our workforce into a
24 more refined safety culture.
- 25 • Implementing fire management programs to protect the ecology of Forest
26 Service lands for multiple uses.
- 27 • Enhanced and Improved Collaboration and Partnerships.
- 28 • Learning- utilizing science, research, and innovative practices.
- 29 • Empowerment of employees in leadership, judgment, and decision making.
30

31 XXX Doctrine is beliefs and teachings which form the fundamental core values
32 of our work. Doctrinal approach goes beyond strict compliance with procedural
33 rules, and promotes risk-based application of wildland fire management
34 principles to improve decision making and firefighter safety. Foundational
35 doctrine has been codified in Forest Service Manual 5100 direction, and will
36 guide fundamental wildland fire management policy, practices, behaviors, and
37 customs to be mutually understood at every level of command.
38

39 The following collection of principles and beliefs form the foundational doctrine
40 for fire suppression in the U.S. Forest Service. These principles and beliefs
41 operate at multiple organizational levels, including:

- 42 • Forest Service Wide (i.e., apply to all employees and activities)
- 43 • Fire and Aviation Management (i.e., are specific to the fire and aviation
44 management program)
- 45 • Fire Suppression (i.e., are specific to fire fighting activities).

1 **The Operational Environment**

- 2 • *Fire Suppression*
3 1. No resource or facility is worth the loss of human life, however the
4 wildland fire suppression environment is complex and possesses inherent
5 hazards that can, even with reasonable mitigation, result in harm to fire
6 fighters engaged in fire suppression operations. In recognition of this fact,
7 we are committed to the aggressive management of risk.
8

9 **Mission**

- 10 • *Forest Service Wide*
11 2. The Forest Service is prepared and organized to support national and
12 international emergencies with trained personnel and other assets when
13 requested.
14 3. Agency employees respond when they come across situations where
15 human life is immediately at risk or there is a clear emergency, and they are
16 capable of assisting without undue risk to themselves or others.
17 4. In responding to emergencies, we will bring the same professionalism
18 and passion for safety as we do to non-emergency situations.
19 5. Support for local fire emergencies takes priority over accomplishment of
20 local resource targets. Support of non-local fire emergencies will be at the
21 discretion of the local line officer, as bounded by agency agreements and
22 Regional or National direction.
23 6. A cooperative relationship between the Forest Service and other agencies
24 is essential. The Forest Service is committed to honor its part of the joint
25 responsibility to develop and maintain effective working relationships with
26 its intergovernmental cooperators.
27 • *Fire & Aviation Management*
28 7. Fire management is central to meeting the Forest Service mission –
29 conserving natural resources, restoring ecological health, and protecting
30 communities.
31 • *Fire Suppression*
32 8. Successful fire suppression is essential to support the Forest Service
33 mission.
34 9. The intent of wildfire suppression is to protect human life, property, and
35 at risk lands and resources.
36

37 **Leadership and Accountability**

- 38 • *Forest Service Wide*
39 10. The hallmarks of Forest Service leadership are action, attitude, and
40 accountability.
41 11. Leaders express clear and concise intent to ensure assignments are
42 managed safely, effectively, and efficiently.
43 12. Leaders regularly monitor operations for effectiveness, and take action
44 when there is recognition of exceptional or problematic employee
45 performance.

1 13. Both positive reinforcement and discipline will be based on individual
2 behavior as measured by adherence to the rules; appropriate application of
3 doctrine, principles, and guidelines; execution of responsibilities
4 commensurate with role; and appropriate use of available information.

5 • *Fire Suppression*

6 14. Demonstrated fitness for command is a requirement for leadership
7 positions associated with fire fighting.

8

9 **Roles and Relationships**

10 • *Forest Service Wide*

11 15. Commitment to duty, respect for others, and personal integrity are
12 expected. Every employee fosters a work environment that is enjoyable,
13 rewarding, recognizes the value of diversity, and is free of harassment.

14 • *Fire & Aviation Management*

15 16. Line officers with fire management responsibilities will have knowledge
16 and understanding of fire program management.

17 17. Contracted resources will meet identified standards for qualifications,
18 training, productivity, and efficiency necessary to meet emergency response
19 needs.

20 18. It is the Forest Service responsibility to initiate and participate in public
21 education efforts to promote support for necessary fire management
22 activities.

23

24 • *Fire Suppression*

25 19. Every Forest Service employee has a responsibility to support fire
26 suppression emergencies in a manner that meets identified needs, and is
27 within their qualifications and capabilities.

28

29 **Operations**

30 • *Forest Service Wide*

31 20. Employees are expected and empowered to be creative and decisive, to
32 exercise initiative and accept responsibility, and to use their training,
33 experience, and judgment in decision-making to carry out their leader's
34 intent.

35 21. Employees are expected and empowered to make reasonable and
36 prudent decisions to accomplish the agency mission while minimizing
37 exposure to hazards.

38 22. Clear, uncomplicated plans and concise orders maximize effectiveness
39 and minimize confusion.

40 • *Fire Suppression*

41 23. When it is time to fight fire, we do so in a manner that maximizes
42 effectiveness of effort, has highest regard for firefighter and public safety,
43 and controls costs.

44 24. Every fire suppression operation is directed toward clearly-defined,
45 decisive, and obtainable objectives.

- 1 25. Command and control must be decentralized to cope with the
2 unpredictable nature of fire. To achieve their leader's intent and accomplish
3 operational objectives, subordinate commanders are required to make
4 decisions on their own initiative, and to coordinate their efforts.
5 26. Unity of effort is maintained and suppression actions are coordinated at
6 all times.
7 27. Using principles requires judgment in application, while adherence to
8 rules does not. In combination, principles and rules guide our fundamental
9 wildland fire suppression practices and behaviors, and are mutually
10 understood at every level of command.
11 28. Rapid deployment and concentration of fire suppression resources at the
12 decisive time and place is essential to successful fire suppression actions.
13 29. Maintaining high capability for initial attack is essential to public and
14 fire fighter safety, accomplishment of management objectives, and cost
15 containment.

17 **Risk Management**

- 18 • *Fire Suppression*
19 30. We practice risk management to minimize the exposure and affects of
20 the inherent hazards in fire suppression while maximizing the opportunities
21 to achieve leader intent.

23 **Agency Administrator Positions**

24
25 The Forest Service has developed core fire management competencies. They
26 are presented here for reference:

- 27 • Knowledge of fire program management including ability to integrate fire
28 and fuels management across all program areas and functions;
29 • Ability to implement fire management strategies and integrate natural
30 resource concerns into collaborative community protection and ecosystem
31 restoration strategies;
32 • Knowledge to oversee a fire management program including budget,
33 preparedness, prevention, suppression, and hazardous fuels reduction;
34 • Ability to serve as an Agency Administrator during an incident on an
35 assigned unit; and
36 • Ability to provide a fully staffed, highly qualified, and diversified
37 firefighting workforce that exists in a "safety first" and "readiness"
38 environment.

40 **Training and Core Competencies**

- 41 • Attend a regional or national Fire Management Leadership for Agency
42 Administrators training session;
43 • Require a shadow assignment with a fully qualified Agency Administrator;
44 • Receive training or experience with the Wildland Fire Decision Support
45 System (WFDSS); and

- 1 • Ability to provide a Delegation of Authority to Incident Commanders.
- 2 • **XXX Attend L-580 *Leadership is Action*.**

3

4 **Line Officer Certification Program**

5 The following principles will guide certification of Agency Administrators in
6 fire management:

- 7 • Regional Foresters are accountable for certification of line officers;
- 8 • Line officer evaluation includes standards for training, background and
9 experience, and demonstrated ability, which will result in a qualitative
10 evaluation of readiness by the Regional Forester;
- 11 • When the complexity level of a fire exceeds a line officer's certification, a
12 coach will be assigned to advise (but not replace);
- 13 • This certification program will be periodically evaluated and updated as
14 needed;
- 15 • Assistance with decision documentation and analysis can be requested
16 through the Wildland Fire Management RD&A- National Fire Decision
17 Support Center (NFDSC); and
- 18 • The Coaching/Shadowing program, to be administered by each region, is an
19 integral part of this certification program.

20

21 **Line Officers will be evaluated in three basic areas:**

- 22 • Training;
- 23 • Background and experience; and
- 24 • Demonstrated understanding of concepts and principles.

25

26 This certification program is a multi-level process where line officers
27 demonstrate competence in one of three levels of managing fires. Those levels
28 would be Working, Journey, and Advanced.

29

30 **Guidelines**

31 In consideration of the appropriate level (Working, Journey, and Advanced) to
32 assign a line officer, the Regional Forester should consider the following
33 guidelines:

- 34 • For individuals that do not meet at least the Working Level, a coach will be
35 assigned to support that line officer in managing Type 3 or higher wildfire
36 incidents.

37

38 **Working Level** - The line officer could manage a low to moderate complexity
39 fire. The line officer should meet the following:

- 40 • **Training:** Fire Management Leadership or National Fire Management for
41 Line Officers, and attain WFDSS Certification as described per
42 authorization level in FSM 5120.

43

44

45

- 1 • **Background and Experience:**
2 ○ Successful management of a minimum of one Type 3 or higher fire, or
3 one successful higher complexity fire (Type 2 or higher) quality
4 shadow assignment (consider complexity and size of the fires).
5 ○ Management oversight of a low-complexity fire program and/or
6 experience as an Agency Administrator or representative.
7 ○ Applicable experience in all hazard or other incident oversight may be
8 considered in lieu of this experience.
9 ○ Consider career fire experience.
- 10 • **Demonstrated Ability:** Successful evaluation by a coach (including
11 feedback from ICs or ACs) that the candidate has demonstrated
12 understanding and application of the responsibilities of an Agency
13 Administrator on smaller low-complexity fires with a basic understanding
14 of the elements of the core competencies.
15
- 16 **Journey Level** - The line officer could manage a moderate to high complexity
17 fire. The line officer needs to be certified at the Working Level and should meet
18 the following:
- 19 • **Training:** Fire Management Leadership or National Fire Management for
20 Line Officers, and attain WFDSS Certification as described per
21 authorization level in FSM 5120.
- 22 • **Background and Experience:**
23 ○ Successful management of a minimum of one Type 2 or higher fire, or
24 one successful higher complexity fire (Type 1) quality shadow
25 assignment, depending on fire experience (complexity and size of the
26 fires should be considered).
27 ○ Management oversight of a moderate-complexity fire program, or
28 experience as an Agency Administrator or representative on Type 2 or
29 higher fires.
30 ○ Applicable experience in all-hazard or other incident oversight may
31 also be considered in lieu of other guidelines.
- 32 • **Demonstrated Ability:** Successful evaluation by a coach (including
33 feedback from ICs or ACs) that the candidate has demonstrated
34 understanding and application of the responsibilities of an Agency
35 Administrator on moderate to large complex fires in the core competencies,
36 and other elements that may be relevant.
37
- 38 **Advanced Level** - The line officer could manage a high complexity fire. The
39 line officer needs to be certified at the Journey Level, and should meet the
40 following:
- 41 • **Training:** Fire Management Leadership or National Fire Management for
42 Line Officers, and attain WFDSS Certification as described per
43 authorization level in FSM 5120.
44
45
46

- 1 • **Background and Experience:**
- 2 ○ Successful management of a minimum of five Type 1 or 2 fires (at least
- 3 one of which is a Type 1 fire), depending on fire experience
- 4 (complexity and size of the fires should be considered).
- 5 ○ Management oversight of a moderate to high-complexity fire program.
- 6 ○ Applicable experience in all hazard or other incident oversight may
- 7 also be considered in lieu of other guidelines.
- 8 • **Demonstrated Ability:** Successful evaluation by a coach (including
- 9 feedback from ICs or ACs) that the candidate has demonstrated
- 10 understanding and application of the responsibilities of an Agency
- 11 Administrator on large complex fires in the core competencies, and other
- 12 elements that may be relevant.

13

14 **Other Considerations**

15 Core competencies, consistent with Fire Doctrine principles, include:

- 16 • Safety.
- 17 • Strategies and tactics for cost containment.
- 18 • Incident management processes.
- 19 • Understanding of decision support tools.
- 20 • Situational awareness of resource availability & allocation.
- 21 • Understanding fire agreements and cost apportionment.
- 22 • WFDSS experience.
- 23 • Monitoring and evaluation of fire operations.
- 24 • Risk management.
- 25 • Social/political awareness and interpersonal relations.

26

27 Other training opportunities to achieve core competencies - Additional training

28 opportunities/suggestions (will be updated as program is evaluated):

- 29 • Upper levels of fire leadership and fire management courses
- 30 • Function as the Line Officer in sand table exercises and training simulations
- 31 in S-420, S-520, and other fire courses.
- 32 • Participate in advanced risk management training.
- 33 • Get assigned to a Type 1 or Type 2 team as a training assignment (e.g.
- 34 shadow Plans) and see the world from their viewpoint.
- 35 • WFDSS training (see the WFDSS homepage <http://wfdss.usgs.gov/wfdss>
- 36 for training materials).
- 37 • Include risk management and fire management topics during annual line
- 38 officer meetings.
- 39 • Attend staff rides (staff rides need to include a stand that portrays the line
- 40 officer perspective).
- 41 • Participate in prescribed fires and/or attend prescribed fire training.
- 42 • Participate in other leadership and/or decision-making training.
- 43 • XXX For additional information, a copy of the *Line Officer Desk Reference*
- 44 *for Fire Program Management* can be downloaded at:

1 [http://www.wfmrda.nwcg.gov/docs/6-1-](http://www.wfmrda.nwcg.gov/docs/6-1-2012_Line_Officer_Desk_Reference_Guide_for_Fire_Mgmt.pdf)
2 [2012_Line_Officer_Desk_Reference_Guide_for_Fire_Mgmt.pdf](http://www.wfmrda.nwcg.gov/docs/6-1-2012_Line_Officer_Desk_Reference_Guide_for_Fire_Mgmt.pdf)

3 4 **Guidance on the Selection of Coaches**

5 Coaches can be current or former line officers. The Regional Forester
6 determines the level of certification for which a coach is qualified.

7 Criteria for individuals serving as Coaches are as follows:

- 8 • Must be a "Journey" level line officer in dealing with large fire incident, or
9 rated at an experience level commensurate with incident being managed.
10 Present and past Agency Administrators can serve as coaches, including
11 retirees that were qualified/experienced.
- 12 • Must be willing and able to serve as a Coach.

13 14 **Specific Agency Administrator Responsibilities for Fire and Aviation at the** 15 **Field Level**

16 17 **Responsibilities**

- 18 • Integrate fire and fuels management across all functional areas.
- 19 • Implement fire management strategies and integrate natural resource
20 concerns into collaborative community protection and ecosystem restoration
21 strategies on the unit.
- 22 • Manage a budget that includes fire preparedness, prevention, suppression,
23 and hazardous fuels in an annual program of work for the unit.
- 24 • XXX Ensure the GSA Wildland Fire Equipment Catalog is used as the
25 primary and mandatory source of supply for wildland fire suppression
26 equipment, supplies and protective clothing. Any deviation must follow the
27 requirements listed in FSH 6309.32 - Required Sources of Supplies and
28 Services and FAR 8.002 - Priorities for Use of Government Supply Sources.
29 The deviation must be supported by a Job Hazard Analysis (JHA) that
30 documents the specific reason the stock item does not meet the job
31 requirements and is signed by the applicable line officer. The purchasing
32 official must confirm that the JHA supports the alternate purchase.
- 33 • Perform duties of Agency Administrator and maintain those qualifications.
- 34 • Provide a fully staffed, highly qualified, and diverse workforce in a "safety
35 first" environment.
- 36 • XXX Support and participate in wildfire prevention.

37
38 These responsibilities are based on current policy and provide program guidance
39 to ensure safe, consistent, efficient, and effective fire and aviation operations.

40 41 **Preparedness**

- 42 • Take all necessary and prudent actions to ensure firefighter and public
43 safety.

- 1 • Ensure sufficient qualified fire and non-fire personnel are available to
2 support fire operations at a level commensurate with the local and national
3 fire situation.
- 4 • Ensure accurate position descriptions are developed and reflect the
5 complexity of the unit. Individual Development Plans promote and enhance
6 FMO currency and development.
- 7 • Provide a written Delegation of Authority to FMOs that provides an
8 adequate level of operational authority at the unit level. Include Multi-
9 Agency Coordinating (MAC) Group authority, as appropriate.
- 10 • Identify resource management objectives to maintain a current Fire
11 Management Plan (FMP) that identifies an accurate level of funding for
12 personnel and equipment.
- 13 • Develop preparedness standards that are in compliance with agency fire
14 policies.
- 15 • Management teams meet once a year to review fire and aviation policies,
16 roles, responsibilities, and delegations of authority. Specifically address
17 oversight and management controls, critical safety issues, and high-risk
18 situations such as transfers of incident command, periods of multiple fire
19 activity, and Red Flag Warnings.
- 20 • Ensure fire and aviation preparedness reviews are conducted each year and
21 include the key components of the record of decision for the nationwide
22 aerial application of fire retardant on National Forest System land.
- 23 • Meet annually with cooperators and review interagency agreements to
24 ensure their continued effectiveness and efficiency.
- 25 • Meet annually with local US Fish and Wildlife Service and NOAA
26 Fisheries specialists to ensure the avoidance maps reflect changes during
27 the year on additional species or changes made for designated critical
28 habitat, and reporting and monitoring guidelines are still valid and being
29 applied.
- 30 • Convene and participate in annual conferences and fire reviews.
- 31 • Agency Administrators, Fire Program Managers, and/or Safety and Health
32 Program Managers shall conduct after action reviews on all Type 3 fires
33 and a minimum of 10% of their unit's Type 4 and 5 fires and document
34 their inspections in the incident records.

35 36 **Suppression**

- 37 • Ensure use of fire funds is in compliance with Agency policies.
- 38 • All fires must utilize the WFDSS to inform and document decisions related
39 to course of action, resource allocations, and risk management
40 considerations. WFDSS will be used to approve and publish decisions on
41 all fires that exceed initial attack or include a resource management
42 objective. See table below for WFDSS approval authorities.
- 43 • Personally attend reviews on Type 1 and Type 2 fires. Ensure Agency
44 Administrator representatives are assigned when appropriate.

- 1 • Provide incident management objectives (all wildfires must have a
2 protection objective), written delegations of authority, and a complete
3 Agency Administrator briefing to Incident Management Teams.
- 4 • Ensure briefings include any applicable information for avoidance areas and
5 waterways per the nationwide aerial application of fire retardant direction,
6 mapping, and cultural resources. Include the reporting requirements in the
7 briefing if a misapplication of fire chemical occurs. Provide resource
8 advisors if the use of aerially applied fire retardant is expected and the unit
9 has mapped avoidance areas (which include waterways and 300' or larger
10 buffers) and otherwise evaluate the need for resource advisors for all other
11 fires, and assign as appropriate.
- 12 • For all unplanned human-caused fires where responsibility can be
13 determined, ensure actions are initiated to recover cost of suppression
14 activities, land rehabilitation, damages to the resource, and improvements.
- 15 • Ensure structure exposure protection principles are followed.

16
17 **Responsibilities and Oversight**

- 18 • Agency Administrators are responsible for all aspects of fire management.
- 19 • Agency Administrators will ensure that all Forest Service employees and
20 employees of interagency partners working on Forest Service jurisdiction
21 wildfires clearly understand direction.
- 22 • Agency Administrators must approve and publish decisions in WFDSS (and
23 subsequent courses of action) and issue delegations of authority to the
24 Incident Commander. The Agency Administrator authority is based on
25 incident type, as directed in FSM 5131.3.

26

Incident Type	USFS Approval*
Type XXX I1	Regional Forester level with National oversight
Type XXX-H-2	Forest Supervisor level with oversight by the Regional Forester
Type XXX III, IV, V-3,4,5	District Ranger level with oversight by the Forest Supervisor

27 *This Authority may be delegated to the next level provided that the line
28 officer at the next level meets Line Officer wildfire response certification
29 requirements.
30

- 31 • Critical long duration wildfire oversight roles include ensuring that:
 - 32 ○ Up-to-date Published decisions are completed and documented in
33 WFDSS.
 - 34 ○ Hazards are identified and risk assessments are incorporated into
35 Published Decisions.
 - 36 ○ Coordination with partners and potentially affected parties is conducted
37 (including smoke impacts). Unified command is implemented early if
38 necessary.

- 1 ○ Resource capacity and availability are adequately assessed to meet
- 2 expectations.
- 3 ● This oversight role should address concerns of the states, cooperators, and
- 4 the public including air quality impacts from multiple wildfires.
- 5

6 **XXX Risk Management Framework**

7 XXX Sound Decision making relies on identifying reasonable objectives for
8 protection of critical values at risk, while considering the amount and quality of
9 exposure to firefighters and probability of success. The following Risk
10 Assessment and Risk Decision questions are designed to inform fire
11 management decisions by stimulating thinking and prompting dialogue,
12 analyzing and assessing risk, and recognizing shared risks and communicating
13 those risks within the Agency and with partners and stakeholders.

- 14 ● *Risk Assessment:*
 - 15 1. What are the critical values at risk?
 - 16 2. What is the chance the critical values will be impacted, and if so what
 - 17 are the consequences?
 - 18 3. What are the opportunities to manage fire to meet land management
 - 19 objectives?
 - 20 4. What are the possible low probability/high consequence events?
 - 21 5. Who are the stakeholders that should be consulted prior to making a
 - 22 decision?
- 23 ● *Risk Decision:*
 - 24 1. What alternatives (objectives, strategies, and tactics) are being
 - 25 considered?
 - 26 2. What is the exposure of responders for the alternatives being
 - 27 considered?
 - 28 3. What is the relative probability of success associated with the
 - 29 alternatives being considered?
 - 30 4. What alternative provides for the best balance between the desired
 - 31 outcome and exposure to responders?
 - 32 5. What are the critical thresholds that will trigger reconsideration of the
 - 33 proposed alternative and how will they be monitored?

34 **Safety**

- 35 ● Review safety policies, procedures, and concerns with field fire and
- 36 aviation personnel.
- 37 ● Ensure timely follow-up actions to program reviews, fire preparedness
- 38 reviews, fire and aviation safety reviews, and management reviews.
- 39 ● Monitor the fire situation and provide oversight during periods of critical
- 40 fire activity and situations of high risk.
- 41 ● Ensure there is adequate direction in fire management plans to maintain fire
- 42 danger awareness.
- 43 ● Take appropriate actions with escalating fire potential.
- 44

- 1 • Ensure appropriate investigation or Lessons Learned analyses are conducted
2 for incidents, entrapments, and serious accidents.
3

4 **XXX Fuels**

- 5 • XXX Complete a fuels treatment effectiveness assessment on all wildfires
6 which start in or burn into a fuel treatment area.
7 • XXX Enter results of the assessment in the Fuels Treatment Effectiveness
8 Monitoring (FTEM) database found at: www.nwportal.fs.usda.gov within
9 90 days of control of the fire.

11 **Prescribed Fire**

- 12 • XXX Ensure an approved burn plan is followed for each prescribed fire
13 project, including follow up monitoring and documentation to ensure
14 management objectives are met.
15 • XXX Provide management oversight by personally visiting wildland and
16 prescribed fire activities each year.
17 • XXX Ensure compliance with National and Regional Office policy and
18 direction for prescribed fire activities and ensure that periodic reviews and
19 inspections of the prescribed fire program are completed.
20 • XXX Approve Prescribed Fire Plans. Authority may be delegated to other
21 Line Officers as provided under agency guidance and policy.
22 • XXX Review Prescribed Fire Plans and recommend or approve the plans
23 depending upon the delegated authority. Ensure that the Prescribed Fire
24 Plan has been reviewed and recommended by a qualified technical reviewer
25 who was not involved in the plan preparation.
26 • XXX Provide program leadership by visiting prescribed fire treatment
27 projects and providing leader's intent to prescribed fire personnel.
28 • XXX Ensure compliance with National and Regional Office policy and
29 direction for prescribed fire activities and ensure that periodic reviews and
30 inspections of the prescribed fire program are completed.
31 • XXX Adhere to procedures for Regional and/or National level approvals for
32 new and continued prescribed fire activities at National Preparedness Levels
33 4 and 5 as described in the *National Interagency Mobilization Guide*.
34 • XXX Ensure a Prescribed Fire Plan is written and approved for each project
35 prior to implementation in accordance with the *Interagency Prescribed Fire*
36 *Planning and Procedures Guide* available at:
37 www.nwcg.gov/pms/RxFire/rxfire.htm
38 • XXX Review Prescribed Fire Plans:
39 ○ XXX Ensure that the prescribed fire plan has been reviewed and
40 recommended by a qualified technical reviewer.
41 ○ XXX Ensure that prescribed fire plans are designed to achieve desired
42 conditions as described in Land and Resource Management Plans and
43 project-specific NEPA analysis.
44 • XXX Approve Prescribed Fire Plans:

- 1 ○ XXX Minimum qualifications for Forest Supervisors, District Rangers,
2 other Line Officers and formally delegated “Acting” Line Officers to
3 approve prescribed fire plans are:
4 ■ XXX Completing a National or Regional Fire Management
5 Leadership course, or
6 ■ XXX Qualifying in a Type 1 or 2 Command and General Staff
7 position (currency not required), or
8 ■ XXX Qualifying as a Prescribed Fire Burn Boss (RXB1 or RXB2) or
9 Prescribed Fire Manager (RXM1 or RXM2) Currency not
10 required).
- 11 ○ XXX Authority to approve prescribed fire plans is held at the Forest
12 Supervisor level but may be delegated in writing to other qualified line
13 officers or staff.
- 14 ○ XXX Approve prescribed fire plan amendments and determine the need
15 for additional technical review of proposed plan amendments prior to
16 approval.
- 17 ● XXX Reauthorize all prescribed fire plans if more than one year has elapsed
18 since last authorization.
- 19 ● XXX Adhere to procedures for Regional and/or National level approvals for
20 new or continued prescribed fire activities at National Preparedness Levels
21 4 and 5 as described in the National Interagency Mobilization Guide.
22 DUPLICATE
- 23 ● XXX Report all instances of prescribed fires resulting in a wildfire
24 declaration and/or air quality Notice-of-Violation.

25 26 **Fire Management Positions**

27 The following standards show the minimum operational experience required for
28 fire management positions. The *Interagency Fire Program Management*
29 *Qualifications Standard (IFPM)* and *Forest Service Fire Program Management*
30 *Standard (FS-FPM)* will be used in conjunction with specific agency
31 requirements when filling vacant fire program positions, and as an aid in
32 developing Individual Development Plans (IDPs) for employees.

33 34 **Specific Fire Management Staff Responsibilities for Fire Operations at the** 35 **Field Level**

36 37 **Preparedness**

- 38 ● Use sound risk management practices as the foundation for all aspects of
39 fire and aviation management.
- 40 ● Ensure that only trained and qualified personnel are assigned to fire and
41 aviation duties.
- 42 ● Develop, implement, evaluate, and document fire and aviation training
43 program to meet current and anticipated needs.
- 44 ● Establish an effective process to gather, evaluate, and communicate
45 information to managers, supervisors, and employees. Ensure clear concise
46 communications are maintained at all levels.

- 1 • Ensure fire and aviation management staffs understand their roles,
2 responsibilities, authority, and accountability.
- 3 • Develop and maintain effective communication with the public and
4 cooperators.
- 5 • Regardless of funding level, provide a safe, effective, and efficient fire
6 management program.
- 7 • Organize, train, equip, and direct a qualified work force. An Individual
8 Development Plan (IDP) must be provided for incumbents who do not meet
9 new standards. Establish qualification review process.
- 10 • Take appropriate action when performance is exceptional or deficient.
- 11 • Ensure fire and aviation policies are understood, followed, and coordinated
12 with other agencies as appropriate.
- 13 • Ensure that adequate resources are available to implement fire management
14 operations.
- 15 • Provide fire personnel with adequate guidance, training, and decision-
16 making authority to ensure timely decisions.
- 17 • Develop and maintain agreements, annual operating plans, and contracts on
18 an interagency basis to increase effectiveness and efficiencies.
- 19 • Develop, maintain, and annually evaluate the FMP to ensure accuracy and
20 validity.
- 21 • Ensure budget requests and allocations reflect preparedness requirements in
22 the FMP.
- 23 • Develop and maintain current operational plans. (e.g., dispatch, pre-attack,
24 prevention).
- 25 • Ensure that reports and records are properly completed and maintained.
- 26 • Ensure fiscal responsibility and accountability in planning and expenditures.
- 27 • Assess, identify, and implement program actions that effectively reduce
28 unwanted wildland fire ignitions and mitigate risks to life, property, and
29 resources.
- 30 • Work with cooperators to identify processes and procedures for providing
31 fire **XXX-safe adapted** communities within the wildland urban interface.

32 **Suppression**

- 34 • Provide for and personally participate in periodic site visits to individual
35 incidents and projects.
- 36 • Utilize the Organizational Needs Assessment and/or Complexity Analysis
37 to ensure the proper level of management is assigned to all incidents.
- 38 • Ensure incoming personnel and crews are briefed prior to fire and aviation
39 assignments.
- 40 • Coordinate the development of Published Decisions within WFDSS with
41 local unit staff specialists for all fires that escape initial attack.
- 42 • Ensure effective transfer of command of incident management occurs and
43 safety is considered in all functional areas.

- 1 • Monitor fire activity to anticipate and recognize when complexity levels
2 exceed program capabilities. Increase managerial and operational resources
3 to meet needs.
- 4 • Complete cost recovery actions when unplanned human-caused fires occur.
- 5 • Ensure structure exposure protection principles are followed.
- 6 • Ensure all misapplications of wildland fire chemicals are reported and
7 appropriate consultation conducted as needed (see Chapter 12).
- 8 • Ensure 5% assessment of fires less than 300 acres that had aerial fire
9 retardant used and have avoidance areas as a result of the record of decision
10 for the nationwide aerial application of fire retardant on National Forest
11 System land is completed and documented for misapplication reporting.
- 12 • Ensure all assessments of impacts to threatened and endangered species or
13 cultural resources are conducted by trained and qualified resource
14 personnel.

15

16 Safety

- 17 • Ensure completion of a Job Hazard Analysis (JHA) for fire and fire aviation
18 activities, and implement applicable risk mitigation measures.
- 19 • Ensure work/rest and R&R guidelines are followed during all fire and
20 aviation activities. Deviations are approved and documented.
- 21 • Initiate, conduct, and/or participate in fire management related reviews and
22 investigations.
- 23 • Monitor fire season severity predictions, fire behavior, and fire activity
24 levels. Take appropriate actions to ensure safe, efficient, and effective
25 operations.

26

27 Prescribed Fire

- 28 • Ensure a written, approved burn plan exists for each prescribed fire project.
- 29 • ~~XXX Ensure all escaped prescribed fires receive a review at the proper~~
30 ~~level.~~
- 31 • ~~XXX Provide the expertise and skills to fully integrate fire and aviation~~
32 ~~management into interdisciplinary planning efforts.~~
- 33 • ~~XXX Ensure compliance with National and Regional Office policy and~~
34 ~~direction for prescribed fire activities and ensure that program reviews and~~
35 ~~inspections of the prescribed fire program are completed.~~
- 36 • XXX Prepare and implement all prescribed fire plans in accordance with
37 the *Interagency Prescribed Fire Planning and Procedures Guide* available
38 at: www.nwcg.gov/pms/RxFire/rxfire.htm
- 39 • XXX Ensure that the Prescribed Fire Burn Boss assigned to each project is
40 qualified at the appropriate level as determined by project complexity (see
41 the *Interagency Prescribed Fire Planning and Procedures Guide* at
42 www.nwcg.gov/pms/RxFire/rxfire.htm for specific guidance).
- 43 • XXX Review and update all prescribed fire plans as necessary to comply
44 with new policy or procedures and submit to agency administrator for
45 review and approval.

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- 1 • XXX Submit amendments to prescribed fire plans to the agency
2 administrator for approval.
- 3 • XXX Resubmit prescribed fire plans to agency administrator if more than
4 one year has elapsed since last authorization was signed.

6 **Structure Exposure Protection Principles**

8 **Mission and Role**

9 A significant role of the Forest Service is to manage natural resources on public
10 land, and management of unwanted wildland fire is a primary mission in that
11 role. Wildland firefighter training, tools, and personal protective equipment are
12 based on the wildland environment. This does not prevent using wildland
13 tactics in the Wildland Urban Interface (WUI) when risks are mitigated.
14 Wildland firefighter training for the WUI, however, is centered on the concepts
15 of preventing wildland fire from reaching areas of structures and/or reducing the
16 intensity of fire that does reach structures. Fire suppression actions on structures
17 that are outside federal jurisdiction, outside the scope of wildland firefighting
18 training, or beyond the capability of wildland firefighting resources are not
19 appropriate roles for the Forest Service.

20
21 Forest Service leadership will express clear and concise “leader’s intent” to
22 ensure structure protection assignments are managed safely, effectively, and
23 efficiently. Leaders are expected to operate under existing policies and doctrine
24 under normal conditions. Where conflicts occur, employees will be expected to
25 weigh the risk versus gain, and operate within the intent of Agency policy and
26 doctrine.

28 **Strategic Principles**

- 29 • The Forest Service actively supports creation of Firewise XXX and Fire
30 Adapted Communities and structures that can survive wildland fire without
31 intervention. We support the concept that property owners have primary
32 responsibility for reducing wildfire risks to their lands and assets.
- 33 • The Forest Service will actively work toward applying Firewise concepts to
34 all Forest Service owned structures, facilities, and permitted use to serve as
35 a model to publics and communities.
- 36 • The Forest Service will apply strategy and tactics to keep wildland fires
37 from reaching structures, as prudent to do so, considering risk management
38 for firefighters and publics, fire behavior, values at risk including natural
39 resources, availability of firefighting resources, and jurisdictional
40 authorities.
- 41 • The Forest Service will be proactive in developing agreements with
42 interagency partners to clarify its structure protection policy.
- 43 • The Forest Service structure protection role is based on the assumption that
44 other Departments and agencies will fulfill their primary roles and
45 responsibilities. The Forest Service will not usurp individual, local, or state
46 responsibility for structure protection.

- 1 • Prior to task implementation, a specific structure protection role briefing
2 will be accomplished.

3

4 **Tactical Applications**

5

6 **Structure Protection Definition**

7 Actions taken in advance of a fire reaching structures or other improvements are
8 intended to safely prevent the fire from damaging or destroying these values at
9 risk. For the Forest Service, structure protection involves the use of standard
10 wildland fire suppression tactics and control methods; including the use of
11 standard equipment, fire control lines, and the extinguishing of spot fires near or
12 on the structure when safe and practical.

13

14 **USFS Role**

15 As documented in a Forest Service doctrinal principle, “Agency employees
16 respond when they come across situations where human life is immediately at
17 risk or there is a clear emergency, and they are capable of assisting without
18 undue risk to themselves or others”. This principle serves as a foundational
19 basis for the roles employees play in structure protection.

20

21 Pursuant to this “structure protection” policy provided above, Forest Service
22 personnel may engage support from other cooperators in structure protection
23 activities when 1) requested by local government under terms of an approved
24 cooperative agreement or 2) when operating within a unified command. The
25 agency is permitted, without agreement, to render emergency assistance to a
26 local government in suppressing wildland fires, and in preserving life and
27 property from the threat of fire, when properly trained and equipped agency
28 resources are the closest to the need, and there is adequate leadership to do so
29 safely. The agency will NOT routinely provide primary emergency response
30 (medical aids, fire suppression, HAZMAT, etc... as identified on “run cards” or
31 preplanned dispatch scenarios) nor will the agency supplant the local
32 government responsibility to do so.

33

34 The contents of a cooperative agreement will clearly define the responsibilities
35 of partners. Regarding structural fire protection, typical Forest Service
36 responsibilities in the case of mutual aid, initial attack, extended attack, or large
37 fire support include:

- 38 • To provide initial attack through extended attack actions consistent with
39 application of wildland fire strategy and tactics.
- 40 • To supply water in support of tribal, state or local agencies having
41 jurisdictional responsibility for the fire. This would include the use of water
42 tenders, portable pumps, hose, tanks, and supporting draft sites.
- 43 • To assist or supply foam or chemical suppressant capability with engines or
44 aerial application.
- 45 • To assist local authorities in the event of evacuations.

- 1 • To assist local authorities by assessing (triaging) structures for defensibility
2 from wildfire.
- 3 • To coordinate with local authorities on actions taken by Private Structure
4 Protection Companies.
- 5 As such, there should not be an expectation that the Forest Service will:
- 6 • “Wrap” or set up and administer sprinklers around privately owned
7 structures.
- 8 • Remove fuels immediately surrounding a structure such as brush,
9 landscaping, or firewood.

10

11 As addressed above, the Forest Service will apply strategy and tactics to keep
12 wildland fires from reaching structures, as prudent to do so, considering risk
13 management for firefighters and publics, fire behavior, values at risk including
14 natural resources, availability of firefighting resources, and jurisdictional
15 authorities.

16

17 The Forest Service shall not:

- 18 • Take direct suppression actions on structures other than those that tactically
19 reduce the threat of fire spread to them.
- 20 • Enter structures or work on roofs of structures for the purpose of direct
21 suppression actions.

22

23 In consideration of Forest Service owned or leased structures outside of
24 structure fire protection areas these same policies apply. The use of Firewise
25 principles and aggressive fire prevention measures will be employed for Forest
26 Service structures at every opportunity.

27

28 If a Forest Service structure is determined to be at risk, “wrapping” or other
29 indirect protection methods for the structure can be authorized by the Agency
30 Administrator. Documentation of these decisions needs to be placed in the fire
31 documentation package and the unit files. Any employee engaged in
32 “wrapping” or other indirect methods of protection operations will be
33 thoroughly briefed and trained in correct safety and personal protection
34 equipment procedures, especially if the use of ladders or climbing on the
35 structure is necessary. In any case, the Forest Service holds that no structure is
36 worth the risk of serious injury to an employee in an attempt to protect that
37 structure or facility from fire.

38

39 **Local Government Role**

40 Local government has the responsibility for emergency response, including
41 structure protection, within their jurisdiction. This responsibility is usually
42 found within the fire agencies’ charter and is substantiated by tax dollar revenue
43 (sales and/or property tax).

44

45 **Cost**

1 Local governments assume the financial responsibility for emergency response
2 activities, including structure protection, within their jurisdictions. Local
3 government will order resources deemed necessary to protect structures within
4 their jurisdiction. Local agencies will not be reimbursed for performing their
5 responsibilities within their jurisdiction.

6

7 **Tactical Operating Principles**

8 When engaging in structure protection activities, as defined above, Forest
9 Service personnel will apply the following principles:

- 10 ● The first priority for all risk-decisions is human survival, both of firefighters
11 and the public.
- 12 ● Incident containment strategies specifically address and integrate protection
13 of defensible improved property and wildland values.
- 14 ● Direct protection of improved property is undertaken when it is safe to do
15 so, when there are sufficient time and appropriate resources available, and
16 when the action directly contributes to achieving overall incident objectives.
- 17 ● Firefighter decision to accept direction to engage in structure protection
18 actions is based on the determination that the property is defensible and the
19 risk to firefighters can be safely mitigated under the current or potential fire
20 conditions.
- 21 ● A decision to delay or withdraw from structure protection operations is the
22 appropriate course of action when made in consideration of firefighter
23 safety, current or potential fire behavior, or defensibility of the structure or
24 groups of structures.
- 25 ● Firefighters at all levels are responsible to make risk-decisions appropriate
26 to their individual knowledge, experience, training, and situational
27 awareness.
- 28 ● Every firefighter is responsible to be aware of the factors that affect their
29 judgment and the decision-making process, including: a realistic perception
30 of their own knowledge, skills, and abilities, the presence of life threat or
31 structures, fire behavior, availability of resources, social/political pressures,
32 mission focus, and personal distractions such as home, work, health, and
33 fatigue.
- 34 ● An individual's ability to assimilate all available factors affecting
35 situational awareness is limited in a dynamic wildland urban interface fire
36 environment. Every firefighter is responsible to understand and recognize
37 these limitations, and to apply experience, training and personal judgment
38 to observe, orient, decide, and act in preparation for the "worst case".
- 39 ● It is the responsibility of every firefighter to participate in the flow of
40 information with supervisors, subordinates, and peers. Clear and concise
41 communication is essential to overcome limitations in situational
42 awareness.

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Chapter 6

RESERVED

This chapter is reserved.

Chapter 07 Safety and Risk Management

Introduction

The primary means by which we prevent accidents in wildland fire operations is through aggressive risk management. Our safety philosophy acknowledges that while the ideal level of risk may be zero, a hazard free work environment is not a reasonable or 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.

Policy

Firefighter and public safety is our first priority. All Fire Management Plans and activities must reflect this commitment. The commitment to and accountability for safety is a joint responsibility of all firefighters, managers, and administrators. Every supervisor, employee, and volunteer is responsible for following safe work practices and procedures, as well as identifying and reporting unsafe conditions.

Agency Specific Safety Policy Documents:

- *BLM - BLM Handbook 1112-1, 1112-2*
- *FWS - Service Manual 241 FW7, Firefighting*
- *NPS - DO-50 and RM-50 Loss Control Management Guideline*
- *FS - FSM 5100 and chapters, FSH-6709.11 Health and Safety Code Handbook*

For additional safety guidance, refer to:

- *Fireline Handbook* (PMS 410-1, NFES 0065).
- *Incident Response Pocket Guide (IRPG)* (PMS 461, NFES 1077)

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. They require judgment in application.

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, state/regional director, and unit manager to 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.

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 hazardous consequences in terms of severity or probability.

Risk Management: The process whereby management decisions are made and actions taken concerning control of hazards and acceptance of remaining risk.

Risk Management Process

Fire operations risk management is outlined in the *NWCG Incident Response Pocket Guide (IRPG)*. 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.
- Controlling or eliminating hazards.
- Making decisions based on acceptability of remaining risk.
- Evaluating effectiveness of hazard controls and continuously re-evaluating the situation.

Job Hazard Analysis (JHA)/Risk Assessment (RA)

A completed JHA/RA 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.

- 1 • Supervisors and appropriate line managers must ensure that established
2 JHAs are reviewed and signed prior to any non-routine task or at the
3 beginning of the fire season.
- 4 ○ **BLM-** Additional RA information can be obtained at:
5 [http://web.blm.gov/portal/employeeresources/allemployees/safety/riskm](http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagement.php)
6 [anagement.php](http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagement.php)
- 7 ○ **XXX FS - JHA's must include a description of the emergency medical**
8 **procedures, identification of key individuals, and actions that will be**
9 **taken to ensure prompt and effective medical care and evacuation. See**
10 **FSH 6709.11, section 21.1 for more information.**

11 **Work/Rest**

12
13
14 To mitigate fatigue, Agency Administrators, fire managers, supervisors, Incident
15 Commanders, and individual firefighters should plan for and ensure that all
16 personnel are provided a minimum 2:1 work/rest ratio (for every 2 hours of
17 work or travel, provide 1 hour of sleep and/or rest). Work shifts that exceed 16
18 hours and/or consecutive days that do not meet the 2:1 work/rest ratio should be
19 the exception. When this occurs, the following actions are required:

- 20 • Personnel will resume 2:1 work/rest ratio as quickly as possible.
- 21 • The Incident Commander or Agency Administrator will justify work shifts
22 that exceed 16 hours and/or consecutive days that do not meet 2:1 work
23 rest ratio. Justification will be documented in the daily incident records,
24 and must include mitigation measures used to reduce fatigue.
- 25 • The Time Officer's/Unit Leader's approval of the Emergency Firefighter
26 Time Report (OF-288), or other agency pay document, certifies that the
27 required documentation is on file and no further documentation is required
28 for pay purposes.

29
30 The work/rest guidelines do not apply to aircraft pilots assigned to an incident.
31 Pilots must abide by applicable Federal Aviation Administration (FAA)
32 guidelines, or agency policy if more restrictive.

33 **Length of Assignment**

34 **Assignment Definition**

35
36 An assignment is defined as the time period (days) between the first full
37 operational period at the first incident or reporting location on the original
38 resource order and **XXX the last day worked prior to** commencement of return
39 travel to the home unit.
40
41
42
43

44 **Length of Assignment**

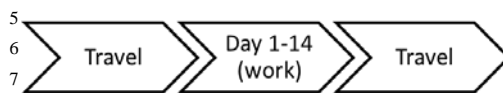
45 Standard assignment length is 14 days, exclusive of travel from and to home
46 unit, with possible extensions identified below. Time spent in staging and

Release Date: January 2013

1 preposition status counts toward the 14-day limit, regardless of pay status, for all
2 personnel, including Incident Management Teams.

3

4 14-Day Scenario



9 **Days Off**

10 To assist in mitigating fatigue, days off are allowed during and after
11 assignments. Agency Administrators (AAs) (incident host or home unit) may
12 authorize time off supplementary to mandatory days off requirements.

13 The authority to grant a day off with pay lies within 5 U.S.C. 6104, 5 CFR
14 610.301-306, and 56 Comp. Gen. Decision 393 (1977).

15

16 After completion of a 14 day assignment and return to the home unit, two
17 mandatory days off will be provided (2 after 14). Days off must occur on the
18 calendar days immediately following the return travel in order to be charged to
19 the incident. (See Section 12.1-2) (5 U.S.C. 6104, 5 CFR 610.301-306, and 56
20 Comp. Gen. Decision 393 (1977). If the next day(s) upon return from an
21 incident is/are a regular work day(s), a paid day(s) off will be authorized.
22 Regulations may preclude authorizing this for non-NWCG and state/local
23 employees.

24

25 Pay entitlement, including administrative leave, for a paid day(s) off cannot be
26 authorized on the individual's regular day(s) off at their home unit. Agencies
27 will apply holiday pay regulations, as appropriate. A paid day off is recorded on
28 home unit time records according to agency requirements. Casuals (AD) are not
29 entitled to paid day(s) off upon release from the incident or at their point of hire.

30

31 Contract resources are not entitled to paid day(s) off upon release from the
32 incident or at their point of hire.

33

34 Home unit Agency Administrators may authorize additional day(s) off with
35 compensation to further mitigate fatigue. If authorized, home unit program
36 funds will be used. All length of assignment rules apply to aviation resources,
37 including aircraft pilots, notwithstanding the FAA and agency day off
38 regulations.

39

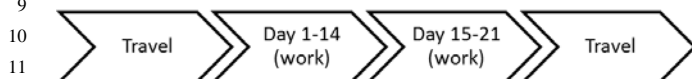
40 **Assignment Extension**

41 Prior to assigning incident personnel to back-to-back assignments, their health,
42 readiness, and capability must be considered. The health and safety of incident
43 personnel and resources will not be compromised under any circumstance.

- 44 • Assignments may be extended when:
- 45 ○ Life and property are imminently threatened.
 - 46 ○ Suppression objectives are close to being met.

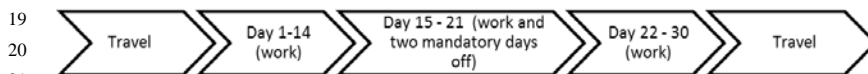
- 1 ○ A military battalion is assigned.
 2 ○ Replacement resources are unavailable, or have not yet arrived.
 3
 4 Upon completion of the standard 14-day assignment, an extension of up to an
 5 additional 14 days may be allowed (for a total of up to 30 days, inclusive of
 6 mandatory days off, and exclusive of travel).

8 21-Day Scenario



13 XXX a 21-day assignment is exclusive of travel from and to home unit. Time
 14 spent in staging and preposition status counts toward the 21-day assignment,
 15 regardless of pay status, for all personnel, including Incident Management
 16 Teams.

18 30-Day Scenario



22 XXX an assignment longer than 22 days is exclusive of travel from and to home
 23 unit. Time spent in staging and preposition status counts toward the assignment,
 24 regardless of pay status, for all personnel, including Incident Management
 25 Teams. XXX Regardless of extension duration, for an assignment exceeding 21
 26 days, two mandatory days off will be provided prior to the 22nd day of the
 27 assignment.

29 Contracts, Incident Blanket Purchase Agreements (I-BPA), and Emergency
 30 Equipment Rental Agreements (EERA) should be reviewed for appropriate pay
 31 requirements and length of assignment. If the contract, I-BPA, or EERA do not
 32 address this, the incident Finance/Administration Section Chief or the
 33 procurement official should be consulted as to whether compensation for a day
 34 off is appropriate.

36 **Single Resource/Kind Extensions**

37 The section chief or Incident Commander will identify the need for assignment
 38 extension and will obtain the affected resource's concurrence. The section chief
 39 and affected resource will acquire and document the home unit supervisor's
 40 approval.

41 The Incident Commander approves the extension. If a convened geographic or
 43 national multi-agency coordinating group (GMAC/NMAC) directs, the Incident
 44 Commander approves only after GMAC/NMAC concurrence.

45

1 If the potential exists for reassignment to another incident during the extension,
2 the home unit supervisor and the affected resource will be advised and must
3 concur prior to reassignment.

4

5 **Incident Management Team Extensions**

6 Incident management team extensions are to be negotiated between the incident
7 Agency Administrator, the Incident Commander, and the GMAC/NMAC (if
8 directed).

9 **Maximum Consecutive Days Worked- Home Unit**

10 During extended periods of activity at the home unit, personnel will have a
11 minimum of 1 day off in any 21-day period.

12

13 **Driving Standard**

14

15 All employees driving motor vehicles are responsible for the proper care,
16 operation, maintenance, and protection of the vehicle, and to obey all federal
17 and state laws.

18

19 The use of government-owned, rented, or leased motor vehicles is for official
20 business only. Unauthorized use is prohibited.

21

22 **General Driving Policy**

- 23 ● Employees must have a valid state driver's license in their possession for
24 the appropriate vehicle class before operating the vehicle. Operating a
25 government-owned or rental vehicle without a valid state driver's license is
26 prohibited.
- 27 ● All drivers whose job duties require the use of a motor vehicle will receive
28 initial defensive driver training within three months of entering on duty and
29 refresher driver training every three years thereafter.
 - 30 ○ *XXX BLM /FS- Driver training is required prior to operating a*
31 *vehicle for official purposes.*
- 32 ● All traffic violations or parking tickets will be the operator's responsibility.
- 33 ● All driving requiring a CDL will be performed in accordance with
34 applicable Department of Transportation regulations.
- 35 ● *XXX Seat belts must be available and used in agency motor vehicles.*
36 *Without exception, seat belts must be worn at all times by motor vehicle*
37 *operators and passengers, regardless of the distance to be traveled or the*
38 *time involved. If any employee fails to fasten their seat belt while riding in*
39 *a vehicle on official business, they are subject to disciplinary action as*
40 *determined by local management. Drivers and all passengers are required*
41 *to use provided seat belts at all times when the motor vehicle is in motion.*
- 42 ● Employees operating any motor vehicle with a GVWR of 26,000 pounds or
43 more, towing a vehicle 10,000 pounds GVWR or more, hauling hazardous
44 material requiring the vehicle to be placarded, or transporting 16 or more
45 persons (including the driver) must possess a valid Commercial Drivers
46 License (CDL) with all applicable endorsements. Program funds are

1 authorized to pay for the cost of CDL licensing fees and exams, necessary
2 for employees to operate fire equipment. In those cases where a test has
3 been failed and must be retaken, the employee will be responsible for costs
4 associated with additional testing.

- 5 ○ **BLM – XXX** ~~All employees operating a Government motor vehicle will
6 be required to submit Form DI-131 (Application for U.S. Government
7 Motor Vehicle Operator's Identification Card) and OF-345 (Physical
8 Fitness Inquiry for Motor Vehicle Operators). When the supervisor
9 signs the DI-131, the employee is authorized to operate Government
10 owned or leased vehicles, or privately owned vehicles on official
11 business. Individual office forms equivalent to the OF-345 and DI-131
12 are acceptable. XXX BLM Form 1112-11 will be used to document
13 every fire and aviation employee's authorization to drive government
14 vehicles or to drive private or rental vehicles for government business.
15 BLM Form 1112-11 replaces form OF-345, form DI-131, and any
16 equivalent form that has been created for local or state level use.
17 Employees are required to self-certify their physical ability to operate
18 vehicles which they are authorized to use. Drivers of vehicles that
19 require a Commercial Driver's License may be required to have
20 additional driver, medical, and fitness testing as required by local
21 and/or state laws. Employees will immediately inform their supervisor
22 and update BLM Form 1112-11 if a change in medical condition
23 impedes their driving ability or if a state driving privilege is restricted
24 for any reason. Supervisors will review the updated form and take
25 appropriate action as necessary. BLM Form 1112-11 is available at:
26 <http://web.blm.gov/blmforms/>~~
- 27 ○ **FS -** Policy requires all operators of government owned, or leased
28 vehicles to have a Forest Service issued Operator's Identification Card
29 (OF-346) indicating the type of vehicles or equipment the holder is
30 authorized and qualified to operate.
- 31 ○ **BLM/FWS/NPS –** The DOI has granted wildland fire agencies a
32 waiver to allow employees between the ages of 18 and 21 to operate
33 agency commercial fire vehicles using a state issued CDL under the
34 specific conditions as stated below:
 - 35 ■ Drivers with a CDL may only drive within the state that has issued
36 the CDL and must comply with the state's special requirements
37 and endorsements.
 - 38 ■ These drivers must only drive vehicles that are equipped with visible
39 and audible signals, and are easily recognized as fire fighting
40 equipment. This excludes, but is not limited to, school buses used
41 for crew transport and "low-boy" tractor trailers used for
42 construction equipment transport.
 - 43 ■ Supervisors must annually establish and document that these drivers
44 have a valid license (i.e. that the license has not been suspended,
45 revoked, canceled, or that the employee has not been otherwise
46 unqualified from holding a license - 485 DM 16.3.B (1), ensure

1 *that the employee has the ability to operate the vehicle(s) safely in*
2 *the operational environment assigned (485 DM 16.3.B (2), and*
3 *review and validate the employee's driving record (485 DM*
4 *16.3.B(4)).*

6 **Non-Incident Operations Driving**

7 Refer to the current driving standards for each individual agency.

9 **Mobilization and Demobilization**

10 To manage fatigue, every effort should be made to avoid off unit (excluding IA
11 response) mobilization and demobilization travel between 2200 hrs and 0500
12 hrs.

14 **Incident Operations Driving**

15 ~~XXX This policy addresses driving by personnel actively engaged in wildland~~
16 ~~fire suppression or all risk activities; these include driving while assigned to a~~
17 ~~specific incident (check in to check out) or during initial attack fire response~~
18 ~~(includes time required to control the fire and travel to a rest location).~~

20 XXX This policy addresses driving by personnel actively engaged in wildland
21 fire or all-hazard activities; this includes driving while in support, mobilization
22 and demobilization to an assigned incident or during initial attack fire response
23 (includes time required to control the fire and travel to a rest location).

- 24 • Agency resources assigned to an incident or engaged in initial attack fire
25 response will adhere to the current agency work/rest policy for determining
26 length of duty day.
- 27 • No driver will drive more than 10 hours (behind the wheel) within any duty-
28 day.
- 29 • Multiple drivers in a single vehicle may drive up to the duty-day limitation
30 provided no driver exceeds the individual driving (behind the wheel) time
31 limitation of 10 hours.
- 32 • A driver shall drive only if they have had at least 8 consecutive hours off
33 duty before beginning a shift. Exception to the minimum off-duty hour
34 requirement is allowed when essential to:
 - 35 ○ Accomplish immediate and critical suppression objectives.
 - 36 ○ Address immediate and critical firefighter or public safety issues.
- 37 • As stated in the current agency work/rest policy, documentation of
38 mitigation measures used to reduce fatigue is required for drivers who
39 exceed 16 hour work shifts. This is required regardless of whether the
40 driver was still compliant with the 10 hour individual (behind the wheel)
41 driving time limitations.

43 **Fire Vehicle Operation Standards**

44 Operators of all vehicles must abide by state traffic regulations. Operation of all
45 vehicles will be conducted within the limits specified by the manufacturer.
46 Limitations based on tire maximum speed ratings and Gross Vehicle Weight

1 restrictions must be followed. It is the vehicle operator's responsibility to
2 ensure vehicles abide by these and any other limitations specified by agency or
3 state regulations.

4 5 **Management Controls to Mitigate Exposure**

6
7 Management controls, engineering controls, equipment guards, and
8 administrative procedures are the first line of defense against exposing an
9 employee to a hazard. Personal protective equipment (PPE) will be used to
10 protect employees against hazards that exist after all management controls are
11 exhausted.

12 13 **Wildland Fire Field Attire**

14
15 Polyester, polypropylene, and nylon materials are not to be worn, because most
16 synthetic fibers melt when exposed to flame or extreme radiant heat. Personnel
17 should wear only undergarments made of 100 percent or the highest possible
18 content of natural fibers, aramid, or other flame-resistant materials.

19 20 **Personal Protective Equipment (PPE)**

21
22 All personnel are required to use Personal Protective Equipment (PPE)
23 appropriate for their duties and/or as identified in JHAs/RAs. Employees must
24 be trained to use safety equipment effectively.

25
26 **XXX Aramid Flame resistant** clothing should be cleaned or replaced whenever
27 soiled, especially when soiled with petroleum products. **XXX Aramid Flame**
28 **resistant** clothing will be replaced when the fabric is so worn as to reduce the
29 protection capability of the garment or is so faded as to significantly reduce the
30 desired visibility qualities.

31
32 Any modification to personal protective equipment that reduces its protection
33 capability such as iron-on logos, and staggings of pants, is an unacceptable
34 practice and will not be allowed on fires.

35 36 **Required Fireline PPE includes:**

- 37 • Wildland fire boots
- 38 • Fire shelter **XXX (M-2002)**
- 39 • Hard hat with chinstrap
- 40 • Goggles/safety glasses (as identified by JHAs/RAs)
- 41 • Ear plugs/hearing protection
- 42 • Yellow-long-sleeved **XXX aramid flame resistant** shirt
- 43 • **XXX Aramid Flame resistant** trousers
- 44 • Leather or leather/flame resistant combination gloves. Flight gloves are not
45 approved for fireline use.

- 1 • Additional PPE as identified by local conditions, material safety data sheet
2 (MSDS), or JHA/RA
3
- 4 ○ *FS- Shirt, trousers, and gloves used by USFS personnel must meet*
5 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-*
6 *5 (gloves), or be certified to the National Fire Protection Association*
7 *(NFPA) 1977, Standard on Protective Clothing and Equipment for*
8 *Wildland Fire Fighting.*

10 **Wildland Fire Boot Standard**

11 Personnel assigned to wildland fires must wear a minimum of 8-inch high, lace-
12 type exterior leather work boots with Vibram-type, melt-resistant soles. The 8-
13 inch height requirement is measured from the bottom of the heel to the top of the
14 boot. Alaska is exempt from the Vibram-type sole requirement.

15
16 All boots that meet the wildland fire boot standard as described above are
17 required for firefighting and fireline visits, considered non-specialized PPE, and
18 will be purchased by the employee (including AD/EFF) prior to employment.

- 19 • *DOI- The DOI has issued policy authorizing payment of a boot stipend by*
20 *DOI agencies. See agency-specific guidance for implementation of the DOI*
21 *policy.*

23 **Fire Shelters**

24 New Generation Fire Shelters (M-2002, Forest Service Specification 5100-606)
25 are required for all wildland firefighters. For more information, refer to **XXX**
26 http://www.nifc.gov/fire_equipement/fire_shelter.htm
27 http://www.nifc.gov/fireShelt/fshelt_main.html

28
29 Training in inspection and deployment of new generation fire shelters will be
30 provided prior to issuance. Firefighters will inspect their fire shelters at the
31 beginning of each fire season and periodically throughout the year, to ensure
32 they are serviceable.

33
34 Training shelters will be deployed at required Annual Fireline Safety Refresher
35 Training. No live fire exercises for the purpose of fire shelter deployment
36 training will be conducted.

37
38 Fire shelters will be carried in a readily accessible manner by all line personnel.
39 The deployment of shelters will not be used as a tactical tool. Supervisors and
40 firefighters must never rely on fire shelters instead of using well-defined escape
41 routes and safety zones. When deployed on a fire, fire shelters will be left in
42 place if it is safe to do so and not be removed pending approval of authorized
43 investigators. Firefighters must report the shelter deployment incident to their
44 supervisor as soon as possible.

46 **Head Protection**

- 1 Personnel must be equipped with hardhats and wear them at all times while on
2 the fireline. Hardhats must be equipped with a chinstrap, which must be
3 fastened while riding in, or in the vicinity of, helicopters.
- 4 Acceptable hardhats for fireline use are:
- 5 • “Wildland Firefighter’s Helmet” listed in a current or past edition of the
6 GSA Wildland Fire Equipment Catalog. To view a current catalog, go to
7 www.gsa.gov/fireprogram, XXX click on “library” and then on “catalog”;
8 or
 - 9 • equivalent hardhat meeting the (NFPA) 1977 *Standard on Protective
10 Clothing and Equipment for Wildland Fire Fighting* requirements, or
 - 11 • equivalent hardhat meeting ANSI Z89.1-2003 Type 1, Class G or ANSI
12 Z89.1-2009 Type 1, Class G.

13

14 Hardhats consist of two components - the shell and the suspension - which work
15 together as a system. Alteration of either of these components compromises the
16 effectiveness of the system (e.g. wearing hardhat backwards) and is not allowed.
17 Both components require periodic inspection and maintenance. The useful
18 service life begins when the hardhat is put into service, not the manufacture date
19 specified on the hardhat. Specific inspection and maintenance instructions are
20 found in Missoula Technology and Development Center (MTDC) Tech Tip
21 publication, *Your Hardhat: Inspection and Maintenance* (0267-2331-MTDC),
22 <http://www.fs.fed.us/t-d/pubs/htmlpubs/htm02672331/index.htm> XXX and the
23 **Hardhat Update: Summer 2012 Notice also issued by MTDC at**
24 <http://www.fs.fed.us/t-d/pubs/htmlpubs/htm12512825/> .

25

26 **Eye and Face Protection**

27 The following positions require the wearing of eye protection (meets *ANSI*
28 *Z87.1* Standards):

- 29 • Nozzle operator
- 30 • Chainsaw operator/faller
- 31 • Helibase and ramp personnel
- 32 • Wildland fire chemical mixing personnel
- 33 • Other duties may require eye protection as identified in a specific JHA/RA

34

35 Full face protection in the form of a face shield in compliance with *ANSI Z87.1*
36 shall be worn when working in any position where face protection has been
37 identified as required in the job specific JHA/RA: Batch Mixing for Terra-
38 Torch®, power sharpener operators, etc.

39

40 **Hearing Protection**

41 Personnel who are exposed to a noise level in excess of 85db must be provided
42 with, and wear, hearing protection. This includes, but is not limited to:

- 43 • Chainsaw operators/fallers.
- 44 • Pump operators.
- 45 • Helibase and aircraft ramp personnel.

- 1 • Wildland fire chemical mixing personnel.

2

3 Other duties may require hearing protection as identified in a specific JHA/RA.
4 Employees may be required to be placed under a hearing conservation program
5 as required by 29 CFR 1910.95. Consult with local safety & health personnel
6 for specifics regarding unit hearing conservation programs.

7

8 **Neck Protection**

9 Face and neck shrouds are not required PPE. The use of shrouds is not required
10 and should be as a result of onsite risk analysis. If used, face and neck shrouds
11 shall meet the requirements of FS specification 5100-601 or NFPA 1977
12 *Standard on Protective Clothing and Equipment for Wildland Fire Fighting*.

13

14 Shrouds should be positioned in a manner that allows for immediate use. For
15 additional information see MTDC Tech Tip *Improved Face and Neck Shroud*
16 *for Wildland Firefighters, 2004* (0451-2323-MTDC).

17 <http://fsweb.mtdc wo.fs.fed.us/pubs/htmlpubs/htm04512323/index.htm>

18

19 **Leg Protection**

20 All chainsaw operators will wear chainsaw chaps meeting the United States
21 Forest Service Specification 6170-4F or 4G. XXX Swampers should wear
22 chaps when the need is demonstrated by a risk analysis considering proximity to
23 the sawyer, slope, fuel type, etc. All previous Forest Service specification
24 chainsaw chaps must be removed from service. Chainsaw chaps shall be
25 maintained in accordance with MTDC Publication, *Inspecting and Repairing*
26 *Your Chainsaw Chaps - User Instructions* (0567-2816-MTDC)
27 <http://www.fs.fed.us/t-d/pubs/htmlpubs/htm05672816/page01.htm>.

28

29 **Respiratory Protection**

30 Respiratory protection should only be implemented once engineering and
31 administrative controls are exhausted. The need for respiratory protection
32 during wildland fire operations must be determined by each agency. The
33 requirements for respirator use are found in 29 CFR Part 1910.134.

34

35 Only NIOSH-approved respirators shall be used. Several respiratory-type
36 products are marketed to wildland firefighters but are not NIOSH-approved (e.g.
37 shrouds with filtration devices).

38 Managers and supervisors will not knowingly place wildland firefighters in
39 positions where exposure to toxic gases or chemicals that cannot be mitigated
40 and would require the use of self-contained breathing apparatus.

41 Managers will not sign cooperative fire protection agreements that would
42 commit wildland firefighters to situations where exposure to toxic gases or
43 chemicals would require the use of self-contained breathing apparatus.

- 44 • FS - FSM – 5130- Self-Contained Breathing Apparatus - Wildland
45 firefighters may use only SCBA which are compliant with NFPA 1981,
46 *Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for*

1 *Emergency Services. SCBA may only be used when contaminants from*
2 *vehicle, dump, structure, or other non-wildland fuel fire cannot be avoided*
3 *while meeting wildland fire suppression objectives (29 CFR 1910.134,*
4 *Respiratory Protection). If such an apparatus is not available, avoid*
5 *exposure to smoke from these sources. The acquisition, training, proper*
6 *use, employee health surveillance programs, inspection, storage, and*
7 *maintenance of respiratory protection equipment must comply with*
8 *applicable National Fire Protection Association standards and 29 CFR*
9 *1910.134, and be justified by a Job Hazard Analysis. Where the acquisition*
10 *and use of an SCBA is approved, it may be carried only on a fire engine and*
11 *its use must be consistent with FSM 5130.*

13 **Specialized or Non Standard Personal Protective Equipment (PPE)**

14 Specialized PPE not routinely supplied by the agency (e.g. prescription safety
15 glasses, static-resistant clothing, cold weather flame resistant outer wear, etc.)
16 required to perform a task safely must be procured in accordance with agency
17 direction, and supported by a JHA/Risk Assessment.

19 A JHA/Risk Assessment must be completed and reviewed by the Unit Safety
20 Officer and the supervisor's approval is required. Items must meet agency and
21 industry standards for specific intended use. Cold weather flame resistant outer
22 wear shall be in compliance with NFPA 1977, *Standard on Protective Clothing*
23 *and Equipment for Wildland Fire Fighting*. All cold weather inner wear should
24 be composed of 100% or the highest possible content of natural fibers (cotton,
25 wool or silk) or other flame resistant material such as aramid.

27 **High Visibility Vests**

28 In order to meet 23 CFR 634, high visibility apparel should be worn whenever a
29 firefighter is working on or in the right of way of a public roadway.

31 Employees must wear high visibility safety apparel that meets ANSI/ISEA 107-
32 2004, Class 2 or 3, or ANSI/ISEA 207-2006. ~~XXX Apparel, including vests,~~
33 ~~that meets ANSI/ISEA 107-2004 and ANSI/ISEA 207-2006 currently does not~~
34 ~~meet the flame resistance requirements of the NFPA Standard on Protective~~
35 ~~Clothing and Equipment for Wildland Fire Fighting.~~

37 Exceptions:

38 The high visibility safety apparel should not be worn if:

- 39 ● There is a reasonable chance that the employee may be exposed to flames,
40 high heat, or hazardous materials.
- 41 ● The high visibility garment hinders an employee's ability to do their job
42 because it prevents necessary motion or because it limits access to
43 necessary equipment such as radios or fire shelters.

45 Additional information is available in the Missoula Technology and
46 Development Center (MTDC) report, *High-Visibility Garments and Worker*

1 *Safety on Roadways* XXX (1151-2811-MTDC)-(1251-2818P-MTDC). XXX
2 http://fsweb.mtdc.wo.fs.fed.us/php/library_card.php?p_num=1151%202811
3 <http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/html12512818>

4 5 **Fireline Safety**

6 7 **Incident Briefings**

8 Fire managers must ensure that safety briefings are occurring throughout the fire
9 organization, and that safety factors are addressed through the IC or their
10 designee and communicated to all incident personnel at operational briefings.
11 The identification and location of escape routes and safety zones must be
12 stressed. A briefing checklist can be found in the *Incident Response Pocket*
13 *Guide (IRPG)*.

14 15 **LCES - A System for Operational Safety**

16 LCES will be used in all operational briefings and tactical operations as per the
17 *Incident Response Pocket Guide (IRPG)*.

- 18 • L - Lookout(s)
- 19 • C - Communication(s)
- 20 • E - Escape Route(s)
- 21 • S - Safety Zone(s)

22 23 **XXX Incident Safety Oversight MOVED TO Ch.11**

24 ~~Agency Administrators are responsible for safety oversight, and may request~~
25 ~~additional safety oversight as needed.~~

26 27 **Examples may include:**

- 28 ~~• A fire escapes initial attack or when extended attack is probable.~~
- 29 ~~• There is complex or critical fire behavior.~~
- 30 ~~• There is a complex air operation.~~
- 31 ~~• The fire is in an urban intermix/interface.~~
- 32 ~~• Other extraordinary circumstances.~~

33 34 **XXX Right to Refuse Risk**

35 Every individual has the right to turn down unsafe assignments. When an
36 individual feels an assignment is unsafe, they also have the obligation to
37 identify, to the degree possible, safety alternatives for completing that
38 assignment. The IRPG contains a process for How to Properly Refuse Risk.

39 40 **Smoke and Carbon Monoxide**

41 It is important to note that smoke is just one of the potential risks faced by
42 wildland firefighters. Site-specific hazards and mitigations need to be identified
43 (using JHA/RA) to reduce firefighter exposure to smoke and potential carbon
44 monoxide which includes evaluating and balancing all the risks associated with
45 the operational objectives.

1 From an incident management perspective, smoke impacts need to be analyzed
2 and risk assessment completed using the ICS-215A, Incident Action Plan Safety
3 Analysis worksheet. XXX For additional information reference NWCG memo
4 NWCG#006-2012, *Monitoring and Mitigating Exposure to Carbon Monoxide
5 and Particulates at Incident Base Camps at*
6 <http://www.nwcg.gov/general/memos/nwcg-006-2012.html>.

8 **Location of Fire Camps and Plans to Remain in Place**

9 Fire camps should be located in areas that will service the incident for the long
10 term without having to relocate. Due to such factors as extreme fire behaviors,
11 fire camp locations might be compromised. Incident Commanders are to be
12 especially vigilant to quickly identify situations that may put their fire camp(s)
13 or any other adjacent fire camps in jeopardy. As such, planning for evacuation
14 and/ or remain in place actions should be considered. Evacuation plans at a
15 minimum shall include:

- 16 • Documented risk assessment
- 17 • Trigger points
- 18 • Egress routes
- 19 • Transportation for all personnel
- 20 • Accountability for all personnel
- 21 • Those individuals not meeting 310-1 qualifications will be considered
22 escorted visitors as addressed elsewhere in this chapter.
 - 23 ○ *FS- At a minimum, plans shall also include:*
 - 24 ▪ *ICP protection strategy referenced in the IAP.*
 - 25 ▪ *Live-ability considerations including air quality, functionality of*
26 *location and facilities, and safety factors for post burn conditions.*

28 **Standard Safety Flagging**

29 The NWCG recommends the following Safety Zone/Escape Route flagging for
30 wildland fire activities:

- 31 • Hot-pink flagging marked “Escape Route” (NFES 0566). Crews with
32 colorblind members may wish to carry and utilize fluorescent chartreuse
33 flagging (NFES #2396).
- 34 • Hazards. Yellow with black diagonal stripes, 1 inch wide (NFES 0267). If
35 the above recommendation is not utilized on an incident, the incident will
36 need to identify the selected color and it make known to all firefighters.

40 **Emergency Medical Planning and Services**

42 XXX To provide for quick and effective response, all units (including dispatch
43 centers) will develop and implement plans that specify emergency procedures,
44 actions, and roles/responsibilities to ensure injured personnel are provided
45 prompt and effective medical care and evacuation.

1 Incident Emergency Management Planning

2 XXX In 2010 NWCG approved the standardized incident emergency protocol
3 developed by the Dutch Creek Serious Accident Task Team, and issued
4 direction that these emergency medical procedures be adopted by all IMT's
5 during daily operations.

6
7 XXX Although some of the procedures are specific to larger Type 1 and Type 2
8 incidents when key unit leader positions are filled, these same procedures and
9 protocols can be adapted for local unit use when managing Type 5, 4, and 3
10 incidents as well as during normal field operations. Local unit emergency
11 medical plans must take into account all types and management levels of
12 incidents.

13
14 To achieve successful medical response XXX within incident management,
15 agency XXX home units administrators will XXX take the necessary steps to
16 ensure XXX incidents of all complexity levels have that their units have
17 completed the following items prior to each field season:

- 18 ● an Incident Emergency Plan XXX that identifies medical evacuation
19 options, local/county/state/federal resource capabilities, capacities, ordering
20 procedures, cooperative agreements, role of dispatch centers, and key
21 contacts or liaisons;
- 22 ● standardized communication center protocols XXX that include the
23 following components:
 - 24 ○ Determine the nature of the emergency
 - 25 ○ If the emergency is a medical injury/illness, determine if the
26 injury/illness is life threatening
 - 27 ○ If the injury is life threatening, then clear designated frequency for
28 emergency traffic
 - 29 ○ Identify the on-scene point of contact by position and last name (i.e.
30 TFLD Smith)
 - 31 ○ Ensure that the Medical Unit Leader (if assigned) is contacted
32 immediately
 - 33 ○ Identify number injured, patient assessment(s) and location (geographic
34 and/or GPS coordinates)
 - 35 ○ Identify on-scene medical personnel by position and last name (i.e.
36 EMT Jones)
 - 37 ○ Identify preferred method of patient transport
 - 38 ○ Determine any additional resources or equipment needed
 - 39 ○ Document all information received and transmitted on the radio or
40 phone
 - 41 ○ Document any changes in the on-scene point of contact or medical
42 personnel as they occur;
- 43 ● XXX and for incidents that require the preparation of an IAP, an incident
44 medical plan that satisfies the requirements found in NWCG memo number
45 025-2010 XXX ([http://www.nwecg.gov/general/memos/nweg-025-](http://www.nwecg.gov/general/memos/nweg-025-2010.html)
46 [2010.html](http://www.nwecg.gov/general/memos/nweg-025-2010.html)). This will include:

- 1 ○ an expanded block eight of the ICS-206 Medical Plan **XXX form,**
2 detailing available resources (ground and air), roles, responsibilities,
3 and hazard mitigations.

4
5 **XXX** For more information, refer to NWCG 025-2010 at
6 <http://www.nwcg.gov/general/memos/nwcg-025-2010.html>

8 **Air Ambulance Coordination**

9 Unit and state/regional level fire program managers should ensure that
10 procedures, processes, and/or agreements for use of local and regional air
11 ambulance services are stated in writing and effectively coordinated between the
12 fire programs, the dispatch/logistics centers, and the service providers.

14 **Incident Emergency Medical Services**

15 Agencies will follow interim NWCG minimum standards for incident
16 emergency medical services as defined in Appendix K (NWCG#011-2208) to
17 assist wildland fire Incident Commanders with determining the level and
18 number of emergency medical resources and related supplies needed based upon
19 the number of incident personnel. This standard as well as other incident
20 medical information can be found on the NWCG Incident Emergency Medical
21 Subcommittee website at:

22 <http://www.nwcg.gov/branches/pre/rmc/iems/index.html>

23
24 Incidents that have established Medical Units shall follow the direction as
25 outlined in *Interim NWCG Minimum Standards for Medical Units Managed By*
26 *NWCG Member Agencies* at:

27 [http://www.nwcg.gov/branches/pre/rmc/iems/policyguides/minimum_stds_for_](http://www.nwcg.gov/branches/pre/rmc/iems/policyguides/minimum_stds_for_medical_units.pdf)
28 [medical_units.pdf](http://www.nwcg.gov/branches/pre/rmc/iems/policyguides/minimum_stds_for_medical_units.pdf)

29
30 **XXX** NWCG has published *Clinical Treatment Guidelines for Wildland Fire*
31 *Medical Units (PMS 551)*. These guidelines establish a national approach for
32 medical care during large incidents that expand the typical emergency
33 management services (EMS) scope of practice to include the mission of
34 managing and maintaining the health and wellness of wildland fire personnel.
35 These guidelines are available at:

36 <http://www.nwcg.gov/branches/pre/rmc/iems/index.html>

37
38 Home units that choose to utilize and support higher level medical responders to
39 provide medical support for internal agency medical emergencies (beyond basic
40 first aid/CPR) may do so; however, certification and credentialing must follow
41 respective state laws and protocols.

43 **Required Treatment for Burn Injuries XXX MOVED FROM BELOW**

44
45 The following standards will be used when any firefighter sustains burn injuries,
46 regardless of agency jurisdiction.

1
2 After on-site medical response, initial medical stabilization, and evaluation are
3 completed, the Agency Administrator or designee having jurisdiction for the
4 incident and/or firefighter representative (e.g. Crew Boss, Medical Unit Leader,
5 Compensations for Injury Specialist, etc.) should coordinate with the attending
6 physician to ensure that a firefighter whose injuries meet any of the following
7 burn injury criteria is immediately referred to the nearest regional burn center.
8
9 It is imperative that action is expeditious, as burn injuries are often difficult to
10 evaluate and may take 72 hours to manifest themselves. These criteria are based
11 upon American Burn Association criteria as warranting immediate referral to an
12 accredited burn center.
13
14 The decision to refer the firefighter to a regional burn center is made directly by
15 the attending physician or may be requested of the physician by the Agency
16 Administrator or designee having jurisdiction and/or firefighter representative.
17
18 The Agency Administrator or designee for the incident will coordinate with the
19 employee's home unit to identify a Workers Compensation liaison to assist the
20 injured employee with workers compensation claims and procedures.
21 Workers Compensation benefits may be denied in the event that the attending
22 physician does not agree to refer the firefighter to a regional burn center.
23
24 During these rare events, close consultation must occur between the attending
25 physician, the firefighter, the Agency Administrator or designee and/or
26 firefighter representative, and the firefighter's physician to assure that the best
27 possible care for the burn injuries is provided.
28

29 **Burn Injury Criteria**

- 30 • Partial thickness burns (second degree) involving greater than 5% Total
31 Body Surface Area (TBSA).
- 32 • Burns (second degree) involving the face, hands, feet, genitalia, perineum,
33 or major joints.
- 34 • Third-degree burns of any size are present.
- 35 • Electrical burns, including lightning injury are present.
- 36 • Inhalation injury is suspected.
- 37 • Burns are accompanied by traumatic injury (such as fractures).
- 38 • Individuals are unable to immediately return to full duty.
- 39 • When there is any doubt as to the severity of the burn injury, the
40 recommended action should be to facilitate the immediate referral and
41 transport of the firefighter to the nearest burn center.

42
43 A list of burn care facilities can be found at:
44 <http://www.blm.gov/nifc/st/en/prog/fire/im.html>.

45

1 For additional NWCG incident emergency medical information see:
2 <http://www.nwcg.gov/branches/pre/rmc/iems/index.html>

3

4 **XXX Explosives, Munitions, and Unexploded Ordnance**

5

6 XXX General guidance is as follows:

- 7 ● If Unexploded Ordnance (UXO) is suspected, do not enter the area.
- 8 ● Small arms (rifle and shotgun) munitions areas should be flagged and avoided by fire personnel.
- 9 ● 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.
- 10 ● 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.

11
12
13
14
15
16 XXX When encountering explosives, munitions, unexploded ordinance (UXO),
17 or suspected UXO, never pick up, handle, uncover, or touch suspected
18 explosives or military munitions. Retreat and secure the area from entry.
19 Immediately notify the local dispatch office, and gather as much information as
20 possible from as far away as possible.

21

22 Gather the following information and provide it to the dispatch center:

- 23 ● Location of the explosive/munitions using a map, GPS coordinates, or landmarks (use of a GPS receiver is acceptable because it is a receive-only device).
- 24 ● Picture of the explosive if it can be obtained from a distance.
- 25 ● Who discovered the explosive/munitions and how they can be contacted.
- 26 ● Condition of the explosive/munitions (e.g., buried, partially exposed, fully exposed, deteriorated, or punctured).
- 27 ● Number and type of explosive/munitions visible (e.g., blasting caps, dynamite, bomb, grenade, etc.).
- 28 ● Estimated size of explosive/munitions (e.g., length and diameter).
- 29 ● Distinctive features of explosive/munitions (e.g., shape, color, markings).
- 30 ● Nearby structures, if any (so inhabitants can be contacted and evacuated if necessary).
- 31 ● Public access to the vicinity (i.e., open or closed to motor vehicles).

32

33 Never spend more time near munitions, suspected explosives or UXO than is
34 absolutely necessary. Only collect the above information as long as it is safe to
35 do so from a distance. Never compromise safety to collect information.

36

37 **Notifications**

38 Local dispatch centers are responsible for notifying:

- 39 ● agency law enforcement
- 40 ● unit safety officer

41

- 1 • Agency Administrator
- 2 • local law enforcement

3

4 **Discovery of Explosives/Munitions/UXO Associated with Former Defense** 5 **Sites**

6 The military retains liability and responsibility for munitions removal and for
7 remedial actions on all lands transferred (or transferring) from the military to the
8 land management agencies, and is responsible for explosives safety at former
9 defense sites. The military must be notified for all UXO on these lands.

10

11 Local law enforcement is responsible for contacting the appropriate military
12 authority. If the responsible military unit is unknown, then local law
13 enforcement should contact the U.S. Army Forces Command (FORSCOM),
14 52nd Ordnance Group (EOD), at its 24-hour emergency response number, (931)
15 431-3824.

16

17 For additional UXO safety information, see the current IRPG.

18

19 **XXX Industrial and Naturally Occurring Hazardous Exposures**

20

21 XXX Firefighters can potentially be exposed to hazards in the wildland fire
22 environment. Encountered hazards can be both human and environmentally
23 borne.

24

25 XXX This section provides information and mitigations for most commonly
26 encountered industrial and naturally occurring potential exposures. Recognizing
27 there may be unique/area specific hazardous exposures (e.g., fungus causing
28 valley fever, erionite, coal seams), the following standards apply to all hazards:

29

- 30 • Identifying environmental hazards
- 31 • Develop Risk Assessments (RAs) for those hazards
- 32 • Develop and provide specific training and standard operating procedures (SOPs)
- 33 • Provide briefings/training for those who may be exposed
- 34 • If exposure is suspected, immediately disengage and leave the area.
- 35 • Seek immediate medical attention if exposure symptoms occur.

36

37 **XXX Hazardous Materials Dump and Spill Sites**

38

39 Employees that discover any unauthorized waste dump or spill site that contains
40 indicators of potential hazardous substances (e.g., containers of unknown
41 substances, pools of unidentifiable liquids, piles of unknown solid materials,
42 unusual odors, or any materials out of place or not associated with an authorized
43 activity) should take the following precautions:

44

- 44 • Follow the procedures in the IRPG.
- 45 • Treat each site as if it contains harmful materials.

- 1 • Do not handle, move, or open any container, breathe vapors, or make
- 2 contact with the material.
- 3 • Move a safe distance upwind from the site.
- 4 • Contact appropriate personnel. Generally, this is the Hazardous Materials
- 5 Coordinator for the local office.
- 6 • Firefighters need to immediately report H₂S or potential exposure and seek
- 7 immediate medical care.
- 8 • *BLM/FWS/NPS - Agencies require that all field personnel complete a First*
- 9 *Responder Awareness training. Firefighters are required to take an annual*
- 10 *refresher for Hazardous Material protocol.*

11
12 The following general safety rules shall be observed when working with
13 chemicals:

- 14 • Read and understand the Material Safety Data Sheets.
- 15 • Keep the work area clean and orderly.
- 16 • Use the necessary safety equipment.
- 17 • Label every container with the identity of its contents and appropriate
- 18 hazard warnings.
- 19 • Store incompatible chemicals in separate areas.
- 20 • Substitute less toxic materials whenever possible.
- 21 • Limit the volume of volatile or flammable material to the minimum needed
- 22 for short operation periods.
- 23 • Provide means of containing the material if equipment or containers should
- 24 break or spill their contents.

25
26 **Responding to Wildland Fires in or near Oil/Gas Operations XXX**
27 **PLACEHOLDER: BLM HAZMAT GAS TASK GROUP REWORKING THIS**
28 **SECTION**

29 For those offices with oil and gas operations within their fire suppression
30 jurisdiction, the following is the minimum standard operating procedures to help
31 ensure the health and safety of wildland firefighters:

- 32 • Firefighters shall receive annual oil and gas hazard recognition and
- 33 mitigation training.
- 34 • Local unit shall complete a JHA/RA for wildland fire suppression activities
- 35 in oil and gas areas and provide a copy with a briefing to all local and
- 36 incoming resources.
- 37 • Establish Response Protocols and proper decontamination procedures to
- 38 minimize exposure to additional employees, equipment, and facilities.
- 39 Protocols will include notification procedures to respective oil and gas
- 40 company(s).
- 41 • Ensure oil and gas resource advisors are consulted.
- 42 • Ensure that at least one member of each squad or engine crew is
- 43 knowledgeable in the use and data interpretation of the Hydrogen Sulfide
- 44 gas monitor. Training on the device will include at a minimum:
- 45 ○ Equipment charging and maintenance of sensors

- 1 ○ Startup, zeroing, calibration, and bump testing procedures as
- 2 recommended by the manufacturer.
- 3 ○ How the monitor elicits a warning alarm (visual, auditory, vibration)
- 4 ● Understand Peak Reading, Short Term Exposure Limits (STEL), and Time
- 5 Weighted Averages.
- 6 ○ Understand how to set the monitors alarm threshold.
- 7 ● The monitor's alarm shall be set at the current American Conference on
- 8 Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10
- 9 PPM 2008) and STEL (15 PPM 2008).
- 10 ● If hydrogen sulfide gas (H₂S) is encountered, immediately disengage and
- 11 leave area.
- 12 ● Do not establish incident base camps or staging areas in or near oil and gas
- 13 operations.

14

15 The following websites provide additional information and training resources:

- 16 ● XXX http://www.nifc.gov/wfstar/oil_gas.htm
- 17 <http://www.nifc.gov/video/HazMat.wmv>
- 18 ● <http://iirdb.wildfirelessons.net/main/Reviews.aspx>
- 19 ● www.nfpa.org/assets/files/pdf/Sup10.pdf

20

21 Responding to Wildland Fires in or Near Radioactive Locations

22 Abandoned uranium mines and other potential radioactive sites exist in many
23 areas of public lands. When these areas are identified, local management should
24 provide information and direction on operations to be used. General knowledge
25 and understanding of potential radiation exposure is necessary for wildland fire
26 program management to make valid risk management decisions in these areas.

27 The following websites provide this information and general guidelines:

- 28 ● http://www.nifc.gov/policies/red_book/doc/RadiationDocument.pdf
- 29 ● http://www.nifc.gov/policies/red_book/doc/RadiationGuidance.pdf

30

31 Hazardous Water Sources

32 Many water sources used during fire suppression activities may appear
33 harmless, but contain hazardous materials (e.g. hydraulic fracturing fluid,
34 cyanide, sewage, corrosives). These hazardous water sources may pose threats
35 to personnel health and firefighting equipment. Indicators that a water source
36 may be hazardous include proximity to active or inactive mining operations,
37 gas/oil wells, water treatment facilities, or other industrial operations. In many
38 cases, these hazardous water sources may not be fenced and no warning signs
39 may be present.

40

41 Suppression personnel should evaluate water sources to ensure they do not
42 contain hazardous materials. If unsure of the contents of a water source,
43 personnel should not utilize the water source until its contents can be verified.
44 Dispatch centers, Resource Advisors, or on-scene personnel can assist with

1 verification of safe water sources. Information about known hazardous water
2 sources should be included in operational briefings.

3

4 **Hydrogen Cyanide (HCN) Exposure**

5 Synthetic materials such as plastics, nylon, Styrofoam®, and polyurethane can
6 produce HCN. HCN exposure can disrupt the body's ability to use oxygen,
7 cause asphyxia, and cause carbon monoxide poisoning. Common items such as
8 sofas, carpeting, vehicles, and other products routinely found in the wildland can
9 produce smoke with HCN.

10

11 Symptoms of HCN poisoning include bitter almond odor on breath, burning
12 taste in mouth, stiffness of lower jaw, feeling of numbness or constriction in
13 throat, weakness, and headache.

14

15 Follow hazardous materials protocols contained in the IRPG to mitigate
16 exposure to HCN. If personnel may have been exposed to HCN, immediate
17 referral to a health care facility capable of toxicology testing and treatment of
18 HCN exposure is required.

19

20 **Safety for Non-Operational Personnel Visiting Fires**

21

22 A wide variety of personnel such as Agency Administrators, other agency
23 personnel, dignitaries, members of the news media, etc., may visit incidents.
24 The following standards apply to all visitors.

25

26 **Visits to an Incident Base**

27 Recommended field attire for visits to incident base camps and other non-
28 fireline field locations:

- 29 ● Lace-up, closed toe shoes/boots with traction soles and ankle support.
- 30 ● Trousers.
- 31 ● Long-sleeve shirt.
- 32 ● For agency personnel, the field uniform is appropriate.

33

34 **Fireline Logistical Support**

35 Personnel performing fireline logistical support duties (e.g. bus drivers, supply
36 delivery/retrieval, incident drivers, non-tactical water delivery, etc.) must meet
37 the following requirements:

- 38 ● Complete fire shelter training
- 39 ● Fireline PPE
- 40 ● Receive an incident briefing
- 41 ● Ensure adequate communications are established
- 42 ● Other requirements (if any) established by the Incident Commander
- 43 ● A Work Capacity Test (WCT) is not required unless required for a specific
44 position defined in the PMS 310-1.

45

XXX Visits to the Fireline**XXX Minimum Requirements for Visits to the Fireline/RX Burns**

Visits (such as media visits or political/administrative tours) to hazardous areas of the fire or areas that pose a fire behavior threat will be managed by meeting the requirements below.

- 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.
- Required PPE:
 - Wildland fire boots.
 - Yellow long-sleeved **XXX-aramid flame resistant** shirts.
 - **XXX Aramid Flame resistant** trousers.
 - Hard hat with chinstrap.
 - Leather or leather/flame resistant combination gloves. Flight gloves are not approved for fireline use.
 - Fire shelter **XXX (M-2002)**, must also receive **fire shelter training**.
- Required field attire:
 - Undergarments made of 100 percent or the highest possible content of natural fibers, **XXX aramid**, or **XXX other** flame-resistant materials.
- Required equipment/supplies:
 - Hand tool.
 - Water canteen.

Visitors to the Fireline/RX Burns may be “Non-Escorted” or “Escorted” depending on the following requirements:

Non-Escorted Visits

Visitors must have an incident qualification with a minimum physical fitness level of “light” to visit the fireline unescorted.

- 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, **XXX including fire shelter training**.
- Deviation from this requirement must be approved by the IC **XXX or Burn Boss**.

The law enforcement physical fitness standard is accepted as equivalent to a “light” WCT work category.

Escorted Visits

All non-incident, non-agency visitors lacking the above training and physical requirements must be escorted while on the fireline.

- 1 • Visitors must receive training in the proper use of PPE.
- 2 • Requirement for hand tool and water to be determined by escort.
- 3 • Visitors must be able to walk in mountainous terrain and be in good
- 4 physical condition with no known limiting conditions.
- 5 • Escorts must be minimally qualified as Single Resource Boss. Any
- 6 deviation from this requirement must be approved by the IC **XXX or Burn**
- 7 **Boss.**

8

9 **Helicopter Observation Flights**

10 Visitors who take helicopter flights to observe fires must receive approval from
11 the Incident Commander, a passenger briefing, and meet the following
12 requirements:

- 13 • Required PPE:
 - 14 ○ Flight helmet
 - 15 ○ Leather boots
 - 16 ○ Flame-resistant clothing
 - 17 ○ All leather or leather and aramid gloves

18 Occasional passengers/visitors have no training requirement, but a qualified
19 flight manager must supervise loading and unloading of passengers.

20

21 **Fixed-Wing Observation Flights**

22 No PPE is required for visitors and agency personnel who take fixed-wing
23 flights to observe fires. However, a passenger briefing is required, and the flight
24 level must not drop below 500 feet AGL.

25

26 **Six Minutes for Safety Training**

27

28 It is recommended that daily Six Minutes for Safety training be conducted that
29 focuses on high-risk, low frequency activities that fire personnel may encounter
30 during a fire season. A daily national Six Minutes for Safety briefing can be
31 found at: http://www.nifc.gov/sixminutes/dsp_sixminutes.php or the National
32 Incident Management Situation Report.

33

34 **SAFENET**

35

36 SAFENET is a form, process, and method for reporting and resolving safety
37 concerns encountered in any aspect (e.g., preparedness, training, etc.) of
38 wildland fire or all hazard incident management. The information provided on
39 the form will provide important, safety-related data to the National Interagency
40 Fire Center, and determine long-term trends and problem areas.

41 The objectives of the form and process are:

- 42 • To provide immediate reporting and correction of unsafe situations or close
- 43 calls in wildland fire.
- 44 • To provide a means of sharing safety information throughout the fire
- 45 community.

- 1 • To provide long-term data that will assist in identifying trends.
- 2 • Primarily intended for wildland and prescribed fire situations, however,
- 3 SAFENET can be used for training and all hazard events.
- 4
- 5 Individuals who observe or who are involved in an unsafe situation shall initiate
- 6 corrective actions if possible, and then report the occurrence using SAFENET.
- 7 You are encouraged, but not required, to put your name on the report.
- 8 Prompt replies to the originator (if name provided), timely action to correct the
- 9 problem, and discussion of filed SAFENETs at local level meetings encourage
- 10 program participation and active reporting.
- 11
- 12 SAFENET is not the only way to correct a safety-related concern and it does not
- 13 replace accident reporting or any other valid agency reporting method. It is an
- 14 efficient way to report a safety concern. It is also a way for front line
- 15 firefighters to be involved in the daily job of being safe and keeping others safe,
- 16 by documenting and helping to resolve safety issues. SAFENETs may be filed:
- 17 • Electronically at <http://safenet.nifc.gov>;
- 18 • Verbally by telephone at 1-888-670-3938; or
- 19 • By SAFENET Field Card
- 20
- 21 The SAFENET Field Card is can be used by wildland fire personnel to
- 22 immediately identify and report unsafe situations or close calls that should
- 23 receive immediate resolution/mitigation. If the situation cannot be resolved at
- 24 the local/incident level, the reporting individual is encouraged to follow the
- 25 formal SAFENET submission process stated above. SAFENET Field Cards are
- 26 available at: <http://safenet.nifc.gov>

27 **Accident/Injury Reporting**

- 29 The Occupational Safety and Health Administration (OSHA) mandates that all
- 30 accidents and injuries be reported in a timely manner. This is important for the
- 31 following reasons:
- 32 following reasons:
 - 33 • To protect and compensate employees for incidents that occur on-the-job.
 - 34 • To assist supervisors and safety managers in taking corrective actions and
 - 35 establish safer work procedures.
 - 36 • To determine if administrative controls or personal protective equipment are
 - 37 needed to prevent a future incident of the same or similar type.
 - 38 • To provide a means for trend analysis.
 - 39
 - 40 Employees are required to immediately report to their supervisor every job-
 - 41 related accident. Managers and supervisors shall ensure that an appropriate
 - 42 level of investigation is conducted for each accident and record all personal
 - 43 injuries and property damage. Coordinate with your human resources office or
 - 44 administrative personnel to complete appropriate Office of Worker's

- 1 Compensation (OWCP) forms. Reporting is the responsibility of the injured
2 employee's home unit regardless of where the accident or injury occurred.
- 3 • **DOI-** employees will report accidents using the Safety Management
4 Information System (SMIS) at <https://www.smis.doi.gov/>. Supervisors shall
5 complete SMIS report within six working days after the accident/injury.
 - 6 • **FS-** employees will use the Safety and Health Information Portal System
7 (SHIPS) through the Forest Service Dashboard at
8 http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php

10 **Critical Incident Management**

11
12 The NWCG has published the *Agency Administrator's Guide to Critical*
13 *Incident Management* (PMS 926). This guide is designed as a working tool to
14 assist Agency Administrators with the chronological steps in managing a critical
15 incident. This document includes a series of checklists, which outline Agency
16 Administrator's and other functional area's oversight and responsibilities. The
17 guide is not intended to replace local emergency plans or other specific guidance
18 that may be available, but should be used in conjunction with existing SOPs.
19 Local units should complete the guide, and review and update at least annually.
20 This guide is only available electronically at:
21 <http://www.nwcg.gov/pms/pubs/pubs.htm>.

23 **Critical Incident Stress Management (CISM)**

24
25 A critical incident may be defined as a fatality or other event that can have
26 serious long term affects on the agency, its employees and their families or the
27 community. Such an event may warrant stress management assistance. The
28 local Agency Administrator may choose to provide CISM for personnel that
29 have been exposed to a traumatic event.

30
31 The availability of CISM teams and related resources (e.g. defusing teams)
32 varies constantly - it is imperative that local units pre-identify CISM resources
33 that can support local unit needs. Some incident management teams include
34 personnel trained in CISM who can provide assistance.

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Chapter 08 Interagency Coordination & Cooperation

Introduction

Fire management planning, preparedness, prevention, suppression, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners. The same capabilities used in wildland fire management will also be used, when appropriate and authorized, on non-fire incidents in the United States, and on both wildland fires and non-fire incidents internationally.

National Wildland Fire Cooperative Agreements

USDOJ and USDA Interagency Agreement for Fire Management

The objectives of the *Interagency Agreement for Fire Management 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 (FS) of the United States Department of Agriculture* are:

- To provide a basis for cooperation among the agencies on all aspects of wildland fire management and as authorized in non-fire emergencies.
- To facilitate the exchange of personnel, equipment (including aircraft), supplies, services, and funds among the agencies.

DOI, USDA, and DOD Interagency Agreement

The purpose of the *Interagency Agreement for the Provision of Temporary Support During Wildland Firefighting Operations among the United States Department of the Interior, the United States Department of Agriculture, and the United States Department of Defense* is:

- To establish the general guidelines, terms and conditions under which the National Interagency Fire Center (NIFC) will request, and DOD will provide, temporary support to NIFC in wildland fire emergencies occurring within all 50 States, the District of Columbia, and all U.S. Territories and Possessions, including fires on State and private lands. It is also intended to provide the basis for reimbursement of DOD under the Economy Act.

These and other agreements pertinent to interagency wildland fire management can be found in their entirety in Chapter 40 of the *National Interagency Mobilization Guide* online at:
<http://www.nifc.gov/nicc/mobguide/CHAPTER40.pdf>

1 National Wildland Fire Management Structure

2

3 Wildland Fire Leadership Council (WFLC)

4 The WFLC is a cooperative, interagency ~~XXX organization~~ body dedicated to
5 achieving consistent implementation of the goals, actions, and policies in the
6 National Fire Plan and the Federal Wildland Fire Management Policy. The
7 WFLC provides ~~XXX leadership and oversight to ensure policy coordination,~~
8 ~~accountability, and effective implementation of the National Fire Plan and the~~
9 ~~Federal Wildland Fire Management Policy.~~—a forum for high level dialogues
10 between federal and non-federal entities to set strategic direction for national
11 fire management.

12

13 The Council consists of the Department of Agriculture's Undersecretary for
14 Natural Resources and ~~XXX the Environment,~~ ~~XXX the Deputy Undersecretary~~
15 ~~for Natural Resources and Environment,~~ and the Chief of the U.S. Forest
16 Service; the Department of the Interior's ~~XXX (DOI) Assistant Secretary for~~
17 ~~Policy, Management and Budget,~~ the Directors of the National Park Service,
18 ~~XXX the Fish and Wildlife Service, and the Bureau of Land Management, the~~
19 ~~Assistant Secretary of Indian Affairs and the Chief of Staff to the Secretary of~~
20 ~~the Interior;~~ Bureau of Indian Affairs, Bureau of Land Management, Fish and
21 Wildlife Service, and U.S. Geological Survey; the Department of Homeland
22 Security's U.S. Fire Administration ~~XXX Administrator;~~ the ~~XXX President of~~
23 ~~the Intertribal Timber Council;~~ ~~XXX the Western Governors Association~~ two
24 state governors selected from the National Governors Association; a county
25 commissioner serving as a member of the National Association of Counties; a
26 mayor serving as a member of the National League of Cities; a State Forester
27 serving at the request of a senior state elected official; and a fire chief serving at
28 the request of a senior local government elected official. ~~XXX the National~~
29 ~~Association of State Foresters;~~ and the National Association of Counties. ~~XXX~~
30 ~~Staffing~~ The Council ~~XXX will be~~ is coordinated by the Department of
31 Agriculture's ~~XXX Office of Fire and Aviation Management and the Department~~
32 ~~of the Interior's Office of Wildland Fire Coordination.~~ Deputy Undersecretary
33 for Natural Resources and Environment and DOI's Assistant Secretary for
34 Policy, Management and Budget.

35

36 Federal Fire Policy Council (FFPC)

37 ~~XXX The Federal Fire Policy Council carries out the federal component of~~
38 ~~wildland fire management.~~ The primary responsibilities of the FFPC include
39 ~~XXX establishing national policy guidance; formulating,~~ coordinating and
40 integrating ~~XXX federal~~ wildland fire policy; providing policy direction for the
41 formulation of the wildland fire budgets; providing a forum to consider and
42 resolve inter- and intra-departmental policy issues; ensuring that program goals
43 are identified and that results are measured for wildland fire; and maintaining
44 national level fire activity situational awareness.

45

1 The ~~XXX Federal Fire Policy Council FFPC~~ is composed of the USDA Deputy
2 Under Secretary ~~XXX for~~ National Resources and Environment; the Chief of the
3 Forest Service and the Deputy Chief of State and Private Forestry; and for DOI
4 the Assistant Secretaries for Policy, Management and Budget, Fish and Wildlife
5 and Parks, Indian Affairs, Land and Minerals Management, and Water and
6 Science; the Bureau Directors of the Bureau of Indian Affairs, the Bureau of
7 Land Management, the Fish and Wildlife Service, the National Park Service,
8 and the US Geological Survey; the Deputy Assistant Secretary – Law
9 Enforcement, Security & Emergency Management; the Assistant Administrator
10 of DHS-US Fire Administration; and the Environmental Protection Agency
11 representative.

12

13 **Wildland Fire Executive Council (WFEC)**

14 The ~~XXX Wildland Fire Executive Council WFEC~~ is an advisory council that
15 provides ~~XXX coordinated interagency federal executive level wildland fire~~
16 ~~policy leadership, direction, and program oversight.~~ recommendations on
17 national wildland fire management to the secretaries of Agriculture and Interior
18 through WFLC. Members include the Director, USDA FS Fire & Aviation
19 Management; the Director, DOI Office of Wildland Fire; ~~XXX Coordination;~~
20 ~~the BLM Assistant Director, Office of Fire and Aviation Management; the NPS~~
21 ~~Associate Director, Visitor and Resource Protection; the FWS Assistant~~
22 ~~Director, National Wildlife Refuge System; the BIA Deputy Director, Trust and~~
23 ~~Services; the Associate Director, DOI Aviation Management Division; the XXX~~
24 ~~Deputy Administrator, DHS U. S. Fire Administration; XXX and the Chair,~~
25 ~~NWCG, in an ex-officio capacity,~~ an NWCG Executive Board representative; a
26 National League of Cities representative; an Intertribal Timber Council
27 representative; a Fire Committee representative from the National Association
28 of State Foresters; a National Association of Counties representative; an
29 International Association of Fire Chiefs representative, and a National
30 Governors Association representative.

31

32 **Interior Fire Executive Council (IFEC)**

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

40

41 The IFEC is composed of the Director, Office of Wildland Fire Coordination
42 (OWFC) and the four DOI fire directors and their respective senior executives,
43 ~~XXX Associate members include~~ as well as the Director, Aviation Management
44 Directorate and a representative from USGS.

45

46 **Office of Wildland Fire ~~XXX Coordination~~ (OWF)**

1 The OWF is a Department of the Interior organization responsible for managing
2 and overseeing all wildland fire management activities executed by the bureaus.
3 OWF coordinates the Department's wildland fire programs within the
4 Department and with other federal and non-federal partners, to establish legally
5 and scientifically based Department-wide policies and budgets, and to provide
6 strategic leadership and oversight, that result in safe, comprehensive, cohesive,
7 efficient, and effective wildland fire programs for the nation consistent with the
8 bureaus' statutory authorities and constraints.

9

10 OWF has three functional areas:

- 11 • The Budget and Performance Management Division which manages and
12 oversees the DOI Wildland Fire Management financial account and budget
13 operations;
- 14 • The Policy Division which develops wildland fire management program
15 policies, strategies, and plans for wildland fire operations, fuels and biomass
16 coordination, emergency management coordination, science advisory,
17 international cooperation, and strategic planning; and
- 18 • The Enterprise Systems and Decision Support Division which coordinates
19 with Federal and non-Federal partners on inter-departmental/intra-
20 governmental Information Technology systems that support interagency
21 wildland fire business management, fire operations and program
22 management activities and other decision support tools. This functional
23 area also manages the Fire Program Analysis Group (FPA), Wildland Fire
24 Decision Support System (WFDSS), the Integrated Reporting of Wildland-
25 Fire Information Group (iRWIn), and Ecosystem Management Decision
26 Support (EMDS).

27

28 **National Wildfire Coordinating Group (NWCG)**

29 The NWCG is made up of the ~~XXX USDA FS; four Department of the Interior~~
30 ~~agencies: BLM, NPS, BIA, and the FWS~~ USFS, BIA, BLM, FWS, and NPS;
31 Intertribal Timber Council; U.S. Fire Administration ~~XXX(USFA)~~; and state
32 forestry agencies through the National Association of State Foresters (NASF).
33 The mission of the NWCG is to provide leadership in establishing, ~~XXX and~~
34 ~~maintaining, XXX and communicating~~ consistent interagency standards, ~~XXX~~
35 ~~and~~ guidelines, ~~XXX and~~ qualifications, ~~XXX and communications~~ for wildland
36 fire management. Its goal is to provide more effective execution of each
37 agency's fire management program. The group provides a formalized system to
38 agree upon standards of training, equipment, qualifications, and other
39 operational functions.

40

41 **Multi-Agency Management and Coordination**

42

43 **National Multi-Agency Coordinating (NMAC) Group**

44 National multi-agency coordination is overseen by the NMAC Group, which
45 consists of one representative each from the following agencies: BLM, FWS,
46 NPS, BIA, FS, NASF, and the USFA, who have been delegated authority by

- 1 their respective agency directors to manage wildland fire operations on a
2 national scale when fire management resource shortages are probable. The
3 delegated authorities include:
- 4 • Provide oversight of general business practices between the NMAC group
5 and the Geographic Area Multi-Agency Coordination groups.
 - 6 • Establish priorities among geographic areas.
 - 7 • Activate and maintain a ready reserve of national resources for assignment
8 directly by NMAC as needed.
 - 9 • Implement decisions of the NMAC.

10

11 **Geographic Area Multi-Agency Coordinating (GMAC) Groups**

12 Geographic area multi-agency coordination is overseen by GMAC Groups,
13 which are comprised of geographic area (State, Region) lead administrators or
14 fire managers from agencies that have jurisdictional or support responsibilities,
15 or that may be significantly impacted by resource commitments. GMAC
16 responsibilities include:

- 17 • Establish priorities for the geographic area.
- 18 • Acquire, allocate, and reallocate resources.
- 19 • Provide NMAC with National Ready Reserve (NRR) resources as required.
- 20 • Issue coordinated and collective situation status reports.

21

22 **National Dispatch/Coordination System**

23 ~~XXX PLACEHOLDER: strikethrough text moved to Chapter 19 to reduce
24 duplication~~

25 The wildland fire dispatch system in the United States has three levels (tiers):

- 26 • National
- 27 • Geographic
- 28 • Local

29

30 Logistical dispatch operations occur at all three levels, while initial attack
31 dispatch operations occur primarily at the local level. ~~XXX Any geographic area
32 or local dispatch center using a dispatch system outside the three-tier system
33 must justify why a non-standard system is being used and request written
34 authorization from the DOI National Office or USFS Regional Office.~~

35

36 **National Interagency Coordination Center (NICC)**

37 The NICC is located at NIFC, Boise, Idaho. The principal mission of the NICC
38 is the cost-effective and timely coordination of land management agency
39 emergency response for wildland fire at the national level. This is accomplished
40 through planning, situation monitoring, and expediting resource orders between
41 the BIA Areas, BLM States, National Association of State Foresters, FWS
42 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,
43 ~~XXX Federal Emergency Management Agency (FEMA) Regions through the
44 United States Fire Administration (USFA)~~, and other cooperating agencies.

45

1 The NICC supports non-fire emergencies when tasked by an appropriate agency,
2 such as FEMA, through the National Response Framework. The NICC collects
3 and consolidates information from the GACCs and disseminates the *National*
4 *Incident Management Situation Report* through the NICC website at
5 <http://www.nifc.gov/nicc/sitreprt.pdf>.

7 **Geographic Area Coordination Centers (GACCs)**

8 There are 11 GACCs, each of which serves a specific geographic portion of the
9 United States. Each GACC interacts with the local dispatch centers, as well as
10 with the NICC and neighboring GACCs. Refer to the *National Interagency*
11 *Mobilization Guide* for a complete directory of GACC locations, addresses, and
12 personnel.

13
14 The principal mission of each GACC is to provide the cost-effective and timely
15 coordination of emergency response for all incidents within the specified
16 geographic area. GACCs are also responsible for determining needs,
17 coordinating priorities, and facilitating the mobilization of resources from their
18 areas to other geographic areas.

19
20 ~~XXX Each GACC prepares an intelligence report that consolidates fire and
21 resource status information received from each of the local dispatch centers in
22 its area. This report is sent to the NICC and to the local dispatch centers,
23 eaches, and agency managers in the geographic area.~~

25 **Local Dispatch Centers**

26 Local dispatch centers are located throughout the country as dictated by the
27 needs of fire management agencies. The principal mission of a local dispatch
28 center is to provide safe, timely, and cost-effective coordination of emergency
29 response for all incidents within its specified geographic area. This entails the
30 coordination of initial attack responses and the ordering of additional resources
31 when fires escape initial attack.

32
33 ~~XXX Local dispatch centers are also responsible for supplying intelligence
34 information relating to fires and resource status to their GACC and to their
35 agency managers and cooperators. Local dispatch centers may work for or with
36 numerous agencies, but should only report to one GACC.~~

37
38 ~~Some local dispatch centers are also tasked with law enforcement and agency
39 administrative workloads for non-fire operations; if this is the case, a
40 commensurate amount of funding and training should be provided by the
41 benefiting activity to accompany the increased workload. If a non-wildland fire
42 workload is generated by another agency operating in an interagency dispatch
43 center, the agency generating the additional workload should offset this
44 increased workload with additional funding or personnel.~~

46 **Local and Geographic Area Drawdown**

1
2 Drawdown is the predetermined number and type of suppression resources that
3 are required to maintain viable initial attack (IA) capability at either the local or
4 geographic area. Drawdown resources are considered unavailable outside the
5 local or geographic area for which they have been identified. Drawdown is
6 intended to:

- 7 • Ensure adequate fire suppression capability for local and/or geographic area
8 managers.
- 9 • Enable sound planning and preparedness at all management levels.

10 Although drawdown resources are considered unavailable outside the local or
11 geographic area for which they have been identified, they may still be
12 reallocated by the Geographic Area or National MAC to meet higher priority
13 obligations. XXX Refer to Chapter 19 for guidance on establishment of
14 drawdown levels.

15 16 **XXX Establishing Drawdown Levels Moved to Chapter 19**

17 Local drawdown is established by the local unit and/or the local MAC group and
18 implemented by the local dispatch office. The local dispatch office will notify
19 the Geographic Area Coordination Center (GACC) of local drawdown decisions
20 and actions.

21
22 Geographic area drawdown is established by the GMAC and implemented by
23 the GACC. The GACC will notify the local dispatch offices and the National
24 Interagency Coordination Center (NICC) of geographic area drawdown decision
25 and actions.

26 27 **National Ready Reserve (NRR)**

28
29 NRR is a means by which the NMAC identifies and readies specific categories,
30 types, and quantities of fire suppression resources in order to maintain overall
31 national readiness during periods of actual or predicted national suppression
32 resource scarcity. XXX Refer to Chapter 19 for NRR implementation
33 responsibilities and requirements.

34 35 **XXX NRR implementation responsibilities are as follows: Moved to Chapter 36 19**

- 37 • NMAC establishes national ready reserve requirements by resource
38 category, type, and quantity.
- 39 • NICC implements NMAC intent by directing individual GACCs to place
40 specific categories, types, and quantities of resources on national ready
41 reserve.
- 42 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
43 identify resources to be placed on national ready reserve.
- 44 • GACCs provide NICC specific names of national ready reserve resources.
- 45 • NICC mobilizes national ready reserve assets through normal coordination
46 system channels as necessary.

- 1
2 National ready reserve resources must meet the following requirements:
- 3 • May be currently assigned to ongoing incidents.
 - 4 • Must be able to demobe and be enroute to new assignment in less than 2
5 hours.
 - 6 • Resources must have a minimum of 7 days left in 14 day rotation
7 (extensions will not be factored in this calculation).
 - 8 • May be assigned to incidents after being designated ready reserve, in
9 coordination with NICC.
 - 10 • Designated ready reserve resources may be adjusted on a daily basis.

11
12 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
13 to maintain national surge capability, the NMAC may retain available resources
14 within a geographic area, over and above the established geographic area
15 drawdown level.

16 **XXX National Interagency Mobilization Guide Moved to Chapter 19**

17
18
19 The *National Interagency Mobilization Guide* (NFES 2092) identifies standard
20 procedures which guide the operations of multi-agency logistical support
21 activity throughout the coordination system. The guide is intended to facilitate
22 interagency dispatch coordination, ensuring timely and cost effective incident
23 support. Local and Geographic Area Mobilization Guides should be used to
24 supplement the *National Interagency Mobilization Guide*.

25 **Interagency Incident Business Management Handbook**

26
27
28 All federal agencies have adopted the NWCG *Interagency Incident Business*
29 *Management Handbook* (IIBMH) as the official guide to provide execution of
30 each agency's incident business management program. Unit offices, geographic
31 areas, or NWCG may issue supplements, as long as policy or conceptual data is
32 not changed.

33
34 Since consistent application of interagency policies and guidelines is essential,
35 procedures in the IIBMH will be followed. Agency manuals provide a bridge
36 between manual sections and the IIBMH so that continuity of agency manual
37 systems is maintained and all additions, changes, and supplements are filed in a
38 uniform manner.

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

43 **Standards for Cooperative Agreements**

1 **Agreement Policy**

2 Agreements will be comprised of two components: the actual agreement and an
3 operations plan. The agreement will outline the authority and general
4 responsibilities of each party and the operations plan will define the specific
5 operating procedures.

6
7 Any agreement which obligates federal funds or commits anything of value
8 must be signed by the appropriate warranted contracting officer. Specifications
9 for funding responsibilities should include billing procedures and schedules for
10 payment.

11
12 Any agreement that extends beyond a fiscal year must be made subject to the
13 availability of funds. Any transfer of federal property must be in accordance
14 with federal property management regulations.

15
16 All agreements must undergo periodic joint review; and, as appropriate,
17 revision. Assistance in preparing agreements can be obtained from local or state
18 office fire and/or procurement staff.

19
20 All appropriate agreements and operating plans will be provided to the servicing
21 dispatch center. The authority to enter into interagency agreements is extensive.

- 22 • *BLM - BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
23 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
24 *Management Policy and Program Review.*
- 25 • *FWS - Service Manual, Departmental Manual 620 DM, and Reciprocal*
26 *Fire Protection Act, 42U.S.C. 1856.*
- 27 • *NPS - Chapter 2, Federal Assistance and Interagency Agreements*
28 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
29 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 30 • *FS - FSM 1580, 5106.2 and FSH 1509.11.*

31 32 **Types of Agreements**

33 34 **National Interagency Agreements**

35 The national agreement, which serves as an umbrella for interagency assistance
36 among federal agencies is the interagency agreement between the Bureau of
37 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
38 Wildlife Service of the United States Department of the Interior, and the Forest
39 Service of the United States Department of Agriculture. This and other national
40 agreements give substantial latitude while providing a framework for the
41 development of state and local agreements and operating plans.

42 43 **Regional/State Interagency Agreements**

44 Regional and state cooperative agreements shall be developed for mutual
45 assistance. These agreements are essential to the fire management program.
46 Concerns for area-wide scope should be addressed through these agreements.

Release Date: January 2013

08-9

1

2 Local Interagency Agreements

3 Local units are responsible for developing agreements with local agencies and
4 fire departments to meet mutual needs for suppression and/or prescribed fire
5 services.

6

7 Emergency Assistance

8 Approved, established reimbursable agreements are the appropriate and
9 recommended way to provide emergency assistance. If no agreements are
10 established, refer to your Agency Administrator to determine the authorities
11 delegated to your agency to provide emergency assistance.

12

13 Contracts

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

19

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

23

24 Elements of an Agreement

25

26 The following elements should be addressed in each agreement:

- 27 • The authorities appropriate for each party to enter in an agreement.
- 28 • The roles and responsibilities of each agency signing the agreement.
- 29 • An element addressing the cooperative roles of each participant in
30 prevention, pre-suppression, suppression, fuels, and prescribed fire
31 management operations.
- 32 • Reimbursements/Compensation - All mutually approved operations that
33 require reimbursement and/or compensation will be identified and agreed to
34 by all participating parties through a cost-share agreement. The mechanism
35 and timing of the funding exchanges will be identified and agreed upon.
- 36 • Appropriation Limitations - Parties to this agreement are not obligated to
37 make expenditures of funds or reimbursements of expenditures under terms
38 of this agreement unless the Congress of the United States of America
39 appropriates such funds for that purpose by the Counties of _____, by the
40 Cities of _____, and/or the Governing Board of Fire Commissioners
41 of_____.
- 42 • Liabilities/Waivers - Each party waives all claims against every other party
43 for compensation for any loss, damage, personal injury, or death occurring
44 as a consequence of the performance of this agreement unless gross
45 negligence on any part of any party is determined.

- 1 • Termination Procedure - The agreement shall identify the duration of the
2 agreement and cancellation procedures.
- 3 • A signature page identifying the names of the responsible officials shall be
4 included in the agreement.
- 5
- 6 • *NPS - Refer to DO-20 for detailed instructions and format for developing*
7 *agreements.*
- 8

9 **Annual Operating Plans (AOPs)**

10

11 Annual Operating Plans shall be reviewed, updated, and approved prior to the
12 fire season. The plan may be amended after a major incident as part of a joint
13 debriefing and review. The plan shall contain detailed, specific procedures
14 which will provide for safe, efficient, and effective operations.

15

16 **General Elements of an AOP**

17 The following items should be addressed in the AOP:

- 18 • **Mutual Aid**
19 The AOP should address that there may be times when cooperators are
20 involved in emergency operations and unable to provide mutual aid. In this
21 case, other cooperators may be contacted for assistance.
- 22 • **Command Structure**
23 Unified command should be used, as appropriate, whenever multiple
24 jurisdictions are involved, unless one or more parties request a single
25 agency IC. If there is a question about jurisdiction, fire managers should
26 mutually decide and agree on the command structure as soon as they arrive
27 on the fire; Agency Administrators should confirm this decision as soon as
28 possible. Once this decision has been made, the incident organization in
29 use should be relayed to all units on the incident as well as dispatch centers.
30 In all cases, the identity of the IC must be made known to all fireline and
31 support personnel.
- 32 • **Communications**
33 In mutual aid situations, a common designated radio frequency identified in
34 the AOP should be used for incident communications. All incident
35 resources should utilize and monitor this frequency for incident
36 information, tactical use, and changes in weather conditions or other
37 emergency situations. In some cases, because of equipment availability/
38 capabilities, departments/agencies may have to use their own frequencies
39 for tactical operations, allowing the “common” frequency to be the link
40 between departments. It is important that all department/agencies change to
41 a single frequency or establish a common communications link as soon as
42 practical. Clear text should be used. Avoid personal identifiers, such as
43 names. This paragraph in the AOP shall meet Federal Communications
44 Commission (FCC) requirements for documenting shared use of radio
45 frequencies.

- 46 • **Distance/Boundaries**

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- 1 Responding and requesting parties should identify any mileage limitations
2 from mutual boundaries where “mutual aid” is either pay or non-pay status.
3 Also, for some fire departments, the mileage issue may not be one of initial
4 attack “mutual aid”, but of mutual assistance. In this situation, you may
5 have the option to make it part of this agreement or identify it as a situation
6 where the request would be made to the agency having jurisdiction, which
7 would then dispatch the fire department.
- 8 ● **Time/Duration**
9 Responding and requesting parties should identify time limitations (usually
10 24 hours) for resources in a non-reimbursable status, and “reimbursable
11 rates” when the resources are in a reimbursable status.
 - 12 ● **Qualifications/Minimum Requirements**
13 As per the NWCG memorandum *Qualification Standards During Initial*
14 *Action, March 22, 2004* and the PMS 310-1 *Wildland Fire Qualification*
15 *System Guide*:
 - 16 ○ The 310-1 qualification/certification standards are mandatory only for
17 national mobilization of wildland fire fighting resources.
 - 18 ○ During initial action, all agencies (federal, state, local and tribal) accept
19 each other’s standards. Once jurisdiction is clearly established, then
20 the standards of the agency(s) with jurisdiction prevail.
 - 21 ■ *BLM- During initial attack, all agencies accept each other’s*
22 *standards. When an incident exceeds initial attack and*
23 *jurisdiction has been established, the standards of the*
24 *jurisdictional agency(s) prevail.*
 - 25 ○ Prior to the fire season, federal agencies should meet with their state,
26 local, and tribal agency partners and jointly determine the qualification/
27 certification standards that will apply to the use of local, non-federal
28 firefighters during initial action on fires on lands under the jurisdiction
29 of a federal agency.
 - 30 ○ The Geographic Area Coordinating Group should determine the
31 application of 310-1 qualification/certification standards for
32 mobilization within the geographic area.
 - 33 ○ On a fire where a non-federal agency is also an agency with legal
34 jurisdiction, the standards of that agency apply.
 - 35 ○ The AOP should address qualification and certification standards
36 applicable to the involved parties.
 - 37 ● **Reimbursement/Compensation**
38 Compensation shall be as close to actual expenditures as possible. This
39 should be clearly identified in the AOP. Vehicles and equipment operated
40 under the federal excess property system will only be reimbursed for
41 maintenance and operating costs.
 - 42 ● **Cooperation**
43 The annual operating plan will be used to identify how the cooperators will
44 share expertise, training, and information on items such as prevention,
45 investigation, safety, and training.
 - 46 ● **Agency Reviews and Investigations**

- 1 Annual operating plans should describe processes for conducting agency
2 specific reviews and investigations.
- 3 • **Dispatch Centers**
- 4 Dispatch centers will ensure all resources know the name of the assigned IC
5 and announce all changes in incident command. Geographic Area
6 Mobilization Guides, Zone Mobilization Guides, and Local Mobilization
7 Guides should include this procedure as they are revised for each fire
8 season.
- 9
- 10 **Fiscal Responsibility Elements of an AOP**
- 11 Annual Operating Plans should address the following:
- 12 • The level of communication required with neighboring jurisdictions
13 regarding the management of all wildland fires, especially those with
14 multiple objectives.
- 15 • The level of communication required with neighboring jurisdictions
16 regarding suppression resource availability and allocation, especially for
17 wildland fires with objectives that include benefit.
- 18 • Identify how to involve all parties in developing the strategy and tactics to
19 be used in preventing wildland fire from crossing the jurisdictional
20 boundary, and how all parties will be involved in developing mitigations
21 which would be used if a wildland fire does cross jurisdictional boundaries.
- 22 • Jurisdictions, which may include state and private lands, should identify the
23 conditions under which wildland fire may be managed to achieve benefit,
24 and the information or criteria that will be used to make that determination
25 (e.g. critical habitat, hazardous fuels, and land management planning
26 documents).
- 27 • Jurisdictions will identify conditions under which cost efficiency may
28 dictate where suppression strategies and tactical actions are taken (i.e. it
29 may be more cost effective to put the containment line along an open
30 grassland than along a mid-slope in timber). Points to consider include loss
31 and benefit to land, resource, social and political values, and existing legal
32 statutes.
- 33 • The cost-sharing methodologies that will be utilized should wildfire spread
34 to a neighboring jurisdiction in a location where fire is not wanted.
- 35 • The cost-share methodologies that will be used should a jurisdiction accept
36 or receive a wildland fire and manage it to create benefit.
- 37 • Any distinctions in what cost-share methodology will be used if the reason
38 the fire spreads to another jurisdiction is attributed to a strategic decision,
39 versus environmental conditions (weather, fuels, and fire behavior), or
40 tactical considerations (firefighter safety, resource availability) that preclude
41 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
42 methodologies may include, but are not limited to, the following:
- 43 ○ When a wildland fire that is being managed for benefit spreads to a
44 neighboring jurisdiction because of strategic decisions, and in a

- 1 location where fire is not wanted, the managing jurisdiction shall be
2 responsible for wildfire suppression costs.
- 3 ○ In those situations where weather, fuels, or fire behavior of the
4 wildland fire precludes stopping at jurisdiction boundaries cost-share
5 methodologies may include, but are not limited to:
 - 6 a) Each jurisdiction pays for its own resources – fire suppression
7 efforts are primarily on jurisdictional responsibility lands,
 - 8 b) Each jurisdiction pays for its own resources – services rendered
9 approximate the percentage of jurisdictional responsibility, but not
10 necessarily performed on those lands,
 - 11 c) Cost share by percentage of ownership,
 - 12 d) Cost is apportioned by geographic division. Examples of
13 geographic divisions are: Divisions A and B (using a map as an
14 attachment); privately owned property with structures; or specific
15 locations such as campgrounds,
 - 16 e) Reconciliation of daily estimates (for larger, multi-day incidents).
17 This method relies upon daily agreed to cost estimates, using Incident
18 Action Plans or other means to determine multi-Agency
19 contributions. Reimbursements can be made upon estimates instead
20 of actual bill receipts.

21
22 For further information, refer to *NWCG Memorandum #009-2009 Revisions to*
23 *the Annual Operating Plans for Master Cooperative Fire and Stafford Act*
24 *Agreements due to Implementation of Revised Guidance for the Implementation*
25 *of Federal Wildland Fire Management Policy, April 13, 2009*

26 27 **All-Hazards Coordination and Cooperation**

28
29 All-hazards incidents are natural, technological, or human-caused incidents that
30 warrant action to protect life, property, environment, and public health ~~XXX or~~
31 ~~and safety. XXX, and to minimize disruptions of school activities.~~ Wildland
32 fire is one type of all-hazard incident. All-hazards incidents are managed using
33 a standardized national incident management system and response framework.

34 35 **Stafford Act Disaster Relief and Emergency Assistance**

36 The *Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public*
37 *Law 93-288, as amended)* establishes the programs and processes for the Federal
38 Government to provide disaster and emergency assistance to states, local
39 governments, tribal nations, individuals, and qualified private non-profit
40 organizations. The provisions of the Stafford Act cover all hazards including
41 natural disasters and terrorist events. In a major disaster or emergency as
42 defined by the act, the President “may direct any federal agency, with or without
43 reimbursement, to utilize its authorities and the resources granted to it under
44 federal law (including personnel, equipment, supplies, facilities, managerial,
45 technical, and advisory services) in support of state and local assistance efforts.”

46

1 **Homeland Security Act**

2 The *Homeland Security Act of 2002 (Public Law 107-296)* established the
3 Department of Homeland Security (DHS) with the mandate and legal authority
4 to protect the American people from the continuing threat of terrorism. In the
5 act, Congress also assigned DHS as the primary focal point regarding natural
6 and manmade crises and emergency planning.

7

8 **Homeland Security Presidential Directive-5**

9 *Homeland Security Presidential Directive (HSPD-5), Management of Domestic*
10 *Incidents, February 28, 2003*, is intended to enhance the ability of the United
11 States to manage domestic incidents by establishing a single, comprehensive
12 national incident management system. HSPD-5 designates the Secretary of
13 Homeland Security ~~XXX and as~~ the Principal Federal Official (PFO) for
14 domestic incident management and empowers the Secretary to coordinate
15 Federal resources used in response to or recovery from terrorist attacks, major
16 disasters, or other emergencies in specific cases.

17

18

19 **National Response Framework**

20 Federal disaster relief and emergency assistance are coordinated by the Federal
21 Emergency Management Agency (FEMA) using the National Response
22 Framework (NRF). The NRF, using the National Incident Management System
23 (NIMS), establishes a single, comprehensive framework for the management of
24 domestic incidents. The NRF provides the structure and mechanisms for the
25 coordination of federal support to state, local, and tribal incident managers; and
26 for exercising direct federal authorities and responsibilities. Information about
27 the National Response Framework can be found at: ~~XXX~~
28 <http://www.fema.gov/nrf/index.htm> [www.fema.gov/national-response-](http://www.fema.gov/national-response-framework)
29 [framework](http://www.fema.gov/national-response-framework)

30

31 **National Incident Management System (NIMS)**

32 HSPD-5 directed that the DHS Secretary develop and administer a National
33 Incident Management System to provide a consistent, nationwide approach for
34 Federal, State, and local governments to work effectively and efficiently
35 together to prepare for, respond to, and recover from domestic incidents,
36 regardless of cause, size, or complexity. To provide for interoperability and
37 compatibility among federal, state, and local capabilities, the NIMS will include
38 a core set of concepts, principles, terminology, and technologies covering the
39 incident command system; multi-agency coordination systems; unified
40 command; training; identification and management of resources (including
41 systems for classifying types of resources); qualifications and certification; and
42 the collection, tracking, and reporting of incident information and incident
43 resources. ~~XXX~~ Information about the NIMS can be found at:
44 www.fema.gov/national-incident-management-system

45

46 **Emergency Support Function (ESF) Annexes**

1 Emergency Support Function (ESF) Annexes are the components of the NRF
 2 that detail the mission, policies, structures, and responsibilities of federal
 3 agencies. They are utilized for coordinating resource and programmatic support
 4 to the states, tribes, and other federal agencies or other jurisdictions and entities
 5 during Incidents of National Significance. Each ESF Annex identifies the ESF
 6 coordinator and the primary and support agencies pertinent to the ESF. XXX
 7 USDA-FS and USFA are the Co-coordinators of ESF #4- Firefighting. USDA-
 8 FS coordinates at the national and regional levels with FEMA, state agencies,
 9 and cooperating agencies on all issues related to response activities. USFA
 10 coordinates with appropriate state agencies and local fire departments to expand
 11 structural firefighting resource capacity in the existing national firefighting
 12 mobilization system and provides information on protection of emergency
 13 services sector critical infrastructure.

14
 15 The XXX ESF primary agency serves as a federal executive agent under the
 16 Federal Coordinating Officer to accomplish the ESF mission. XXX The ESF
 17 support agencies, when requested by XXX the DHS or the designated ESF
 18 primary agency, are responsible for conducting operations using their own
 19 authorities, subject-matter experts, capabilities, or resources. USDA-FS is the
 20 XXX coordinator and primary agency for ESF #4 - Firefighting. XXX For ESF
 21 #4 operations that occur in the State of Alaska, the USDA-FS remains the
 22 primary agency under the NRF, and works closely with the Department of the
 23 Interior (DOI)/Bureau of Land Management, who serves as the operational lead
 24 for firefighting response in Alaska. See <http://www.fema.gov/pdf/nrf/nrf-esf-04.pdf> for further information regarding ESF #4. **XXX PLACEHOLDER:
 25 WEBSITE WILL CHANGE**

26
 27
 28 Other NRF USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA Role	DOI Role
#01 Transportation	Support	Support
#02 Communications	Support	Support
#03 Public Works and Engineering	Support	Support
#04 Firefighting	Coordinator & Primary	Support
#05 Emergency Management	Support	Support
#06 Mass Care, Emergency Assistance, Housing, & Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	Support
#08 Public Health and Medical Services	Support	Support
#09 Search and Rescue	Support	Primary
#10 Oil and Hazardous Materials Response	Support	Support

#11 Agriculture and Natural Resources	Support XXX (through USDA)	Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support
XXX #14 Long-term Community Recovery		Support
#15 External Affairs	Support	Support

1

2 **National Oil and Hazardous Substances Pollution Contingency Plan (NCP,**
3 **40 CFR 300)**

4 The NCP provides the organizational structure and procedures for preparing for
5 and responding to discharges of oil and releases of hazardous substances,
6 pollutants, and contaminants. The NCP is required by section 105 of the
7 Comprehensive Environmental Response, Compensation, and Liability Act of
8 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments
9 and Reauthorization Act of 1986 (SARA), P.L. 99-499, and by section 311(d) of
10 the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil
11 Pollution Act of 1990 (OPA), P.L. 101-380. The NCP identifies the national
12 response organization that may be activated in response actions to discharges of
13 oil and releases of hazardous substances, pollutants, and contaminants in
14 accordance with the authorities of CERCLA and the CWA. It specifies
15 responsibilities among the federal, state, and local governments and describes
16 resources that are available for response, and provides procedures for involving
17 state governments in the initiation, development, selection, and implementation
18 of response actions, pursuant to CERCLA. The NCP works in conjunction with
19 the National Response Framework through Emergency Support Function 10 –
20 Oil and Hazardous Material Response.

21

22 **Post-Katrina Emergency Management Reform Act**

23 *The Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295)*
24 amended the Homeland Security Act. This law established the FEMA
25 Administrator as responsible for managing the Federal response to emergencies
26 and disasters, and for reporting directly to the President. The Secretary of
27 Homeland Security is the Principal Federal Official, but has no direct authority
28 for response or coordination.

29

30 **Presidential Policy Directive-8**

31 *Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30,*
32 *2011* is intended to strengthen all-of-Nation preparedness. PPD-8 directs the
33 Secretary of Homeland Security to develop a national preparedness goal and a
34 national preparedness system in coordination and consultation with other federal
35 departments and agencies, state, local, tribal, and territorial governments, private
36 and non-profit sectors, and the public. The national preparedness system ~~XXX~~
37 ~~will be is~~ comprised of:

- 1 • National planning frameworks for the prevention, protection, mitigation,
2 response to, and recovery from national threats. These frameworks **XXX**
3 **will be are** similar and complementary to the National Response Framework
4 (NRF).
- 5 • Corresponding **XXX Federal** interagency **XXX-and-agency** operational
6 plans.
- 7 • Guidance for the national interoperability of personnel and equipment.
- 8 • Guidance for business, community, family, and individual preparedness.

9 10 **All-Hazards Coordination and Cooperation**

11 In an actual or potential Incident of National Significance that is not
12 encompassed by the Stafford Act, the President may instruct a federal
13 department or agency, subject to any statutory limitations on the department or
14 agency, to utilize the authorities and resources granted to it by Congress. In
15 accordance with Homeland Security Presidential Directive-5, federal
16 departments and agencies are expected to provide their full and prompt support,
17 cooperation, available resources, consistent with their own responsibilities for
18 protecting national security. Personnel assigned to all-hazard incidents may
19 only perform duties within agency policy, training, and capability.

20 21 **XXX NWCG Role in Support, Coordination, and All-Hazards Response by** 22 **Wildland Fire Agencies**

23
24 **XXX** The National Wildfire Coordinating Group has established guidelines to
25 define NWCG's role in the preparedness for, coordination of, and support to all-
26 hazards incidents.

27 28 **XXX** General All-Hazards Guidelines for NWCG:

- 29 • The National Incident Management System (NIMS) is the foundation of all
30 response. NWCG principles, procedures, and publications will comply with
31 and support NIMS. NWCG expects that all local, State, and Federal
32 response agencies and organizations will comply with NIMS.
- 33 • NWCG uses the NIMS definition of All-Hazards, which includes wildland
34 fire. This definition is:
 - 35 ○ All-Hazards: Describing an incident, natural or manmade, that
36 warrants action to protect life, property, environment, and public
37 health or safety, and to minimize disruptions of government, social, or
38 economic activities.
- 39 • NWCG recognizes FEMA's role in overseeing the development,
40 implementation, and maintenance of NIMS, which includes the Incident
41 Command System (ICS) and its components (forms, core competencies,
42 training, qualifications and standards, etc.).
- 43 • NWCG accepts the components of NIMS and will develop an endorsement
44 process and additional qualifications requirements for positions having
45 specific wildland fire application.

- 1 • NWCG recognizes and supports the use of position-specific qualifications
2 from other NIMS compliant disciplines (law enforcement, structure fire,
3 hazmat, etc.)
- 4 • NWCG supports the ongoing development and maintenance of wildland fire
5 systems to be adaptable for all-hazards response.
- 6 • NWCG expects that all wildland fire personnel engaged in all-hazards
7 response, whether at the national, regional or local level will base actions on
8 both NWCG and agency policies, standards, doctrine, and procedures.
- 9 • NWCG member agencies ensure all personnel responding to all-hazards
10 incidents are properly trained, equipped, and qualified for their assigned
11 position.
- 12 • NWCG encourages all wildland fire agencies and personnel to receive
13 appropriate preparedness training, focusing on general knowledge of all-
14 hazards response, disaster characteristics, and the effects from these events
15 on citizens and responders.
- 16 • NWCG encourages all wildland fire agencies and personnel to consider
17 appropriate risk mitigation measures (e.g. vaccinations, personal protective
18 equipment, etc.) prior to responding to all-hazards incidents.
- 19 • NWCG coordinates with member agencies to ensure accountability of
20 wildland fire personnel during all-hazards response.

21 **USFS All-Hazards Guiding Principles and Doctrine**

22 The Forest Service has developed doctrine, known as the *Foundational Doctrine*
23 *for All-Hazard Response*, outlining the guiding principles, roles, and
24 responsibilities of the agency during all-hazards response. Forest Service
25 responders and leadership are expected to follow this doctrine, established to
26 help ensure the safest response conditions possible.

27

28 The following principles encompass the guidelines, roles, and responsibilities
29 established in this doctrine:

- 30 • The intent of Forest Service all-hazard response and support is to protect
31 human life, property, and at-risk lands and resources *while imminent threats*
32 *exist*.
- 33 • Personnel should be prepared and organized to support all-hazard responses
34 by providing trained personnel to utilize their inherent skills, capabilities,
35 and assets -without requiring significant advanced training and preparation.
36 Support to cooperators requiring wildland resources will be consistent with
37 employee core skills, capabilities, and training.
- 38 • As incidents move from the *response phase* to the *recovery phase*, there
39 should be a shift to demobilizing agency resources.
- 40 • Within all-hazard response environments, agency personnel may encounter
41 situations in which there is an imminent threat to life and property outside
42 of their Agency's jurisdiction. These environments include scenarios
43 ranging from being first on scene at a vehicle accident, to committing
44 Agency resources to protect a local community. Leaders are therefore
45 expected to use their judgment and respond appropriately.

- 1 • Wildland resources deployed to all-hazard responses will understand the
2 dynamic and complex environment and utilize their leadership, training, and
3 skills to adapt, innovate, and bring order to chaos.
- 4 • Leaders are expected to operate within the incident organizational structure
5 encountered on all-hazard responses. When such structure is absent, they
6 will utilize National Incident Management System principles to assure safe
7 and effective utilization of agency resources.
- 8 • Leaders are expected to operate under existing policies and doctrine under
9 normal conditions. On all-hazard responses, fire and aviation business and
10 safety standards may have to be adapted to the situation to successfully
11 accomplish the mission. When conflicts occur, employees will use their
12 judgment, weigh the risk versus gain, and operate within the intent of
13 Agency policy and doctrine.
- 14 • All-hazard response will be focused on missions that we perform
15 consistently and successfully. Workforce assignments will be directed
16 toward the core skills developed through our existing training and
17 curriculum.
- 18 • Agency employees will be trained to operate safely and successfully in the
19 all-hazard environment. Preparedness training will focus on gaining
20 general knowledge of all-hazard response, disaster characteristics, as well as
21 the effects from these events on citizens and responders.
- 22 • Specific operational skills will be facilitated through the National Incident
23 Management System, working with the responsible agencies who supply
24 the technical specialists who, in turn, provide the specific skill sets. The
25 Forest Service will not train or equip to meet every hazard.
- 26 • Wildland employees are expected to perform all-hazard support as directed
27 within their qualifications and physical capabilities. All employees have the
28 right to a safe assignment. The employee may suspend his or her work
29 whenever any environmental condition –or combination of conditions–
30 become so extreme than an immediate danger is posed to employee health
31 and safety that cannot be readily mitigated by the use of appropriate,
32 approved protective equipment or technology.
- 33 • Acceptable risk is risk mitigated to a level that provides for reasonable
34 assurances that the all-hazard task can be accomplished without serious
35 injury to life or damage to property.
- 36 • All-hazard incident-specific briefing and training will be accomplished
37 *prior* to task implementation. This preparation will usually occur prior to
38 mobilization where incident description, mission requirements, and known
39 hazards are addressed. Key protective equipment and associated needs for
40 these all-hazard task that wildland employees do not routinely encounter or
41 perform will be identified. This will be done- and be in place- *prior* to task
42 implementation.
- 43 • Agency employees will be provided with appropriate vaccinations,
44 credentials, and personal protective equipment to operate in the all-hazard
45 environment to which they are assigned.

- 1 • Additional information can be found in the Forest Service Foundational
2 Doctrine for All-Hazard Response:
3 http://www.fs.fed.us/fire/doctrine/conferences/all_hazard_response.pdf
4

5 **International Wildland Fire Coordination and Cooperation**

7 **U.S. - Mexico Cross Border Cooperation on Wildland Fires XXX**

8 **PLACEHOLDER: NEW AGREEMENT IN DEVELOPMENT**

9 In June of 1999, the Department of Interior and the Department of Agriculture
10 signed a Wildfire Protection Agreement with Mexico. The agreement has two
11 purposes:

- 12 • To enable wildfire protection resources originating in the territory of one
13 country to cross the United States-Mexico border in order to suppress
14 wildfires on the other side of the border within the zone of mutual
15 assistance (10 miles/16 kilometers) in appropriate circumstances.
16 • To give authority for Mexican and U.S. fire management organizations to
17 cooperate on other fire management activities outside the zone of mutual
18 assistance.

19
20 National Operational Guidelines for this agreement are located in Chapter 40 of
21 the *National Interagency Mobilization Guide* available online. These guidelines
22 cover issues at the national level and also provide a template for those issues that
23 need to be addressed in local operating plans. The local operating plans identify
24 how the agreement will be implemented by the GACCs (and Zone Coordination
25 Centers) that have dispatching responsibility on the border. The local operating
26 plans will provide the standard operational procedures for wildfire suppression
27 resources that could potentially cross the U.S. border into Mexico.

29 **U.S. - Canada, Reciprocal Forest Firefighting Arrangement**

30 Information about United States - Canada cross border support is located in
31 Chapter 40 of the *National Interagency Mobilization Guide* available online.
32 This chapter provides policy guidance, which was determined by an exchange of
33 diplomatic notes between the U.S. and Canada in 1982. This chapter also
34 provides operational guidelines for the Canada - U.S. Reciprocal Forest Fire
35 Fighting Arrangement. These guidelines are updated yearly.

37 **U.S. - Australia/New Zealand Wildland Fire Arrangement**

38 Information about United States - Australia/New Zealand support is located in
39 Chapter 40 of the *National Interagency Mobilization Guide* available online.
40 This chapter provides a copy of the arrangements signed between the U.S. and
41 the states of Australia and the country of New Zealand for support to one
42 another during severe fire seasons. It also contains the AOP that provides more
43 detail on the procedures, responsibilities, and requirements used during
44 activation.

46 **International Non-Wildland Fire Coordination and Cooperation**

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1

2 **International Disasters Support**

3 Federal wildland fire employees may be requested through the FS to support the
4 U.S. Government's (USG) response to international disasters by serving on
5 Disaster Assistance Response Teams (DARTs). A DART is the operational
6 equivalent of an ICS team used by the U.S. Agency for International
7 Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-
8 the-ground operational capability at the site of an international disaster. Prior to
9 being requested for a DART assignment, employees will have completed a
10 weeklong DART training course covering information about:

- 11 • USG agencies charged with the responsibility to coordinate USG responses
12 to international disaster.
- 13 • The purpose, organizational structure, and operational procedures of a
14 DART.
- 15 • How the DART relates to other international organizations and countries
16 during an assignment. Requests for these assignments are coordinated
17 through the FS International Programs, Disaster Assistance Support
18 Program (DASP).
- 19 • DART assignments should not be confused with technical exchange
20 activities, which do not require DART training.

21

22 More information about DARTs can be obtained at the FS International
23 Program's website: <http://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.

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Chapter 09 Fire Management Planning

Policy and Implementation

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 (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/policies_main.html

Purpose

The fire management planning process and requirements may differ among agencies. However, for all agencies, 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 FMP includes a concise summary of information organized by fire management unit (FMU) or units. Each FMP should be updated as new information becomes available, as conditions on the ground necessitate updates, or when changes are made to the L/RMP.

For an example of FMP templates, see:

- **DOI-** <http://www.nwcg.gov/branches/ppm/ifpc/library.htm>
- **FS-** <http://fsweb.wo.fs.fed.us/fire/fmp/>

Wildland Fire Management Objectives

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

1 Concepts and Definitions

2

3 For further clarification of concepts and definitions that follow, refer to
4 *Terminology Updates Resulting from Release of the Guidance for the*
5 *Implementation of Federal Wildland Fire Management Policy (2009), April 30,*
6 *2010 (NWCG #024-2010), and the *Guidance for Implementation of Federal**
7 *Wildland Fire Management Policy, February 13, 2009.*

8

9 Land/Resource Management Plan

10 A document prepared with public participation and approved by the Agency
11 Administrator that provides general guidance and direction for land and resource
12 management activities for an administrative area. The L/RMP identifies fire's
13 role in a particular area and for a specific benefit. The objectives in the L/RMP
14 provide the basis for the development of fire management objectives and the fire
15 management program in the designated area.

16

17 Fire Management Plan

18 A Fire Management Plan (FMP) identifies and integrates all wildland fire
19 management (both planned and unplanned ignitions) and associated activities
20 within the context of the approved L/RMP. The FMP is supplemented by
21 operations plans, including but not limited to preparedness plans, preplanned
22 dispatch plans, fuels treatment plans, and prevention plans. FMPs assure that
23 wildland fire management goals and objectives are coordinated.

24

25 Fire Management Unit

26 The primary purpose of developing Fire Management Units (FMUs) in fire
27 management planning is to assist in organizing information in complex
28 landscapes. The process of creating FMUs divides the landscape into smaller
29 geographic areas to more easily describe physical/biological/social
30 characteristics and frame associated planning guidance based on these
31 characteristics. FMUs should be developed through interagency efforts and
32 interactions to facilitate common fire management across boundaries.

33

34 A FMU can be any land management area definable by objectives that set it
35 apart from the management characteristics of an adjacent FMU (e.g.
36 management constraints, topographic features, access, values to be protected,
37 political boundaries, fuel types, and major fire regime groups). The FMU may
38 have dominant management objectives and pre-selected strategies assigned to
39 accomplish these objectives.

40

41 Wildland Fire

42 Wildland fire is a general term describing any non-structure fire that occurs in
43 vegetation and/or natural fuels including both prescribed fire and wildfire.

44

45

46

1 **Fire Type**

2 Wildland fires are categorized into two distinct types:

- 3 • Wildfires- Unplanned ignitions or prescribed fires that are declared
4 wildfires.
5 • Prescribed fires- Planned ignition.
6

7 **Response to Wildland Fire**

8 Responses to wildland fire will be coordinated with all affected
9 agencies/cooperators regardless of the jurisdiction at the ignition point. Fire, as
10 a critical natural process, will be integrated into land and resource management
11 plans and activities on a landscape scale, and across agency boundaries.
12

13 Management response to a wildland fire on federal land is based on objectives
14 established in the applicable L/RMP and FMP. A wildfire may be concurrently
15 managed for more than one objective. Unplanned natural ignitions may be
16 managed to achieve L/RMP and FMP objectives when risk is within acceptable
17 limits.

- 18 • **FS-** *All wildfires will have a protection objective.*
19

20 Initial response to human-caused wildfires will be to suppress the fire at the
21 lowest cost with the fewest negative consequences with respect to firefighter and
22 public safety.

- 23 • **FS-** *Human caused fires and trespass fires must be suppressed safely and
24 cost effectively and must not be managed for resource benefits.*
25 • **BLM-** *All known human caused fires, except escaped prescribed fires, will
26 be suppressed in every instance and will not be managed for resource
27 benefits.*
28 • **XXX FWS-** *All escaped prescribed fires will be suppressed. When
29 reporting in FMIS, the cause of the wildfire will be "Escaped RX" and the
30 narrative will document the link between the prescribed fire and the
31 wildfire.*
32 • **XXX NPS-** *Refer to RM-18, Chapter 2 for further guidance.*
33

34 Response to wildland fire is based on ecological, social, and legal consequences
35 of the fire. The appropriate response to the fire is dictated by:

- 36 • The circumstances under which a fire occurs
37 • The likely consequences to firefighter/public safety and welfare
38 • The natural/cultural resource values to be protected
39

40 **Initial Response**

41 Initial response is the immediate decisions and actions taken to react to an
42 ignition. These decisions and actions may include a management or initial
43 decision to postpone taking action on the ground based on conditions, safety,
44 and/or competing priorities.
45

1 **Initial Attack**

2 This type of initial response is an aggressive action to put the fire out consistent
3 with firefighter and public safety and values to be protected.

4

5 **Extended Attack**

6 Suppression activity for a wildfire that has not been contained or controlled by
7 initial attack or contingency forces and for which more firefighting resources are
8 arriving, en route, or being ordered by the initial attack Incident Commander.

9 See *NWCG Glossary of Wildland Fire Terminology, November 2008*.

10

11 **Wildfire Suppression**

12 Management action to extinguish a fire or confine fire spread.

Chapter 10 Preparedness

Preparedness

Preparedness is the result of activities that are planned and implemented prior to wildland fire ignitions to ensure safe, efficient, and effective management action. Preparedness is a continuous process that includes developing and maintaining unit, state/regional, and national level firefighting infrastructure; predicting fire activity; ~~XXX preventing human-caused fires~~; hiring, training, equipping, and deploying firefighters; evaluating performance,; correcting deficiencies; and improving overall operations. The preparedness process includes routine pre-season actions as well as incremental in-season actions conducted in response to increasing fire danger.

Preparedness actions are ~~XXX consistent with actions identified in the Fire Management Plan and~~ based on operational plans ~~XXX such as including the Fire Danger Operating Plans (FDOPs), Preparedness Level ~~XXX/ Plans~~, Step-up Plans, ~~XXX Preparedness Plans~~, and ~~for~~ Initial ~~R~~esponse Plans.~~

Fire Danger Operating Plan

FDOPs use information from decision support tools such as the National Fire Danger Rating System (NFDRS), the Canadian Forest Fire Danger Rating System (CFFDRS, used in interior Alaska), the Palmer Drought Index, live fuel moisture data, monthly or seasonal wildland fire outlooks, seasonal climate forecasts, and wildland fire risk analyses. FDOPs should be prepared by individuals trained at the Intermediate NFDRS (S-491) level, and preferably the Advanced NFDRS level.

The FDOP guides the application of information from decision support tools (i.e. NFDRS, CFFDRS, etc.) at the local level. A FDOP documents the establishment and management of the local unit fire weather station network and describes how fire danger ratings are applied to local unit fire management decisions. FDOPs are generally prepared for local interagency areas; therefore, interagency involvement throughout the process is essential. Interagency FDOPs are an integral component of unit fire management plan(s). FDOPs may be packaged as a stand-alone document or as part of a larger planning effort (such as a fire management plan).

All units will develop and maintain a Fire Danger Operating Plan. Fire Danger Operating Plans include, but are not limited to, the following components:

- **Roles and Responsibilities**

Defined for those responsible for maintenance and daily implementation of the plan, program management related to the plan, and associated training.

- 1 Training for development of fire danger rating areas is available through
2 NWCG-sponsored NFDRS courses.
- 3 • **Fire Danger Rating Inventory**
4 An inventory of the basic components of the operating plan will include a
5 description of the dispatch response areas, protection units, administrative
6 units, fire occurrence, land management objectives, standards, guidelines,
7 etc. The fire danger rating inventory:
8 ○ includes identification of fire/ignition issues specific to the area;
9 ○ incorporates NFDRS fuel models, slope classes (topography, and
10 weather/climatology into Fire Danger Rating Areas (FDRAs); and
11 ○ validates the existing weather station network and identifies any
12 additional weather stations that support fire danger rating needs.
- 13 • **Operational Procedures**
14 This section establishes the procedures used to gather and process data in
15 order to integrate fire danger rating information into decision processes.
16 The network of fire weather stations whose observations are used to
17 determine fire danger ratings is identified. Station maintenance
18 responsibilities and schedules are defined.
19 ○ NFDRS offers several choices of fuel model and output to the user.
20 Distinct selections of fuel model and index/component are appropriate
21 for different management decisions (such as internal readiness or
22 industrial and public restrictions). The choice of NFDRS fuel model
23 and index or component used to determine fire danger ratings to
24 support particular decisions is explained in this section.
25 ○ NFDRS requires periodic management in order to produce appropriate
26 results that are applied in a timely manner. Some daily observation
27 variables (such as state of the weather) must be manually validated
28 and published daily. This procedure is essential for the calculation of
29 daily and forecasted NFDRS outputs in the Weather Information
30 Management System (WIMS) and ensures weather data storage in the
31 National Interagency Fire Management Integrated Database
32 (NIFMID). These efforts are coordinated with the local National
33 Weather Service fire weather meteorologists and Geographic Area
34 Coordination Center (GACC) predictive services meteorologists to
35 provide timely forecasted NFDRS outputs. Observed (today) and
36 forecasted (tomorrow) NFDRS outputs are communicated daily. Live
37 fuel moisture model inputs (such as herbaceous vegetation type/stage,
38 season code, greenness factor) are adjusted seasonally in WIMS
39 (<http://fam.nwcg.gov/fam-web/>) at appropriate times. Decision points
40 are determined through analysis using FireFamily Plus and reviewed
41 and adjusted annually or more often as appropriate in WIMS.
- 42 • **Climatic Breakpoints and Fire Business Thresholds**
43 Climatological breakpoints and fire business thresholds are established to
44 provide NFDRS-based decision points for all appropriate management
45 responses in a Fire Danger Rating Area (FDRA). Climatological

1 breakpoints are points on the cumulative distribution of one fire
2 weather/danger index computed from climatology without regard for
3 associated fire occurrence/business. For example, the value of the 90th
4 percentile ERC is the climatological breakpoint at which only 10 percent of
5 the ERC values are greater in value. Climatological percentiles are used for
6 budgetary decisions by federal agencies.
7 ○ BLM - 80th and 95th percentiles
8 ○ FWS/NPS/FS - 90th and 97th percentiles
9

10 It is important to identify the period or range of data analysis used to determine
11 the agency percentiles. The percentile values for 12 months of data will be
12 different from the percentile values for the fire season. Year round data should
13 be used for percentiles for severity **XXX type-related** decisions, and percentiles
14 based on fire season data for staffing levels and adjective fire danger rating.
15

16 It is equally important to recognize that these agency-specific climatological
17 percentiles represent a method to describe a point during the year with respect to
18 fire weather/danger indices computed from historical weather only.
19 Climatological percentiles do not incorporate the correlation of fire occurrence
20 data.
21

22 Fire business thresholds are values of one or more fire weather/fire danger
23 indices that have been statistically related to occurrence of fires (fire business).
24 Generally, the threshold is a range of weather/fire danger values where fire
25 activity has significantly increased or decreased. Assuming that a
26 comprehensive FireFamilyPlus analysis of historical weather and fire occurrence
27 data is completed, fire business thresholds are expected to more closely predict
28 large and/or multiple fire activity than climatological breakpoints.
29

30 **Staffing Level**

31 The Staffing Level is used to make daily internal fire operations decisions.
32 **XXX The Staffing Level is the daily staffing of initial response resources, as**
33 **opposed to the number of resources dispatched to an incident (see Initial**
34 **Response Plan).** A unit can operate with anywhere from 3 to 9 levels of staffing.
35 Most units typically use 5 (1,2,3,4,5) or 6 (1,2,3L,3H,4,5) levels. Staffing
36 Level is a direct output of the danger rating processor (WIMS) and is based on
37 one of the following:

- 38 • NFDRS (Burning Index, Energy Release Component, Spread Component,
39 or Ignition Component)
- 40 • Keetch-Byram Drought Index

41
42 **XXX Staffing levels only consider fire danger, while Preparedness Levels**
43 **incorporate additional items, such as number of fires, incident management**
44 **teams assigned, and resources committed .**
45

1 **Adjective Fire Danger Rating**

2 Adjective Fire Danger Rating (low, moderate, high, very high, extreme) is based
3 on the NFDRS index or component used to compute staffing level and the
4 ignition component (the probability that a firebrand would cause a wildland
5 fire). It is a general description of fire danger for the purpose of informing the
6 public. Adjective ratings are computed automatically in the WIMS based on
7 NFDRS parameters provided by local fire managers.

8
9 Climatological breakpoints and fire business thresholds are developed with
10 NFDRS software, such as FireFamilyPlus, and are applied in the NFDRS
11 processor, (WIMS), to determine daily staffing levels and adjective ratings.

13 **Preparedness Plans**

14
15 Preparedness plans provide management direction given identified levels of
16 burning conditions, fire activity, and resource commitment. ~~XXX and are~~
17 ~~required at national, state/regional, and local levels. XXX~~ Outputs from the
18 FDOP process are used to support decisions found in many different
19 preparedness plans, including staffing plans, step-up/staffing plans, prevention
20 plans, preparedness levels, dispatch response plans, dispatch response levels,
21 etc. Increasing fire danger suggests a corresponding increase in preparedness
22 actions intended to mitigate those fire danger conditions.

23
24 Preparedness plans must be ~~XXX documented as part of~~ based on and
25 ~~consistent with~~ the unit's Fire Management Plan. Preparedness plans consist of:

- 26 • An analysis and decision making process, including a Fire Danger
27 Operating Plan;
- 28 • A validation that each Remote Automated Weather Station (RAWS) meets
29 the requirements of the *Interagency Wildland Fire Weather Station*
30 *Standards and Guidelines* (PMS 426-3); and
- 31 • The identification of actions to be taken in response to increasing levels of
32 fire severity and activity (preparedness level) at the unit level. ~~XXX~~
33 ~~Preparedness levels (1-5) are determined by incremental measures of~~
34 ~~burning conditions, fire activity, and resource commitment.~~

35
36 ~~XXX MOVED BELOW~~ Refer to the National Interagency Mobilization Guide
37 and GACC Mobilization Guides for more information on preparedness plans.

39 **Preparedness Level/XXX Step-up Plans**

40 XXX Preparedness Level Plans are required at the national, state/regional, and
41 local levels. These plans address the five Preparedness Levels (1-5) and provide
42 management direction based on identified levels of burning conditions, fire
43 activity, and resource commitment/availability.

44

1 XXX Refer to the National Interagency Mobilization Guide and GACC
2 Mobilization Guides for more information on Preparedness Level plans.

4 **XXX Step-Up Plans**

5 ~~XXX Preparedness Level/~~Step-up Plans, ~~XXX~~ (also called Staffing Plans), are
6 designed to direct incremental preparedness actions in response to increasing
7 fire danger. Each Step-Up Plan should address the ~~XXX five preparedness~~
8 ~~levels (1, 2, 3, 4, and 5)~~ unit's chosen number of Staffing Levels, and the
9 corresponding planned actions that are intended to mitigate those ~~XXX changing~~
10 fire danger conditions. ~~XXX~~ The Step-up Plan should be based on analysis
11 completed as part of the unit's FDOP, and should be included as part of the
12 FDOP.

13
14 ~~XXX MOVED UP~~ Outputs from the FDOP process are used to support the
15 decisions found in staffing plans, step-up staffing plans, ~~XXX prevention plans,~~
16 ~~preparedness levels, dispatch response plans, dispatch response levels, etc.~~
17 ~~Increasing fire danger suggests a corresponding increase in preparedness actions~~
18 ~~intended to mitigate those fire danger conditions.~~

19
20 The ~~XXX Staffing~~ Step-up Plan describes escalating responses that are pre-
21 approved in the FDOP and fire management plan. ~~XXX~~ A Step-up Plan should
22 also include supplemental preparedness actions. ~~XXX Mitigating Supplemental~~
23 ~~preparedness~~ actions are designed to enhance the unit's fire management
24 capability during short periods (one burning period, Fourth of July, or other pre-
25 identified events) where normal staffing cannot meet initial attack, prevention,
26 or detection needs.

27
28 The difference between ~~XXX preparedness level/~~step-up and severity is that
29 ~~XXX preparedness level/~~step-up actions are established in the unit FDOP ~~XXX~~
30 ~~and/or~~ fire management plan and implemented by the unit when those pre-
31 identified conditions are experienced. Severity is a longer duration condition
32 that cannot be adequately dealt with under normal staffing, such as a killing frost
33 converting live fuel to dead fuel or drought conditions. Severity is discussed
34 later in this chapter.

35
36 ~~XXX Mitigating Supplemental preparedness~~ actions identified in the fire
37 management plan ~~XXX~~ or FDOP should include, but are not limited to, the
38 following items:

- 39 • Management direction and considerations
- 40 • Fire prevention actions, including closures/restrictions, media messages,
41 signing, and patrolling
- 42 • Prepositioning suppression resources
- 43 • Cooperator discussion and/or involvement
- 44 • Safety considerations: safety message, safety officer
- 45 • Augmentation of suppression forces

Release Date: January 2013

- 1 • Support function: consideration given to expanded dispatch activation,
- 2 initial attack dispatch staffing, and other support needs (procurement,
- 3 supply, ground support, and communication)
- 4 • Support staff availability outside of fire organization
- 5 • Communication of Fire Weather Watch and Red Flag Warning conditions
- 6 • Fire danger/behavior assessment
- 7 • Briefings for management and fire suppression personnel
- 8 • Fire information - internal and external
- 9 • Multi-agency coordination groups/area command activation
- 10 • Prescribed fire direction and considerations
- 11 • Increased detection activities

12

13 Initial Response Plans

14

15 Initial Response plans, ~~XXX (e.g. also referred to as run cards XXX, or~~
16 ~~preplanned response XXX, etc.)~~ plans, specify the XXX fire management
17 response XXX (e.g. number and type of suppression assets to dispatch) within a
18 defined geographic area to an unplanned ignition, based on fire weather, fuel
19 conditions, fire management objectives, and resource availability. ~~XXX, initial~~
20 ~~response plans identify the fire management response (e.g. number and type of~~
21 ~~suppression assets to dispatch) to an unplanned ignition.~~

22

23 XXX Fire Management Officers will ensure that initial response plans (e.g. run
24 cards, preplanned response) are in place and provide for initial response
25 commensurate with guidance provided in the Fire Management Plan and
26 Land/Resource Management Plan. Initial response plans will reflect agreements
27 and annual operating plans, and will be reviewed annually prior to fire season.
28 Initial response plans may be modified as needed during fire season to reflect
29 the availability of National, prepositioned, and/or severity resources.

30

31 Fire Danger PocketCard for Firefighter Safety

32

33 Fire Danger PocketCards provide, through a graphical interpretation of daily fire
34 danger, a means for firefighters to understand the fire potential for a given local
35 area during any day of the fire season. Interagency PocketCards are encouraged
36 in areas where multiple agencies share fire suppression responsibilities. Fire
37 Danger PocketCards must adhere to the NWCG standard located at:
38 <http://fam.nwcg.gov/fam-web/pocketcards/default.htm>

39

40 XXX Pocket Cards can be updated as frequently as needed by downloading the
41 additional weather observations, amending the Fire Family Plus database, and
42 running new cards. Pocket Cards based on stations with a dataset of 10 years or
43 less should be updated annually, while cards with more data (10 years or more)
44 should be updated every other year.

- 1 Compliance with the standard, including quality, currency, and application of
2 the PocketCard, is the responsibility of the local fire management unit.
- 3 • **BLM-** BLM units will maintain Fire Danger PocketCards and ensure they
4 are available to all personnel.
 - 5 • **FS-** Obtain Regional certification for Fire Danger PocketCards. Distribute
6 PocketCards to each fireline supervisor on Type 3, 4, and 5 wildfires. **XXX**
7 **Annually** Update and post the cards **XXX to per the NWCG standard**
8 **published on the website referenced above. XXX Units have the option to**
9 **do more frequent updates if they choose to do so.**

10

11 Seasonal Risk Analysis

12

13 A Seasonal Risk Analysis (SRA) requires fire managers to review current and
14 predicted weather and fuels information, compare this information with historic
15 weather and fuels records, and predict the upcoming fire season's severity and
16 duration for any given area. It is important to incorporate drought indices into
17 this assessment.

18

19 **XXX SRA for each geographic area are prepared, issued, and updated each year**
20 **by GACC Predictive Service staffs. These analyses consider detailed**
21 **information for each of the Predictive Services Areas (PSA) within the**
22 **geographic area.**

23

24 **XXX If the SRA suggests an abnormal fire season might be anticipated, a unit**
25 **should notify the state/regional office and request additional resources**
26 **commensurate with the escalated risk.** Information from a SRA can be used to
27 modify the Annual Operating Plan (AOP), step-up and pre-attack plans. It
28 provides the basis for actions such as prepositioning critical resources,
29 requesting additional funding, or modifying Memoranda of Understanding
30 (MOU) to meet anticipated needs.

31

32 **XXX As identified in the Fire Management Plan and/or Fire Danger Operating**
33 **Plan, each unit selects, and compares to normal, the current value and seasonal**
34 **trend of one or more of the following indicators which are most useful in**
35 **predicting fire season severity and duration in its area:**

- 36 • NFDRS (or CFFDRS) index values (ERC, BI)
- 37 • Temperature levels
- 38 • Precipitation levels
- 39 • Humidity levels
- 40 • Palmer Drought or Standardized Precipitation Index
- 41 • 1000-hour fuel moisture (timber fuels)
- 42 • Vegetation moisture levels
- 43 • Live fuel moisture (brush fuels)
- 44 • Curing rate (grass fuels)

- 1 • Episodic wind events (moisture drying days)
- 2 • Unusual weather events (early severe frost)
- 3 • Fires to date

4

5 The seasonal trend of each selected indicator is graphically compared to normal
6 and all-time worst. This comparison is updated regularly and posted in dispatch
7 and crew areas.

8

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

15

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

24

25 **Fire Severity Funding**

26

27 Fire severity funding is the authorized use of suppression operations funds
28 (normally used exclusively for suppression operations and distinct from
29 preparedness funds) for extraordinary preparedness activities that are required
30 due to:

- 31 • Preparedness plans (fire management plan, fire danger operating plan,
32 annual operating plan, etc.) indicate the need for additional
33 preparedness/suppression resources. The plan(s) should identify thresholds
34 for severity needs.
- 35 • Anticipated fire activity will exceed the capabilities of local resources.
- 36 • Fire seasons that either start earlier or last longer than planned in the fire
37 management plan.
- 38 • An abnormal increase in fire potential or danger not planned for in existing
39 preparedness plans.

40

41 The objective of fire severity funding is to mitigate losses ~~XXX by improving~~
42 ~~suppression response capability~~ due to extraordinary conditions by
43 supplementing suppression response capability and provide for increased
44 wildfire prevention activities.

45

1 When **XXX suppression** resources acquired through the approved fire planning
2 process (e.g. NFMAS, IIAA, FPA) are insufficient to meet the extraordinary
3 need, **XXX suppression additional** resources may be requested through the
4 severity funding process. Fire severity funding is not intended to raise
5 preparedness funding levels to cover differences that may exist between funds
6 actually appropriated and those identified in the fire planning process.

7

8 **Typical Uses**

9 Severity funds are typically used to:

- 10 • Increase prevention activities
- 11 • Temporarily increase firefighting staffing
- 12 • Pay for standby
- 13 • Preposition initial attack suppression forces
- 14 • Provide additional aerial reconnaissance
- 15 • Provide for standby aircraft availability

16

17 **Authorization**

18 Authorization to use severity funding is provided in writing based on a written
19 request with supporting documentation. Authorization is on a line item basis
20 and comes with a severity cost code. Agencies will follow their administrative
21 procedures for issuing severity cost codes. Authorization is provided for a
22 maximum of 30 days per request; however, regardless of the length of the
23 authorization, use of severity funding must be terminated when abnormal
24 conditions no longer exist. If the fire severity situation extends beyond the 30
25 day authorization, the State/Region must prepare a new severity request.

26

27 **State/Regional Level Severity Funding**

28 Each fiscal year the national office will provide each state/region with funding
29 and a severity cost code for state/regional short-term severity needs (e.g. wind
30 events, cold dry front passage, lightning events, and unexpected events such as
31 off road rallies) that are expected to last less than one week. Expenditure of
32 these funds is authorized by the state/regional directors at the written request of
33 the Agency Administrator. State/regional directors are responsible and
34 accountable for ensuring that these funds are used only to meet severity funding
35 objectives and that amounts are not exceeded. The national office will notify the
36 state/regional director, state/regional budget officer, and the state/regional FMO
37 when the severity cost code is provided.

- 38 • **XXX BLM- Refer to Chapter 2 and the BLM Fire Operations Website for**
39 **additional short-term severity guidance.**
- 40 • **FWS - Short-term severity or “step-up” cost codes are established yearly**
41 **(at the Regional level) as PER10, PER20, etc (numeric value indicates the**
42 **specific region utilizing short-term severity funding).**

- 1 • *NPS - Parks have the authority to approve “Step-up” actions only, as*
2 *defined in their fire management plan. Regional offices approve severity*
3 *(long term - up to 30 days) for parks up to \$100,000 per severity event.*
4 • *FS - Severity funding direction is found in FSM 5190.*

5
6 **National Level Severity Funding**

7 National Agency Fire Directors or their delegates are authorized to allocate fire
8 severity funding under specific conditions stated or referenced in this chapter.
9 Expenditure of these funds is authorized by the appropriate approving official at
10 the written request of the state/regional director. Approved severity funding will
11 be used only for the preparedness activities and timeframes specifically outlined
12 in the authorization, and only for the objectives stated above.

- 13 • **XXX BLM-** Refer to Chapter 2 and the BLM Fire Operations Website for
14 additional national severity guidance.
15 • *NPS-* National office approves all requests over \$100,000.
16 • *FWS-* Additional information may be found on the FWS Sharepoint site.

17
18 **Appropriate Severity Funding Charges**

19
20 **Labor**

21 Appropriate labor charges include:

- 22 • Regular pay for non-fire personnel
23 • Regular pay for seasonal/temporary fire personnel outside their normal fire
24 funded activation period
25 • Overtime pay for all fire and non-fire personnel
26 • Severity funded personnel and resources must be available for immediate
27 initial attack regardless of the daily task assignment
28 • Severity funded personnel and resources will not use a severity cost code
29 while assigned to wildfires. The wildfire firecode number will be used.

30
31 **Vehicles and Equipment**

- 32 • GSA lease rate and mileage
33 • Hourly rate or mileage for Agency owned vehicles
34 • Commercial rentals and contracts

35
36 **Aviation**

37 This includes:

- 38 • Contract extensions
39 • The daily minimum for call when needed (CWN) aircraft
40 • Preposition flight time
41 • Support expenses necessary for severity funded aircraft (facility rentals,
42 utilities, telephones, etc.)
43
44

1 Travel and Per Diem

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

- 4 • Lodging
- 5 • Government provided meals (in lieu of per diem)
- 6 • Airfare (including returning to their home base)
- 7 • Privately owned vehicle mileage (with prior approval)
- 8 • Other miscellaneous travel and per diem expenses associated with the
9 assignment

10

11 Prevention Activities

12 These include:

- 13 • Funding Prevention Teams (Preventions teams will be mobilized as
14 referenced in the *National Mobilization Guide*, Chapter 20)
- 15 • Implementing local prevention campaigns, to include community risk
16 assessments, mitigation planning, **XXX enforcement**, outreach, and
17 education
- 18 • Augmenting patrols
- 19 • Note: Non-fire funded prevention team members should charge base 8 and
20 overtime to the severity cost code for the length of the prevention activities
21 assignment. Fire funded personnel should charge overtime only to the
22 severity cost code for the length of the prevention activities assignment.

23

24 Inappropriate Fire Severity Funding Charges

- 25 • To cover differences that may exist between funds actually appropriated
26 (including rescissions) and those identified in the fire planning process
- 27 • Administrative surcharges, indirect costs, fringe benefits
- 28 • Equipment purchases
- 29 • Purchase, maintenance, repair, or upgrade of vehicles
 - 30 ○ **FWS/XXXNPS** – *Severity-related repair and maintenance of ~~XXX Fish~~*
31 *and Wildlife-FWS and NPS vehicles and equipment may be funded by*
32 *severity because FWS ~~XXX~~ and NPS ~~does~~ do not have a use rate*
33 *covering these charges. These charges must be approved by the*
34 *National Office.*
- 35 • Purchase of radios
- 36 • Purchase of telephones
- 37 • Purchase of pumps, saws, and similar suppression equipment
- 38 • Aircraft availability during contract period
- 39 • Cache supplies which are normally available in fire caches
- 40 • Fixed ownership rate vehicle costs
- 41 • **XXX Resources or activities to protect Threatened and Endangered Species**
42 **habitat, wildland/urban interface, or other values identified in Land**
43 **Use/Resource Management Plans**

- 1 • XXX Equipment that has been solicited allows for use on nationwide fire
 2 suppression, all hazard incidents and severity. Pre season EERAs / Incident
 3 Only EERAs may not be used for severity use or hazardous fuels projects.
 4 Long term rehabilitation projects require a separate solicitation for
 5 equipment. Incident Only EERAs may not be used for severity activities or
 6 hazardous fuels projects. Equipment that has been solicited under
 7 competitive pre-season I-BPAs may be used on nationwide fire suppression,
 8 all-hazard incidents, and severity activities. Long term rehabilitation
 9 projects require a separate solicitation for equipment.

10

11 **Interagency Requests**

12 Agencies working cooperatively in the same geographic area must work
 13 together to generate and submit joint requests, to minimize duplication of
 14 required resources, reduce interagency costs and to utilize severity funded
 15 resources in an interagency manner. However, each agency should request
 16 funds only for its own agency specific needs. The joint request should be routed
 17 simultaneously through each agency's approval system, and the respective
 18 approving official will issue an authorization that specifies allocations by
 19 agency.

20

21 **Requesting Fire Severity Funding**

22 Each agency has established severity funding request protocols. The completed
 23 and signed request is submitted from the state/regional director to the
 24 appropriate approving official as per the sequence of action outlined below.
 25 Authorizations will be returned in writing.

26 Severity funding request information for all agencies can be found at
 27 http://www.nifc.gov/policies/pol_severity_funding.html

28

29 **Sequence of Action and Responsible Parties for Severity Funding Requests**

Action	Responsible Party
Identify and develop severity funding request.	Unit FMO
Review, modify, and approve (or reject) request. Forward to state/regional office.	Unit Agency Administrator
Review, modify, and approve (or reject) unit request. Add state/regional needs and consolidate. Forward to state/regional director for approval within 48 hours.	State/Regional FMO
Review, modify, and approve (or reject) request. Forward to the appropriate National Fire Director/approving official within 48 hours. Notify the fire budget staff.	State/Regional Director
Review, modify, and approve (or reject) the request within 48 hours. Issue written authorization with a severity cost code.	Appropriate National Fire Director/Approving

	Official
Establish severity cost code in the appropriate finance system within 24 hours.	Applicable National Finance System
Notify unit office(s) and state/regional budget lead upon receipt of authorization.	State/Regional FMO
Execute severity cost code. Ensure that project expenditures are only used for authorized purposes.	Unit Office
Maintain severity files, including requests, authorizations, and summary of expenditures and activities.	Unit/State/Regional/ National Offices

1

2 **Labor Cost Coding For Severity Funded Personnel**

3 Fire **XXX preparedness** personnel outside their normal activation period,
 4 employees whose regular salary is not fire funded, and Administratively
 5 Determined (AD) employees hired under an approved severity request should
 6 charge regular time and approved non-fire overtime to the severity suppression
 7 operations subactivity and the requesting office's severity cost code.
 8 Fire **XXX-funded preparedness** personnel should charge their regular planned
 9 salary (base-eight) to their budgeted subactivity using their home unit's location
 10 code. Overtime associated with the severity request should be charged to the
 11 severity suppression operations subactivity and the requesting office's severity
 12 cost code.

13

14 Regular hours worked in suppression operations will require the use of the
 15 appropriate fire subactivity with the appropriate firecode number. Overtime in
 16 fire suppression operations will be charged to the suppression operations
 17 subactivity with the appropriate firecode number.

18

19 Employees from non-federal agencies should charge their time in accordance
 20 with the approved severity request and the appropriate local and statewide
 21 agreements. **XXX A task order for reimbursement will have to be established**
 22 **and is authorized under the Interagency Agreement for Fire Management. An**
 23 **interagency agreement for reimbursement must be established. The Interagency**
 24 **Agreement for Fire Management can be used as a template.**

25

26 **Documentation**

27 The state/regional and national office will document and file accurate records of
 28 severity funding activity. This will include complete severity funding requests,
 29 written authorizations, and expenditure records.

30

31 **Severity Funding Reviews**

32 State/regional and national offices should ensure appropriate usage of severity
 33 funding and expenditures. This may be done as part of their normal agency fire
 34 program review cycle.

1 Fire Prevention/Mitigation

2

3 Wildland Fire Cause Determination & Fire Trespass

4 ~~XXX Agency policy requires any wildfire to be investigated to determine cause,~~
5 ~~origin, and responsibility. For all human caused fires where responsibility and~~
6 ~~negligence can be determined, actions must be taken to recover the cost of~~
7 ~~suppression activities, land rehabilitation, and damages to the resources and~~
8 ~~improvements. Refer to Chapter 18 for XXX additional guidance.~~

9 Wildland Fire Mitigation and Prevention

10 Fire programs are required to fund and implement unit level Fire Prevention
11 Plans by completing a wildland mitigation/prevention assessment. The purpose
12 of this is to reduce ~~XXX undesirable unwanted~~ human caused ignitions, to
13 reduce damages and losses caused by unwanted wildland fires, ~~XXX to reduce~~
14 ~~unnecessary risk to firefighters,~~ and to reduce the suppression costs of wildland
15 fires. As weather and fuel conditions move from average to above average or
16 severe, and/or human activity increases, mitigation and prevention activities
17 must be strengthened to maintain effectiveness.

18

19 Prevention includes education (sign posting plans, school programs, radio and
20 news releases, recreation contacts, local business contacts, exhibits), industrial
21 program monitoring (timber, mining, power line maintenance operations),
22 reconnaissance patrols, and other activities to prevent ~~XXX and mitigate~~
23 ~~wildfire damage and loss.~~ the occurrence of unwanted human caused fires.

- 24 • ~~XXX BLM-Refer to the BLM Wildland Fire Prevention, Education and~~
25 ~~Mitigation Planning Guide available at:~~
26 ~~http://www.blm.gov/nifc/st/en/prog/fire/fuelsmgmt/fire_prevention_and.html~~
- 27 • *NPS- Only units that experience more than an average of 26 human caused*
28 *fires per ten-year period are required to develop a fire prevention plan.*
- 29 • *FS –Refer to FSM 5110 and 5300.*

30

31 Professional Liability Insurance

32

33 Public Law 110-161 provides for reimbursement for up to one half of the cost
34 incurred for professional liability insurance (including any administrative
35 processing cost charged by the insurance company) for temporary fire line
36 managers, management officials, and law enforcement officers.

37

38 To qualify for reimbursement, “temporary fire line managers” must meet one of
39 the following three criteria:

- 40 • Provide temporary supervision or management of personnel engaged in
41 wildland fire activities;
- 42 • Provide analysis or information that affects a supervisor’s or manager’s
43 decision about a wildland fire;

- 1 • Direct the deployment of equipment for a wildland fire, such as a base camp
- 2 manager, an equipment manager, a helicopter coordinator, or an initial
- 3 attack dispatcher.
- 4 ○ *DOI* – see *Personnel Bulletin No. 08-07, March 20, 2008*
- 5 ○ *FS* – refer to <http://fsweb.asc.fs.fed.us/HRM/benefits/PLI.php>

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Chapter 11 Incident Management & Response

National Response Framework

The 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>

National ~~XXX Interagency~~ Incident Management System

The ~~XXX National Interagency Incident Management System (NIIMS)~~ is sponsored by the National Wildfire Coordinating Group (NWCG) ~~XXX follows the National Incident Management System (NIMS) XXX NIIMS is compliant with the National Incident Management System (NIMS)~~, which is a component of the National Response Framework. ~~XXX NIIMS NIMS~~ provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. ~~XXX NIIMS NIMS~~ will be used to complete tasks assigned to the interagency wildland fire community under the National Response Framework.

Incident Management and Coordination Components of ~~XXX NIIMS~~ NIMS

Effective incident management requires:

- Command organizations to manage on-site incident operations.
- Coordination and support organizations to provide direction and supply resources to the on-site organization.

Incident Command System (ICS)

The ICS is the on-site management system used in ~~XXX 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-hazard incidents.

Wildland Fire Complexity

Wildland fires are typed by complexity, from Type 5 (least complex) to Type 1 (most complex). The ICS organizational structure develops in a modular

1 fashion based on the complexity of the incident. Complexity is determined by
2 completing an Incident Complexity Analysis - (Refer to samples in appendix E
3 & F). Units may develop their own Incident Complexity Analysis format to
4 replace appendix F.

5
6 Incidents not meeting **XXX these the recommended incident typing**
7 **characteristics below** should have a documented Complexity Analysis
8 (Appendix F) verifying the **XXX Type 4** command organization is appropriate.

10 **Organizational Needs Assessment**

11 The National Wildfire Coordinating Group has adopted the Organizational
12 Needs Assessment (ONA) as a replacement for the Type 3, Type 2, and Type 1
13 Incident Complexity Analysis. The Organizational Needs Assessment assists
14 personnel with evaluating the situation, objectives, risks, and management
15 considerations of a complex incident and determining the appropriate
16 organization necessary to manage the incident. The Organizational Needs
17 Assessment is incorporated into the Wildland Fire Decision Support System
18 (WFDSS), and is available at: <http://www.wfmrda.nwcg.gov/policy.php>

- 19 • **BLM/NPS-** *For all incidents, managers will determine incident complexity*
20 *to establish the appropriate Incident Command System (ICS) management*
21 *structure. Complexity Analysis direction is provided in the Interagency*
22 *Standards for Fire and Fire Aviation Operations (NFES 2724), the Incident*
23 *Response Pocket Guide (PMS 461), and the Fireline Handbook (PMS 410-*
24 *1). For Type 1 and Type 2 incidents, and for incidents managed for*
25 *resource benefit, managers may use the ONA to supplement the complexity*
26 *analysis. The ONA provides a more selective assessment of implementation*
27 *difficulty, decision concerns, and overall risk. As with the Complexity*
28 *Analysis, this assessment can be used to assist in the selection of the*
29 *appropriate management organization for a complex incident.*

31 **Command Organizations**

33 **Incident Command**

34 All **XXXwild**fires, regardless of complexity, will have an Incident Commander
35 (IC). The IC is a single individual responsible to the Agency Administrator(s)
36 for all incident activities. **XXX ICs are qualified according to the NWCG**
37 **Wildland Fire Qualifications Systems Guide PMS 310-1 (NFES # 310-1) and**
38 **any additional agency requirements.** The IC may assign personnel to any
39 combination of ICS functional area duties in order to operate safely and
40 effectively. **ICS functional area duties should be assigned to the most qualified**
41 **or competent individuals available**

42
43 Incident Commanders are responsible for:

- 44 • Obtaining a Delegation of Authority and/or expectations to manage the
45 incident from the Agency Administrator. For Type 3, 4, or 5 incidents,
46 delegations/expectations may be written or oral.

- 1 • Ensuring that safety receives priority consideration in all incident activities,
2 and that the safety and welfare of all incident personnel and the public is
3 maintained.
- 4 • Assessing the incident situation, both immediate and potential.
- 5 • Maintaining command and control of the incident management
6 organization.
- 7 • Ensuring transfer of command is communicated to host unit dispatch and to
8 all incident personnel.
- 9 • Developing incident objectives, strategies, and tactics.
- 10 • Developing the organizational structure necessary to manage the incident.
- 11 • Approving and implementing the Incident Action Plan, as needed.
- 12 • Ordering, deploying, and releasing resources.
- 13 • Ensuring incident financial accountability and expenditures meet agency
14 policy and standards.
- 15 • Ensuring incident documentation is complete.

16
17 For purposes of initial attack, the first IC on scene qualified at any level will
18 assume the duties of initial attack IC. The initial attack IC will assume the
19 duties and have responsibility for all suppression efforts on the incident up to
20 his/her level of qualification until relieved by an IC qualified at a level
21 commensurate with incident complexity.

22
23 As an incident escalates, a continuing reassessment of the complexity level
24 should be completed to validate the current command organization or identify
25 the need for a higher level of incident management.

26
27 An IC is expected to establish the appropriate organizational structure for each
28 incident and manage the incident based on his/her qualifications, incident
29 complexity, and span of control. If the incident complexity exceeds the
30 qualifications of the current IC, the IC must continue to manage the incident
31 within his/her capability and span of control until replaced.

32 **On-site Command Organizations**

33 Command organizations responsible for incident management include:

- 34 • Type 5 Incident Command
- 35 • Type 4 Incident Command
- 36 • Type 3 Incident Command
- 37 • Type 2 Incident Command
- 38 • Type 1 Incident Command
- 39 • Wildland Fire Management Teams
- 40 • National Incident Management Organizations (NIMO)
- 41 • Area Command
- 42 • Unified Command

43
44
45

1 XXX Type 5 Incidents-Incident Characteristics

2

3 Type 5 Incident Characteristics

- 4 • Ad hoc organization managed by a Type 5 Incident Commander.
- 5 • Primarily local resources used.
- 6 • ICS command and general staff positions are not activated.
- 7 • Resources vary from two to six firefighters.
- 8 • Incident is generally contained within the first burning period and often
9 within a few hours after resources arrive on scene.
- 10 • Additional firefighting resources or logistical support are not usually
11 required.
- 12 • May require a Published Decision in WFDSS.

13

**14 XXX Type 5 Incident Command NOTE: MOVED UP AND
15 CONSOLIDATED**

16 Type 5 Incident Commanders (ICs) are qualified according to the *NWCG*
17 *Wildland Fire Qualifications Systems Guide PMS 310-1 (NFES # 310)* XXX
18 and any additional agency requirements. The Type 5 IC may assign personnel
19 to any combination of ICS functional area duties in order to operate safely and
20 effectively. ICS functional area duties should be assigned to the most qualified
21 or competent individuals available.

- 22 • ~~XXX FS – See FSH 5109.17 for additional standards.~~

23

24 XXX Type 4 Incidents

25

26 Type 4 Incident Characteristics

- 27 • Ad hoc organization managed by a Type 4 Incident Commander.
- 28 • Primarily local resources used.
- 29 • ICS command and general staff positions are not activated.
- 30 • Resources vary from a single resource to multiple resource task forces or
31 strike teams.
- 32 • Incident is usually limited to one operational period. ~~XXX in the control
33 phase. XXX However, Mop-up incidents~~ may extend into multiple
34 operational periods.
- 35 • Written incident action plan (IAP) is not required. A documented
36 operational briefing will be completed for all incoming resources. Refer to
37 the *Incident Response Pocket Guide* for a briefing checklist.
- 38 • May require a Published Decision in WFDSS or other decision support
39 document.

40

**41 XXX Type 4 Incident Command NOTE: MOVED UP AND
42 CONSOLIDATED**

43 Type 4 Incident Commanders (ICs) are qualified according to the *NWCG*
44 *Wildland Fire Qualifications Systems Guide PMS 310-1* XXX and any
45 additional agency requirements. The Type 4 IC may assign personnel to any

1 combination of ICS functional area duties in order to operate safely and
2 effectively. ICS functional area duties should be assigned to the most qualified
3 or competent individuals available.

- 4 • ~~XXX FS—See FSH 5109.17 for additional standards.~~

6 ~~XXX Type 3 Incidents~~

8 **Type 3 Incident Characteristics**

- 9 • Ad hoc or pre-established Type 3 organization managed by a Type 3
10 Incident Commander.
- 11 • The IC develops the organizational structure necessary to manage the
12 incident. Some or all of ICS functional areas are activated, usually at the
13 Division/Group Supervisor and/or unit leader level.
- 14 • The Incident Complexity Analysis process is formalized and certified daily
15 with the jurisdictional agency. It is the IC's responsibility to continually
16 reassess the complexity level of the incident. When the complexity analysis
17 indicates a higher complexity level the IC must ensure that suppression
18 operations remain within the scope and capability of the existing
19 organization and that span of control is consistent with established ICS
20 standards.
- 21 • Local and non-local resources used.
- 22 • Resources vary from several resources to several task forces/strike teams.
- 23 • May be divided into divisions.
- 24 • May require staging areas and incident base.
- 25 • May involve low complexity aviation operations.
- 26 • May involve multiple operational periods prior to control, which may
27 require a written Incident Action Plan (IAP).
- 28 • Documented operational briefings will occur for all incoming resources and
29 before each operational period. Refer to the *Incident Response Pocket*
30 *Guide* for a briefing checklist.
- 31 • ICT3's will not serve concurrently as a single resource boss or have any
32 non-incident related responsibilities.
- 33 • May require a Published Decision in WFDSS.
- 34 • May require a written Delegation of Authority.

36 **Type 3 Incident Command**

37 ~~XXX Type 3 Incident Commanders (ICT3s) are qualified according to the XXX~~
38 ~~310-1 NWCG Wildland Fire Qualifications Systems Guide PMS 310-1. XXX~~
39 ~~and any additional agency requirements.~~ When ICT3s are required to manage an
40 incident, they must not have concurrent responsibilities that are not associated
41 with the incident and they must not concurrently perform single resource boss
42 duties.

43
44 ~~XXX Other than the Incident Commander, command and general staff positions~~
45 ~~have not been established at the Type 3 complexity level. XXX The NWCG has~~

1 not established Command and General Staff positions at the Type 3 complexity
 2 level, with the exception of Incident Commander Type 3 (ICT3). However, a
 3 Type 3 incident may require additional functional positions to assist the Incident
 4 Commander. The following table lists minimum qualification requirements for
 5 these functional responsibilities.

6

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 XXX (SOFR)
Operations	Task Force Leader XXX (TFLD)
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.

7 • ~~XXX FS – Refer to FSH 5109.17 for additional standards.~~

8 Type 3 experience that is input into the Incident Qualification and Certification
 9 System (IQCS) will not exceed an individual's current Incident Qualification
 10 Card.

11

12 **XXX Type 2 Incidents**

13

14 **Type 2 Incident Characteristics**

- 15 • Pre-established incident management team managed by Type 2 Incident
16 Commander.
- 17 • ICS command and general staff positions activated.
- 18 • Many ICS functional units required and staffed.
- 19 • Geographic and/or functional area divisions established.
- 20 • Complex aviation operations.
- 21 • Incident command post, base camps, staging areas established.
- 22 • Incident extends into multiple operational periods.
- 23 • Written Incident Action Plan required for each operational period.
- 24 • Operations personnel often exceed 200 per operational period and total
25 personnel may exceed 500.

- 1 • Requires a Published Decision in WFDSS or other decision support
2 document.
3 • Requires a written Delegation of Authority to the Incident Commander.
4

5 **Type 2 Incident Command**

- 6 ~~XXX Type 2 Incident Commanders are qualified according to the XXX PMS~~
7 ~~310-1 XXX and any additional agency requirements.~~ These ICs command pre-
8 established Incident Management Teams that are configured with ICS
9 Command Staff, General Staff and other leadership and support positions.
10 Personnel performing specific Type 2 command and general staff duties must be
11 qualified at the Type 1 or Type 2 level according to the 310-1 standards ~~XXX~~
12 and any additional agency requirements.
13 • ~~XXX FS Refer to FSH 5109.17 for additional standards.~~
14

15 **XXX Type 1 Incidents**

17 **Type 1 Incident Characteristics**

- 18 • Pre-established incident management team managed by Type 1 Incident
19 Commander.
20 • ICS command and general staff positions activated.
21 • Most ICS functional units required and staffed.
22 • Geographic and functional area divisions established.
23 • May require branching to maintain adequate span of control.
24 • Complex aviation operations.
25 • Incident command post, incident camps, staging areas established.
26 • Incident extends into multiple operational periods.
27 • Written Incident Action Plan required for each operational period.
28 • Operations personnel often exceed 500 per operational period and total
29 personnel may exceed 1000.
30 • Requires a Published Decision in WFDSS or other decision support
31 document.
32 • Requires a written Delegation of Authority to the Incident Commander.
33

34 **Type 1 Incident Command**

- 35 ~~XXX Type 1 Incident Commanders are qualified according to the XXX PMS~~
36 ~~310-1 XXX and any additional agency requirements.~~ These ICs command pre-
37 established Incident Management Teams that are configured with ICS
38 Command Staff, General Staff and other leadership and support positions.
39 Personnel performing specific Type 1 command and general staff duties must be
40 qualified at the Type 1 level according to the 310-1 standards ~~XXX and any~~
41 ~~additional agency requirements.~~
42 • ~~XXX FS Refer to FSH 5109.17 for additional standards.~~
43
44
45

1 Incident Management Teams**3 XXX Wildland Fire Management Teams (WFMT)**

4 Wildland Fire Management Teams provide land managers with skilled and
5 mobile personnel to assist with the management of XXX long-duration wildfires
6 and prescribed fires. WFMT are available as an interagency resource for
7 assignment to all agencies and units.

9 Type 2 Incident Management Teams

10 Most Type 2 teams are managed by Geographic Area Multi-Agency
11 Coordinating Groups and are coordinated by the Geographic Area Coordination
12 Centers. Some Type 2 teams are managed by non-federal agencies (e.g. state or
13 local governments) and availability of these teams is determined on a case by
14 case basis.

16 Type 1 Incident Management Teams

17 Type 1 teams are managed by Geographic Area Multi-Agency Coordinating
18 Groups and are mobilized by the Geographic Area Coordination Centers. At
19 national preparedness levels 4 and 5, these teams are managed by the National
20 Multi-Agency Coordinating Group (NMAC).

22 National Incident Management Organization Teams

23 Four National Incident Management Organization (NIMO) teams are configured
24 as short Type I Incident Management Teams. Each team has a full-time Type 1
25 Incident Commander and six full-time Type 1 Command & General Staff.
26 NIMO teams are mobilized from Boise, Atlanta, Portland, and Phoenix. The
27 primary focus of the National Incident Management Organization is
28 management of complex incidents.

29
30 In addition to complex incident management, these teams have year-round "non-
31 incident" duties in support of fire and aviation management, including training,
32 quality assurance activities, fuels management, fuels implementation, fire and
33 resource management support, NWCG projects, cost containment, and
34 leadership development.

36 Area Command

37 Area Command is an Incident Command System organization established to
38 oversee the management of large or multiple incidents to which several Incident
39 Management Teams have been assigned. Area Command may become Unified
40 Area Command when incidents are multi-jurisdictional. The determining factor
41 for establishing area command is the span of control of the Agency
42 Administrator.

43
44 National Area Command teams are managed by the National Multi-Agency
45 Coordinating Group (NMAC) and are comprised of the following:

- 46 • Area Commander (ACDR)

- 1 • Assistant Area Commander, Planning (AAPC)
- 2 • Assistant Area Commander, Logistics (AALC)
- 3 • Area Command Aviation Coordinator (ACAC)

4

5 Depending on the complexity of the interface between the incidents, specialists
6 in other areas such as aviation safety or information may also be assigned.

7

8 Area Command Functions include:

- 9 • Establish overall strategy, objectives, and priorities for the incident(s) under
10 its command.
- 11 • Allocate critical resources according to priorities.
- 12 • Ensure that incidents are properly managed.
- 13 • Coordinate demobilization.
- 14 • Supervise, manage, and evaluate Incident Management Teams under its
15 command.
- 16 • Minimize duplication of effort and optimize effectiveness by combining
17 multiple agency efforts under a single Area Action Plan.

18

19 **Unified Command**

20 Unified Command is an application of the Incident Command System used
21 when there is more than one agency with incident jurisdiction or when incidents
22 cross political jurisdictions. Under Unified Command, agencies work together
23 through their designated Incident Commanders at a single incident command
24 post to establish common objectives and issue a single Incident Action Plan.
25 Unified Command may be established at any level of incident management or
26 area command. Under Unified Command, all agencies with jurisdictional
27 responsibility at the incident contribute to the process of:

- 28 • Determining overall strategies.
- 29 • Selecting alternatives.
- 30 • Ensuring that joint planning for tactical activities is accomplished.
- 31 • Maximizing use of all assigned resources.

32

33 Advantages of Unified Command are:

- 34 • A single set of objectives is developed for the entire incident.
- 35 • A collective approach is used to develop strategies to achieve incident
36 objectives.
- 37 • Information flow and coordination is improved between all jurisdictions and
38 agencies involved in the incident.
- 39 • All involved agencies have an understanding of joint priorities and
40 restrictions.
- 41 • No agency's legal authorities will be compromised or neglected.

42

43

44

45

1 **Coordination and Support Organizations**

2 **XXX PLACEHOLDER: Duplication reduced by creation of chapter 19.**

3 Organizations that provide coordination and support to on-site command
4 organizations include:

- 5 • Initial Attack Dispatch
- 6 • Expanded Dispatch
- 7 • Buying/Payment Teams
- 8 • National and Geographic Area Coordination Centers (refer to Chapter 8)
- 9 • Local, Geographic Area, and National Multi-Agency Coordinating (MAC)
10 Groups

11
12 **XXX Refer to Chapter 19 for Initial Attack and Expanded Dispatch information.**

13 14 **XXX Initial Attack Dispatch**

15 An initial attack dispatch organization is the primary unit responsible for
16 implementing the initial response to incidents upon report. It is integrated
17 within the fire organization and the decision for deployment of response
18 resources is made by an authorized individual.

19 Initial attack dispatch is also responsible for coordination of communications
20 and logistical support for incidents and field operations.

21 22 **Expanded Dispatch**

23 Expanded dispatch is the organization needed to support an incident which
24 expands along with the Incident Command System. Expanded dispatch is
25 established when a high volume of activity indicates that increased dispatch and
26 coordination capability is required.

27
28 The Expanded Dispatch Coordinator facilitates accomplishment of goals and
29 direction of the Agency Administrator and, when activated, the Multi Agency
30 Coordinating Group. The position may be filled by the person normally
31 managing the day to day operations of the center or an individual from a higher
32 level of management. The Expanded Dispatch Coordinator is responsible for:

- 33 • Filling and supervising necessary positions in accordance with coordination
34 complexity.
- 35 • Implementing decisions made by the Multi Agency Coordination (MAC)
36 group.

37
38 Expanded dispatch facilities and equipment should be pre-identified, procured,
39 and available for immediate setup. The following key items should be provided:

- 40 • Work space separate from, but accessible to, the initial attack organization.
- 41 • Adequate office space (lighting, heating, cooling, security).
- 42 • Communications equipment (telephone, fax, computer hardware with
43 adequate data storage space, priority use and support personnel).
- 44 • Area suitable for briefings (Agency Administrators, media).

- 1 ● ~~Timetable/schedule should be implemented and adhered to (operational~~
- 2 ~~period changes, briefings, strategy meetings);~~
- 3 ● ~~A completed and authorized Continuation of Operations Plan (COOP);~~
- 4 ● ~~Qualified personnel on site to staff required operations.~~

5

6 **Buying/Payment Teams**

7 Buying/Payment Teams support incidents by procuring services, supplies, and
8 renting land, facilities, and equipment. These teams may be ordered when
9 incident support requirements exceed local unit capacity. These teams report to
10 the Agency Administrator or the local unit administrative officer. See the
11 *Interagency Incident Business Management Handbook* for more information.

12

13 **Multi-Agency Coordination (MAC)**

14 Multi-Agency Coordination Groups are part of the National Interagency
15 Incident Management System (NIIMS) and are an expansion of the off-site
16 coordination and support system. MAC groups are activated by the Agency
17 Administrator(s) when the character and intensity of the emergency situation
18 significantly impacts or involves other agencies. A MAC group may be
19 activated to provide support when only one agency has incident(s). The MAC
20 group is made up of agency representatives who are delegated authority by their
21 respective Agency Administrators to make agency decisions and to commit
22 agency resources and funds. The MAC group relieves the incident support
23 organization (dispatch, expanded dispatch) of the responsibility for making key
24 decisions regarding prioritization of objectives and allocation of critical
25 resources. The MAC group makes coordinated Agency Administrator level
26 decisions on issues that affect multiple agencies. The MAC group is supported
27 by situation, resource status and intelligence units who collect and assemble data
28 through normal coordination channels.

29

30 MAC group direction is carried out through dispatch and coordination center
31 organizations. When expanded dispatch is activated, the MAC group direction
32 is carried out through the expanded dispatch organization. The MAC group
33 organization does not operate directly with Incident Management Teams or with
34 Area Command teams, which are responsible for on-site management of the
35 incident.

36

37 MAC groups may be activated at the local, geographic, or national level.
38 National level and Geographic Area level MAC groups should be activated in
39 accordance with the preparedness levels criteria established in the National and
40 Geographic Area Mobilization Guides.

41

42 The MAC Group Coordinator facilitates organizing and accomplishing the
43 mission, goals and direction of the MAC group. The MAC group coordinator:

- 44 ● Provides expertise on the functions of the MAC group and on the proper
45 relationships with dispatch centers and incident managers.

- 1 • Fills and supervises necessary unit and support positions as needed, in
2 accordance with coordination complexity.
- 3 • Arranges for and manages facilities and equipment necessary to carry out
4 the MAC group functions.
- 5 • Facilitates the MAC group decision process. Implements decisions made
6 by the MAC group.
- 7
- 8 Activation of a MAC group improves interagency coordination and provides for
9 allocation and timely commitment of multi-agency emergency resources.
- 10 Participation by multiple agencies in the MAC effort will improve:
 - 11 • Overall situation status information.
 - 12 • Incident priority determination.
 - 13 • Resource acquisition and allocation.
 - 14 • State and Federal disaster coordination.
 - 15 • Political interfaces.
 - 16 • Consistency and quality of information provided to the media and involved
17 agencies.
 - 18 • Anticipation of future conditions and resource needs.
- 19

20 **Wildland Fire Decision Support System (WFSS)**

21

22 The Wildland Fire Decision Support System (WFSS) is a web-based decision
23 support system that provides a single dynamic documentation system for use
24 beginning at the time of discovery and concluding when the fire is declared out.
25 ~~XXX It can be scaled and modified as the incident duration and complexity
26 changes. WFSS XXX is a linear process of fire documentation and analysis
27 for the allows the Agency Administrator to describe the XXX basic fire
28 situation, create Incident Objectives and Requirements, develop a Course of
29 Action, XXX validate key dependencies, and evaluate risks, and publish a
30 decision. To support the decision process, spatial data within WFSS allows
31 users to display the fire situation, quantify values at risk, perform fire behavior
32 analysis and predictions, and develop management strategies. These combined
33 features allow the Agency Administrator to make an informed decision for
34 management of the incident considering safety, complexity, risk, and
35 economics.~~

36

37 ~~XXX The utility of WFSS assists Line Officers by providing a system with a
38 host of tools to aid decision making. WFSS provides situational assessment,
39 unit level strategic objectives and management requirements, fire behavior and
40 growth analysis, and economic assessment. The framework within the system
41 provides space to document risk, organizational need, incident objectives and
42 requirements, courses of action, and decision rationale. WFSS provides a
43 system for periodic review of decisions and allows creation of new decisions as
44 needed. For detailed information on the tools and capabilities in WFSS, and
45 how managers may use the tools, refer to Appendix N.~~

1 WFDSS will be used for decision support documentation for all fires that escape
2 initial attack or exceed initial response. These incidents will have a Published
3 Decision within WFDSS. A Published WFDSS Decision establishes objectives,
4 a **C**ourse of **A**ction and **R**ationale for incidents with varying duration, spread
5 potential, costs, or other considerations. The level of documentation to publish a
6 decision should be commensurate to the incident duration, spread potential, cost,
7 or **R**elative **R**isk. Agency-specific direction established in memos or other
8 policy documents may further define WFDSS documentation requirements.
9 Reference the NWCG memorandum # 012-2011, “Wildland Fire Decision
10 Support System (WFDSS) Decision Documentation and GACG
11 Responsibilities” for NWCG guidance on decision publication.

12 • **BLM-Refer to Chapter 2 for additional requirements for WFDSS**
13 **implementation.**

14 • **XXX NPS- Refer to Chapter 3 for additional requirements for WFDSS**
15 **implementation.**

16 **Initial Decision**

17 An initial decision should be published within 24 hours after the determination
18 that a **P**ublished **D**ecision is needed, or within 24 hours of requesting an incident
19 management team.

20 Considerations for determining that a decision is needed include:

- 21 • The fire has not been contained by initial attack resources dispatched to the
22 fire.
- 23 • The fire will not have been contained within the initial attack management
24 objectives established for that zone or area according to the unit’s planning
25 documents.
- 26 • The **I**ncident **O**bjectives include both protection and resource benefit
27 elements consistent with land management planning documents.
- 28 • The fire affects or is likely to affect more than one agency or more than one
29 administrative unit within a single agency (for example more than one
30 National Forest).
- 31 • The fire is burning into or expected to burn into wildland-urban interface.
- 32 • Significant safety or other concerns such as air quality are present or
33 anticipated.
- 34 • The **R**elative **R**isk **A**ssessment indicates the need for additional evaluation
35 and development of best management practices for achieving land and
36 resource objectives.
- 37 • The criteria for Flame Act funding are anticipated to be met and
38 documentation will be needed.

39 **XXX Initial published decisions may not need a great deal of detail or**
40 **supporting analyses, assuming that the fire has not exhibited extraordinary**
41 **burning conditions or emerged quickly as a high complexity incident. Even in**
42 **those rare cases where a fire almost immediately becomes high complexity,**
43 **documentation will be needed.**

1 providing clear initial direction quickly to those responsible for managing the
2 fire while more detailed analyses are prepared can be critical.

3

4 **New Decision**

5 XXX Specific variables influence incident complexity and the social and
6 political considerations that come into play, especially on multijurisdictional
7 fires with multiple decision makers. As incident complexity XXX rises
8 increases or decreases, it may become necessary for additional supporting
9 analyses to inform decision making. XXX The more supporting analyses
10 needed, the more time required to complete those analyses. XXX If additional
11 analysis indicates the Decision needs modification, a new decision is required.

12 Depending on the complexity of the incident, a new decision should be
13 published within 2-3 days for less complex incidents and within 4-7 days for
14 more complex incidents. The same criteria above plus the following
15 considerations can guide determinations about publishing a new decision:

- 16 • The Periodic Assessment indicates the Course of Action (Decision) is no
17 longer valid.
- 18 • The management needs of the incident exceed existing capability.
- 19 • The expected costs of incident management exceed XXX the estimated
20 costs in the initial Decision or agency-established thresholds XXX for level
21 of approval authority.
- 22 • The fire moves or is expected to move beyond the Planning Area analyzed.
- 23 • Management Action Points have been established since the initial Decision
24 was published and additional information is needed to further manage the
25 incident over time.
- 26 • The line officer is considering ordering an IMT.

27

28 Additional information about WFDSS can be found in Appendix N. User
29 support information, training materials, and other resources can be found at the
30 WFDSS homepage. <http://wfdss.usgs.gov/>

31

32 **WFDSS Decision Approval and Publication**

33 Decisions in WFDSS are approved and published by the appropriate Line
34 Officer as defined in the tables below. Incident privileges must be assigned
35 within WFDSS to designate the Approver(s). During the approval process, prior
36 to publishing a Decision, the Periodic Assessment timeframe can be set XXX
37 from 1 to 14 days.

38

39 It is imperative that a decision be reviewed carefully as once approved and
40 published, a decision becomes a system of record and all WFDSS users can
41 view the information. Additionally, the action CANNOT be undone. If there is
42 an error in the information, or new information is added for documentation or
43 update (i.e. fire behavior, Management Action Points) a new decision must be
44 XXX made published to officially update the record.

45

1 XXX All agencies having jurisdiction included in a WFDSS Planning Area
 2 should be notified prior to publication of a decision.

3
 4
 5
 6

WFDSS Approval Requirements by Agency

DOI WFDSS Approval Requirements

Cost Estimate ¹	WFDSS Approval
Less Than \$5 Million	XXX BIA Agency Superintendent, XXX NPS Park Superintendent, XXX Field/District/FWS Refuge Manager, XXX BLM District/Field Manager ³
\$5 Million - \$10 Million	XXX State/BIA/NPS/FWS Regional Director ² ; XXX BLM District/Field Manager ³
Greater Than \$10 Million	XXX BIA/NPS/FWS National Director ² ; XXX BLM District/Field Manager ³

7
 8

USFS WFDSS Approval Requirements

Incident Type	USFS Approval
Type XXX III, IV, V 3,4,5	District Ranger level with oversight by the Forest Supervisor
Type XXX II-2	Forest Supervisor level with oversight by the Regional Forester ⁴
Type XXX I-1	Regional Forester level with National oversight ⁴

9 ¹DOI- Cost estimate should be based on proportionate agency share of the total
 10 estimated cost of the incident. For example, on a \$20 million fire managed by a
 11 Type 1 IMT that is 98% FS, 1% BLM, and 1% NPS, the USFS XXX National
 12 Director Regional Forester and the BLM and NPS local Agency Administrators
 13 would be the XXX certifying approving officials in a jointly published WFDSS
 14 decision.

15 ²DOI- XXX State/Regional Directors and National Director may delegate
 16 WFDSS approval authority as per agency policy.

17 ³BLM- District/Field Managers will approve WFDSS decisions and
 18 provide written notification to the state and/or national director when
 19 approaching \$5 million and/or \$10 million cost estimates. Refer to Chapter 2
 20 for additional information regarding delegation of WFDSS approval.

21 ⁴FS- This authority may be delegated to the next XXX lower level provided that
 22 the line officer at the XXX lower next level meets Line Officer wildfire response
 23 certification requirements.

24

WFDSS Support XXX MOVED FROM ABOVE

25
 26 XXX A The National Fire Decision Support Center (NFDESC) has been
 27 established to The Wildland Fire Management Research Development and

Release Date: January 2013

1 Application (WFM RD&A) group provides support XXX analysis used in for
2 wildland fire decision making and WFDSS. XXX The NFDSC seeks to
3 develop, improve, and increase production and operation use of decision support
4 products. The NFDSC provides direct decision support, mentoring, and training
5 to develop and strengthen regional/state and unit level decision support capacity.
6 Information for requesting assistance from XXX the NFDSC WFM RD&A can
7 be found at <http://www.wfmrda.nwcg.gov/nfdsc.php> or from the WFDSS
8 homepage. <http://wfdss.usgs.gov/>
9

10 Managing the Incident

12 Agency Administrator Responsibilities

13 The Agency Administrator (AA) manages the land and resources on their
14 organizational unit according to the established land management plan. Fire
15 management is part of that responsibility.
16

17 ~~XXX Incident Safety Oversight~~ MOVED FROM Ch 7

18 Agency Administrators are responsible for safety oversight, and may request
19 additional safety oversight as needed.
20

21 ~~XXX Examples may include~~ Situations that may require additional safety
22 oversight:

- 23 • A fire escapes initial attack or when extended attack is probable.
 - 24 • There is complex or critical fire behavior.
 - 25 • There is a complex air operation.
 - 26 • The fire is in an urban intermix/interface.
 - 27 • Other extraordinary circumstances.
- 28

29 The AA establishes specific performance objectives for the Incident
30 Commander (IC) and delegates the authority to the IC to take specific actions to
31 meet those objectives. AA responsibilities to an ~~XXX Type 1 or 2~~ Incident
32 Management Team (IMT) ~~XXX or Wildland Fire Management Team (WFMT)~~
33 include:

- 34 • Conduct an initial briefing to the Incident Management Team (appendix D).
- 35 • Provide an approved ~~XXX and certified~~ WFDSS.
 - 36 ○ *FS - Ensure that significant decisions related to strategy and costs are*
 - 37 *included in WFDSS.*
- 38 • Complete an Incident Complexity Analysis (Appendix E & F) to
39 accompany the WFDSS Published Decision.
 - 40 ○ *FS- Complete an Organizational Needs Assessment (ONA) for Type 1,*
 - 41 *2, and 3 incidents within WFDSS.*
- 42 • Coordinate with neighboring agencies on multi-jurisdiction fires to issue a
43 joint Delegation of Authority and develop a single Published Decision in
44 WFDSS for the management of unplanned ignitions.

- 1 • Issue a written Delegation of Authority (appendix G) to the XXX Type 1 or
2 2 Incident Commander and to other appropriate officials, Agency
3 Administrator Representative, Resource Advisor, and Incident Business
4 Advisor. The delegation should:
 - 5 ○ State specific and measurable objectives, priorities, expectations,
6 Agency Administrator's intent, constraints, and other required
7 direction.
 - 8 ○ Establish the specific time for transfer of command.
 - 9 ○ Assign clear responsibilities for initial attack.
 - 10 ○ Define your role in the management of the incident.
 - 11 ○ Conduct during action reviews with the IC.
 - 12 ○ Assign a resource advisor(s) to the IMT.
 - 13 ○ Define public information responsibilities.
 - 14 ○ If necessary, assign a local government liaison to the IMT.
 - 15 ○ Assign an Incident Business Advisor (IBA) to provide incident
16 business management oversight commensurate with complexity.
 - 17 ○ Direct IMT to address rehabilitation of areas affected by suppression
18 activities.
- 19 • Coordinate mobilization with the Incident Commander:
 - 20 ○ Negotiate filling of mobilization order with the IC.
 - 21 ○ Establish time and location of Agency Administrator briefing.
 - 22 ○ Consider approving support staff additional to the IMT as requested by
23 the IC.
 - 24 ○ Consider authorizing transportation needs as requested by the IC.
- 25 • XXX Provide pertinent support materials and documents (L/RMP, FMP,
26 GIS data, local unit SOP's, maps, Service and Supply Plan, etc.) to the IMT.

27
28 In situations where one agency provides fire suppression service under
29 agreement to the jurisdictional agency, both jurisdictional and protecting
30 agencies will be involved in the development of and signatories to the
31 Delegation of Authorities and the Published Decision in WFDSS to the incident
32 management teams.

33 34 **Agency Administrator Representative Responsibilities**

35 The Agency Administrator Representative (the on-scene Agency Administrator)
36 is responsible for representing the political, social, and economic issues of the
37 Agency Administrator to the Incident Commander. This is accomplished by
38 participating in the Agency Administrator briefing, in the IMT planning and
39 strategy meetings and in the operational briefings.

40 Responsibilities include representing the Agency Administrator to the IMT
41 regarding:

- 42 • Compliance with the Delegation of Authority and the Published Decision in
43 WFDSS.
- 44 • Public Concerns (air quality, road or trail closures, smoke management,
45 threats)
- 46 • Public safety (evacuations, access/use restrictions, temporary closures)

- 1 • Public information (fire size, resources assigned, threats, concerns, appeals
- 2 for assistance)
- 3 • Socioeconomic, political, or tribal concerns
- 4 • Land and property ownership concerns
- 5 • Interagency and inter-governmental issues
- 6 • Wildland urban interface impacts
- 7 • Media contacts

8

9 **Resource Advisor Responsibilities**

10 The Resource Advisor is responsible for anticipating the impacts of fire
11 operations on natural and cultural resources and for communicating protection
12 requirements for those resources to the Incident Commander. The Resource
13 Advisor should ensure IMT compliance with the Land/Resource Management
14 Plan and Fire Management Plan. The Resource Advisor should provide the
15 Incident Commander with information, analysis, and advice on these areas:

- 16 • Rehabilitation requirements and standards
- 17 • Land ownership
- 18 • Hazardous materials
- 19 • Fuel breaks (locations and specifications)
- 20 • Water sources and ownership
- 21 • Critical watersheds
- 22 • Critical wildlife habitat
- 23 • Noxious weeds/aquatic invasive species
- 24 • Special status species (threatened, endangered, proposed, sensitive)
- 25 • Fisheries
- 26 • Poisonous plants, insects and snakes
- 27 • Mineral resources (oil, gas, mining activities)
- 28 • Archeological site, historic trails, paleontological sites
- 29 • Riparian areas
- 30 • Military issues
- 31 • Utility rights-of-way (power, communication sites)
- 32 • Native allotments
- 33 • Grazing allotments
- 34 • Recreational areas
- 35 • Special management areas (wilderness areas, wilderness study areas,
36 recommended wilderness, national monuments, national conservation areas,
37 national historic landmarks, areas of critical environmental concern,
38 research natural areas, wild and scenic rivers)

39

40 The Resource Advisor and Agency Administrator Representative positions are
41 generally filled by local unit personnel. These positions may be combined and
42 performed by one individual. Duties are stated in the *Resource Advisor's Guide*
43 *for Wildland Fire (NWCG PMS 313, NFES 1831, Jan 2004)*.

44

1 Use of Trainees

2 Use of trainees is encouraged. On wildland fire incidents, trainees may
3 supervise trainees. However, when assigning trainees to positions where critical
4 life-safety decisions are affected, trainees must be directly supervised by a fully
5 qualified individual. For example:

- 6 • A Division Group Supervisor (DIVS) trainee may not work directly for an
7 Operations Section Chief without additional field supervision. The
8 potential for high hazard work with high risk outcomes calls for a fully
9 qualified DIVS to be assigned supervision of the DIVS trainee.
- 10 • A Supply unit Leader (SPUL) trainee may supervise a
11 Receiving/Distribution Manager (RCDM) trainee. In this case, supervision
12 may be successfully provided in a lower hazard environment with
13 appropriate risk mitigation.

14
15 ~~XXX For more information, refer to NWCG Memorandum #018-2010~~
16 ~~Assignment of Trainees to Incident Positions (April 8, 2010)~~

18 Incident Action Plan

19 When a written Incident Action Plan is required, suggested components may
20 include objectives, organization, weather forecast, fire behavior forecast,
21 division assignments, air operations summary, safety message, medical plan,
22 communications plan, and incident map.

24 Incident Status Reporting

25 The Incident Status Summary (ICS-209), submitted to the GACC, is used to
26 report large wildland fires and any other significant events on lands under
27 federal protection or federal ownership. Lands administered by states and other
28 federal cooperators may also report in this manner.

29
30 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
31 larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is
32 assigned. A report should be submitted daily until the incident is contained.
33 The Agency Administrator may require additional reporting times. Refer to
34 local, zone and/or GACC guidance for additional reporting requirements.

36 Incident History and Financial Records

37 Wild ~~XXX land~~ fire incidents on Federal lands managed by the FS and DOI
38 (except BIA) require creation of an Incident History File (IHF) to document
39 significant events, actions taken, lessons learned and other information with
40 long-term value for managing natural resources. IHF contents and instructions,
41 and tools for creating the IHF are found at
42 <http://www.nwcg.gov/policies/records/index.html>

43
44 The host unit will be responsible for retaining the incident documentation
45 package including the IHF and financial records.

46

1 Document and Computer Security

2 Precautions must be taken to secure incident information in its various formats.
3 All forms of information shall be treated as Controlled Unclassified Information
4 (CUI) and care must be exercised when handling the data to prevent the
5 inadvertent viewing or unauthorized disclosure of information. CUI paper
6 copies that compromise privacy and security shall be shredded before disposal
7 when no longer needed. All computers used at the incident must be patched and
8 have anti-virus software installed with recently updated definition files. All
9 media used to transfer information into the incident (for example, but not limited to:
10 USB flash drives, portable hard drives and CD/DVDs) must be scanned prior
11 to use. Autorun capabilities must be disabled to prevent the spread of malware.
12 All computers and storage devices shall be physically secured at all times.

13

14 Transfer of Command

15 The following guidelines will assist in the transfer of incident command
16 responsibilities from the local unit to incoming **XXX Type 1 or 2** Incident
17 Management Team and back to the local unit.

- 18 • The local team or organization already in place remains in charge until the
19 local representative briefs their counterparts on the incoming team, a
20 Delegation of Authority has been signed, and a mutually agreed time for
21 transfer of command has been established.
- 22 • The ordering unit will specify times of arrival and transfer of command, and
23 discuss these timeframes with both the incoming and outgoing command
24 structures.
- 25 • Clear lines of authority must be maintained in order to minimize confusion
26 and maintain operational control.
- 27 • Transfers of command should occur at the beginning of an operational
28 period, whenever possible.
- 29 • All operational personnel will be notified on incident command frequencies
30 when transfer of command occurs.

31

32 Release of Incident Management Teams

33 The release of an **XXX Type 1 or 2** IMT should follow an approved transfer of
34 command process. The Agency Administrator must approve the date and time
35 of the transfer of command. The transition plan should include the following
36 elements:

- 37 • Remaining organizational needs and structure.
- 38 • Tasks or work to be accomplished.
- 39 • Communication systems and radio frequencies.
- 40 • Local safety hazards and considerations.
- 41 • Incident Action Plan, including remaining resources and weather forecast
- 42 • Facilities, equipment, and supply status.
- 43 • Arrangement for feeding remaining personnel.
- 44 • Financial and payment processes needing follow-up.
- 45 • Complexity Analysis/Organizational Needs Assessment.

1 Team Evaluation

2 At completion of assignment, Incident Commanders will receive a written
3 performance evaluation from the Agency Administrator(s) prior to the teams'
4 release from the incident. Certain elements of this evaluation may not be able to
5 be completed at the closeout review. These include accountability and property
6 control, completeness of claims investigation/documentation, and completeness
7 of financial and payment documentation.

8
9 The final evaluation incorporating all of the above elements should be sent to
10 the Incident Commander and the respective GACC within 60 days. See
11 appendix I for the IMT evaluation form.

12
13 The Delegation of Authority, the Published Decision in WFDSS, and other
14 documented Agency Administrator's direction will serve as the primary
15 standards against which the IMT is evaluated.

16
17 The Agency Administrator will provide a copy of the evaluation to the IC and
18 the state/regional FMO, and retain a copy for the final fire package.

19
20 The state/regional FMO will review all evaluations and will be responsible for
21 providing a copy of evaluations documenting performance to the Geographic
22 Area Coordinating Group or agency managing the IMT.

23 Unit/Area Closures

24
25
26 Threats to public safety may require temporary closure of a unit/area, or a
27 portion of it. When a fire threatens escape from the unit/area, adjacent
28 authorities must be given as much advance notice as possible in order to achieve
29 orderly evacuation.

30 Incident Emergency Management Planning and Services

31
32 Refer to chapter 7 for further guidance.

33 XXX Fire Management in Wilderness

34
35
36
37 XXX Actions taken in wilderness will be conducted to protect life and safety, to
38 meet natural and cultural resource objectives, and to minimize negative impacts
39 of the fire management actions and the fires themselves. In evaluating fire
40 management actions, the potential degradation of wilderness character will be
41 considered before, and given significantly more weight than, economic
42 efficiency and convenience. Unless human life or private property is
43 immediately threatened, only those actions that preserve wilderness character
44 and/or have localized, short-term adverse impacts to wilderness character will be
45 acceptable. Any delegation of authority to incident management teams will

- 1 convey appropriate emphasis on the protection of wilderness character and
2 resources and will ensure interaction with local wilderness resource advisors.
3 **XXX DOI-** For all wilderness fire management actions proposing the use of any
4 of the Wilderness Act 4(c) prohibitions, a minimum requirements analysis will
5 be completed.
6 **XXX FS-** For all wilderness fire management actions proposing the use of any
7 Wilderness Act 4(c) prohibitions, a minimum requirements analysis is
8 recommended.

9 **Operational Guidelines for Aquatic Invasive Species**

11
12 In order to prevent the spread of aquatic invasive species, it is important that fire
13 personnel not only recognize the threat aquatic invasive species pose to
14 ecological integrity, but how our fire operations and resulting actions can
15 influence their spread. Each local land management unit may have specific
16 guidelines related to aquatic invasive species. Therefore, it is recommended that
17 you consult established local jurisdictional guidelines for minimizing the spread
18 of aquatic invasive species and for equipment cleaning guidance specific to
19 those prevalent areas and associated species. To minimize the potential
20 transmission of aquatic invasive species, it is recommended that you:

- 21 • Consult with local biologists, Resource Advisors (READ) and fire
22 personnel for known aquatic invasive species locations in the area and avoid
23 them when possible.
- 24 • Avoid entering (driving through) water bodies or saturated areas whenever
25 possible.
- 26 • Avoid transferring water between drainages or between unconnected waters
27 within the same drainage when possible.
- 28 • Use the smallest screen possible that does not negatively impact operations
29 and avoid sucking organic and bottom substrate material into water intakes
30 when drafting from a natural water body.
- 31 • Avoid obtaining water from multiple sources during a single operational
32 period when possible.
- 33 • Remove all visible plant parts, soil and other materials from external
34 surfaces of gear and equipment after an operational period. If possible,
35 power-wash all accessible surfaces with clean, hot water (ideally > 140° F)
36 in an area designated by a local READ.
- 37 ○ **BLM-** For additional information and guidelines please refer to the links
38 provided in the document titled *BLM Fire Program Aquatic Invasive*
39 *Species Guidance* found at:
40 <http://web.blm.gov/internal/fire/fpfm/docs/aquatic.pdf>

41 **Noxious Weed Prevention**

42
43
44 To reduce the transport, introduction, and establishment of noxious weeds or
45 other invasive species on the landscape due to fire suppression activities, all fire
46 suppression and support vehicles, tools, and machinery should be cleaned at a

1 designated area prior to arriving and leaving the incident. Onsite fire equipment
2 should be used to thoroughly clean the undercarriage, fender wells, tires,
3 radiator, and exterior of the vehicle. Firefighter personnel should clean personal
4 equipment, boots, clothing, etc. of weed or other invasive species materials,
5 including visible plant parts, soil, and other materials as identified by the fire
6 resource advisor. The cleaning area should also be clearly marked to identify
7 the area for post fire control treatments, as needed.

8
9 Ensure that seed mixes, mulch, and/or straw wattles contain no federally or state
10 designated noxious weeds by using seed mixes, mulches or straw wattles that
11 have been examined by a laboratory or have current weed free certification from
12 a state seed laboratory or equivalent qualified testing agent.

13 **Responding to Non-Wildland Fire Incidents**

14
15
16 Managers will avoid giving the appearance that their wildland fire **XXX**
17 **suppression** resources are trained and equipped to perform structure, vehicle,
18 and dump fire suppression, to respond to hazardous materials releases, or to
19 perform emergency medical response for the public.

20 21 **Wildland Urban Interface**

22 The operational roles of the federal agencies as partners in the wildland urban
23 interface are **XXX wildland fire fighting, wildfire suppression, structure**
24 **protection (see below), prescribed fire,** hazard reduction, cooperative prevention
25 and education, and technical assistance. Structural fire suppression is the
26 responsibility of tribal, state, or local governments. Federal agencies may assist
27 with exterior structural fire protection activities under formal fire protection
28 agreements that specify the mutual responsibilities of the partners, including
29 funding (Some federal agencies have full structural protection authority for their
30 facilities on lands they administer and may also enter into formal agreements to
31 assist state and local governments with structural protection).

32 *-Review and Update of the 1995 Federal Wildland Fire Management*
33 *Policy, January 2001, page 23.*

34
35 Funding is not provided to prepare for or respond to emergency non-wildland
36 fire response activities such as structure fires, vehicle fires, dump fires,
37 hazardous materials releases, and emergency medical responses. Managers
38 must ensure that fire management plans, interagency agreements, and annual
39 operating plans clearly state agency and cooperator roles and responsibilities for
40 non-wildland fire response activities that agency personnel are exposed to as a
41 result of working in the interagency fire environment. Managers will also
42 ensure that federal wildland fire resources are not identified on run cards or in
43 dispatch plans for non-wildland fire responses.

44
45
46

1 **Structure, Vehicle, Dumpster, Trash, and Landfill Fires**

2 **XXX Wildland** firefighters will not take direct suppression action on structure,
3 vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire
4 suppression is not a functional responsibility of wildland fire resources. These
5 fires have the potential to emit high levels of toxic gases. This policy will be
6 reflected in suppression response plans.

7
8 **XXX Wildland** firefighters who encounter structure, vehicle, or landfill fires
9 ~~XXX during normal wildland fire suppression duties~~, or who are dispatched to
10 such fires due to significant threat to adjacent agency protected lands/resources,
11 will not engage in direct suppression action. Structure protection (not
12 suppression) activities will be limited to exterior efforts, and only when such
13 actions can be accomplished safely and in accordance with established wildland
14 fire operations standards.

- 15 • **NPS-** *For structural fire (including vehicle, trash and dumpster fires)*
16 *response, training, medical examination, and physical fitness requirements,*
17 *and hazardous material response or control guidance, refer to chapter 3.*
- 18 • **FS-** *Wildfires other than vegetation (such as dumpster, trash, landfill, or*
19 *vehicle) as the primary fuel present hazards that are outside of the basic*
20 *wildland firefighters training and protective equipment. Response actions*
21 *will be limited to protection of life, property, and resources when they can*
22 *be safely undertaken with proper risk assessment and mitigation. When*
23 *agency employees are trained, qualified, and equipped to take action on*
24 *other than vegetation fires, they may do so with proper risk assessment and*
25 *mitigation (Incident Response Pocket Guide, PMS 461).*

26 27 **Public Emergency Medical Response**

28 Public emergency medical response is not a functional responsibility of wildland
29 fire resources, and should not be part of a preplanned response that requires
30 these duties. When wildland firefighters encounter emergency medical response
31 situations, their efforts should be limited to immediate care (e.g. first aid, first
32 responder) actions that they are trained and qualified to perform.

- 33 • **NPS-** *NPS employees who provide emergency medical services will adhere*
34 *to the requirements contained in Director's Order and Reference Manual*
35 *#51, Emergency Medical Services.*

36 37 **Post Wildfire Activities**

38
39 Each wildland fire management agency is responsible for taking prompt action
40 to determine the need for, and to prescribe and implement, emergency
41 treatments to minimize threats to life or property or to stabilize and prevent
42 unacceptable degradation to natural and cultural resources resulting from the
43 effects of a fire on the lands they manage.

44 Post wildfire activities references can be found in *Interagency Burned Area*
45 *Emergency Response Guidebook, Interpretation of Department of the Interior*
46 *620 DM 3 and USDA Forest Service Manual 2523, For the Emergency*

1 *Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006*
 2 *and Interagency Burned Area Rehabilitation Guidebook, Interpretation of*
 3 *Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of*
 4 *Federal and Tribal Trust Lands, Version 1.3 dated October 2006.*
 5 <http://www.fws.gov/fire/ifcc/Esr/home.htm>.

6
 7 Damages resulting from wild **XXXland** fires are addressed through four
 8 activities:

- 9 • **Wildfire Suppression Activity Damage Repair** - Planned actions taken to
 10 repair the damages to resources, lands, and facilities resulting from wildfire
 11 suppression actions and documented in the Incident Action Plan. These
 12 actions are usually implemented immediately after containment of the
 13 wildfire by the Incident Management Organization.
- 14 • **Emergency Stabilization** - Planned actions to stabilize and prevent
 15 unacceptable degradation to natural and cultural resources, to minimize
 16 threats to life or property resulting from the effects of a wildfire, or to
 17 repair/replace/construct physical improvements necessary to prevent
 18 degradation of land or resources. Emergency stabilization actions must be
 19 taken within one year following containment of a wild **XXX-land** fire and
 20 documented in a Burned Area Emergency Response Plan.
- 21 • **Rehabilitation** - Efforts taken within three years of containment of a wild
 22 **XXX-land** fire to repair or improve wildfire-damaged lands unlikely to
 23 recover naturally to management approved conditions, or to repair or
 24 replace minor facilities damaged by wildfire. These efforts are documented
 25 in a separate Burned Area Rehabilitation Plan.
- 26 • **Restoration** - Continuing the rehabilitation beyond the initial three years or
 27 the repair or replacement of major facilities damaged by the wildfire.

28
 29 **Post-Fire Activities**

	Suppression Repair	Emergency Stabilization	Rehabilitation	Restoration
Objective:	Repair suppression damages	Protect life and property	Repair damages	Long Term Ecosystem Restoration
Damage due to:	Suppression activities	Post-fire events	Fire	Fire
Urgency:	Immediately after containment	1-12 months	1-3 years	3 + years
Responsibility	Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
Funding type:	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

30

1

Emergency Stabilization Approval Authorities

	BIA	BLM	FWS	NPS	FS
Local Approval Level	<\$250,000 Agency Supt.	\$0 Field/ District Manager	\$0 Refuge Manager	\$0 Park Supt.	\$0 District Ranger
					\$0 Forest Supervisor
Regional/ State Approval Level	\$250,000- \$500,000 Regional Director	<\$100,000 State Director	<\$500,000 Regional Director with Regional Fire Management Coordinator concurrence	<\$500,000 Regional Director	\$500,000 Western Regional Foresters
					\$100,000 Eastern Regional Foresters
National Approval Level	>\$500,000 Director of Fire Management	>\$100,000 Director	>\$500,000 Chief, Branch of Fire Management	>\$500,000 Chief, Division of Fire and Aviation	>\$100,000 or \$500,000 Chief

2

3 Burned Area Emergency Response (BAER) Teams

4 BAER Teams are a standing or ad hoc group of technical specialists (e.g.,
5 hydrologists, biologists, soil scientists, etc.) that develop and may implement
6 portions of the Burned Area Emergency Response Plans. They will meet the
7 requirements for unescorted personnel found in Chapter 07 under “Visitors to
8 the Fireline” when working within the perimeter of an uncontrolled wildfire.
9 The team’s skills and size should be commensurate with the size and complexity
10 of the wildfire.

11

12 It is the Agency Administrator’s responsibility to designate an interdisciplinary
13 BAER team. However, BAER teams must coordinate closely with IC and
14 Incident Management teams to work safely and efficiently. Initial requests for
15 funding for BAER should be submitted to the appropriate Agency Administrator
16 for approval within 7 calendar days after the total containment of the fire. If
17 additional time is needed, extensions may be negotiated with those having
18 approval authority.

- 19 • *DOI - The Department of the Interior maintains two standing National*
20 *BAER Teams with pre-identified positions listed in the National Interagency*
21 *Mobilization Guide and are comprised of personnel from the Bureau of*
22 *Indian Affairs, Bureau of Land Management, National Park Service, Fish*
23 *and Wildlife Service and Forest Service. The DOI-BAER Teams are*
24 *dispatched by the National Interagency BAER Team Dispatch Prioritization*

- 1 *Criteria Evaluation.*
2 *[http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20](http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf)*
3 *[OBAERTeam%20call-out%20criteria.pdf.](http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf)*
- 4 • **DOI**- *The DOI-BAER Teams should be requested at least 10 days prior to*
5 *expected date of wildfire containment and ordered as per the National*
6 *Mobilization Guide.*
 - 7 • **FS** - *The Forest Service utilizes BAER Teams through a pool of resources*
8 *with the skills identified by the receiving unit. When needed, BAER*
9 *personnel from other units can either be contacted directly or through*
10 *dispatch. Placing a general fire resource order for BAER team members*
11 *via dispatch is not appropriate for ad hoc Forest Service teams. See FSM*
12 *2523 and FSH 2509.13 for agency specific policy and direction for BAER*
13 *teams.*

14 **Incident Business Management**

15
16 Specific incident business management guidance is contained in the *Interagency*
17 *Incident business Management Handbook* (PMS 902). This handbook assists
18 participating agencies of the NWCG to constructively work together to provide
19 effective execution of each agency's incident management program by
20 establishing procedures for:

- 22 • Uniform application of regulations on the use of human resources, including
23 classification, payroll, commissary, injury compensation, and travel.
- 24 • Acquisition of necessary equipment and supplies from appropriate sources
25 in accordance with applicable procurement regulations.
- 26 • Managing and tracking government property.
- 27 • Financial coordination with the protection agency and maintenance of
28 finance, property, procurement, and personnel records and forms.
- 29 • Use and coordination of incident business management functions as they
30 relate to sharing of resources among federal, state, and local agencies,
31 including the military.
- 32 • Investigation and reporting of accidents.
- 33 • Investigating, documenting, and reporting claims.
- 34 • Documenting costs and implementing cost-effective criteria for managing
35 incident resources.
- 36 • Non-fire incidents administrative processes.

37 **Cost Management**

38 ~~XXX The primary criteria for choosing suppression strategies are to minimize~~
39 ~~costs without compromising safety. Planned and actual suppression costs must~~
40 ~~be commensurate with the values to be protected. They must be included and~~
41 ~~displayed in the Wildland Fire Decision Support System (WFDSS) Published~~
42 ~~Decision. Indirect containment strategies are appropriate only if they are the~~
43 ~~safest or least costly option. Selection of these strategies must be carefully~~
44 ~~scrutinized when fire danger trends are rising. Long duration wildfires need to~~
45

1 be closely evaluated to ensure that operations are not occurring beyond the point
2 of diminishing returns.

3
4 An Incident Business Advisor (IBA) must be assigned to any XXXwildfire with
5 costs of \$5 million or more. The complexity of the incident and the potential
6 costs should be considered when assigning either an IBA1 or IBA2. If a
7 qualified IBA is not available, the approving official will appoint a financial
8 advisor to monitor expenditures.

9
10 Incident cost objectives will be included as a performance measure in Incident
11 Management Team evaluations.

12 **Large Fire Cost Reviews**

13 An Interagency Large Fire Cost Review will be conducted when an incident
14 (single fire or complex) meets or exceeds Federal combined expenditures of \$10
15 million.

16
17 A review may also be conducted when an incident (single fire or fire complex)
18 meets or is expected to meet one or more of the following criteria:

- 19 • The predicted time to achieve the fire management objective exceeds 21
20 days.
- 21 • There are significant political, social, natural resource, or policy concerns.
- 22 • There are significant and complicated cost-share or multi-jurisdictional
23 issues.
- 24 • The affected agency requests a review.

25
26
27 It is the responsibility of the Agency Administrator to monitor large fire costs
28 and advise the appropriate individual(s) within their agency of the need for a
29 Large Fire Cost Review. When a multi-jurisdictional fire requires review, the
30 local Agency Administrator will determine which agency will be designated as
31 the lead in the review process.

32
33 The Agency Director will provide a Delegation of Authority to the Cost Review
34 Team authorizing the implementation of a review.

35
36 The *Large Fire Cost Review Guidebook* and draft Delegation of Authority for
37 use by all federal wildland fire management agencies can be found at
38 <http://www.nwccg.gov/general/memos/nwccg-003-2009.html>.

39 **FLAME Act Responsibilities**

40 To comply with protocols for the Forest Land Assistance, Management, and
41 Enhancement (FLAME) Act, local units should forward a copy of the completed
42 complexity analysis (Appendix E) through the State/Regional Office to the
43 National Office. FLAME Act information should be forwarded for any fires
44 occurring on their agency's lands (or on lands protected by that agency under
45

- 1 formal agreement) that are managed by a Type 1 or Type 2 Incident
2 Management Team, and are 300 acres or larger.
- 3 • **BLM-** *The Complexity Analysis should be forwarded by the State to the*
4 *Division of Budget and Evaluation, Fire and Aviation (FA-400). The*
5 *Division of Budget and Evaluation will also extract supporting*
6 *documentation from the Wildland Fire Decision Support System.*
 - 7 • **FS-** *Regions are required to submit the following information to*
8 *FLAME@fs.fed.us for fires that are eligible for FLAME Act funding:*
 - 9 ○ *Incident job code*
 - 10 ○ *Incident number*
 - 11 ○ *Name of fire*
 - 12 ○ *Type of team(s) that was actually mobilized to the fire*
 - 13 ○ *Complexity Analysis/Organizational Needs Assessment*

14 **Cache Management**

15
16 Agencies often serve as interagency partners in national support caches and
17 local area support caches, and may operate single agency initial attack caches.
18 All caches will maintain established stocking levels, receive and process orders
19 from participating agencies and follow ordering and fire replenishment
20 procedures as outlined by the national and geographic area cache management
21 plans and mobilization guides.

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

23 **XXX Type 1 and 2 National Interagency Support Caches**

24
25 There are ~~XXX eleven~~ **fifteen** National Interagency Support Caches (NISCs);
26 ~~XXX nine~~ **eleven** are managed by the Forest Service, ~~XXX and two~~ **three** are
27 managed by the BLM, ~~XXX and one~~ **is managed by the State of Idaho**. The
28 ~~XXX eleven~~ **fifteen** national caches are part of the National Fire Equipment
29 System (NFES). Each of these caches provides incident support in the form of
30 equipment and supplies to units within their respective geographic areas. The
31 NFES cache system may support other emergency, disaster, fire-related or land
32 management activities, provided that such support is permitted by agency
33 policies and does not adversely affect the primary mission. These national
34 caches do not provide supplies and equipment to restock local caches for non-
35 incident requests. Non-emergency (routine) orders should be directed to the
36 source of supply, e.g., GSA or private vendors. The Great Basin ~~XXX Area~~
37 **Incident Support** Cache at NIFC provides publications management support to
38 the National Wildfire Coordinating Group (NWCG). Reference the ~~NWCG XXX~~
39 ~~National Fire Equipment System Catalog-NFES Catalog Part 2: Publications~~
40 ~~XXX (NFES 0362)~~ at www.nwcg.gov for more detailed information.

41
42
43 Forest Service National Symbols Program distribution is through the ~~XXX~~
44 ~~Northeast Eastern~~ **Area XXX National Interagency Incident** Support Cache
45 ~~XXX (NEK)~~. This material is coordinated by the USDA Forest Service, under
46 advisement of the National Association of State Foresters' (NASF) Cooperative

1 Forest Fire Prevention Committee (CFPP) XXX and the DOI Bureau of Land
2 Management. Materials include Smokey Bear XXX/Junior Forest Ranger
3 prevention items and XXX Junior Forest Ranger Woodsy Owl environmental
4 educational materials.

5
6 XXX Northeast Area National Interagency Support Cache also distributes DOI
7 Fire Education materials and provides resource kits for National Fire Prevention
8 Teams. The website at <http://www.symbols.gov/> contains the catalog of these
9 materials and offers information having to do with these programs. XXX NEK
10 also distributes DOI Fire Education materials. The website at
11 <http://www.symbols.gov/> contains the catalog of these materials, information
12 about these programs, and online ordering instructions.

13 14 **XXX Local Area Interagency Type 3 Support Caches**

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

18 19 **XXX Initial Response Type 4 Local Caches**

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

23 24 **Inventory Management**

25 26 **System Implementation**

27 Each fire cache, regardless of size, should initiate and maintain a cache
28 inventory management system. Agency management systems provide a check
29 out/return concept that incorporates a debit/crediting for all items leaving the
30 cache. This system is strictly followed in the XXX Type 1 and 2 NISC's.
31 Inventory management processes should be implemented for all XXX local
32 interagency support and initial action Type 3 Support and Type 4 Local caches.

33 34 **XXX Reporting Requirements**

35 By April 1st of each year, all local interagency support and initial action caches
36 will submit inventories to their servicing NISC.

37
38 All items reported will conform to refurbishment standards set forth in the *Fire*
39 *Equipment Storage and Refurbishment Standards (PMS 448)* available at
40 www.nwreg.gov. Those items not identified in this document will not be
41 refurbished.

42 43 **Accountability**

44 Fire loss/use rate is defined as all property and supplies lost, damaged, or
45 consumed on an incident. It is reported as a percentage that is calculated in
46 dollars of items issued compared to items returned. XXX The reasonable

1 ~~anticipated fire loss/use rate for all items issued to an incident is 15 percent of~~
2 ~~trackable and durable items.~~ Consumable items are not included in this total.
3 All items stocked in agency fire caches will be categorized for return (loss
4 tolerance/use rate) and accountability purposes.

5

6 **Trackable Items**

7 Include items that a cache may track due to dollar value, sensitive property
8 classification, limited quantities available ~~XXX~~, or other criteria set by each
9 ~~NISC~~. Items that are considered trackable are usually engraved or tagged with a
10 cache trackable identification number. These items must be returned to the
11 issuing cache at the end of the incident use, or documentation must be provided
12 to the issuing cache as to why it was not returned. All trackable items are also
13 considered durable. ~~XXX 100 percent accountability is expected on trackable~~
14 ~~items.~~ ~~Accountability for trackable items is expected to be 100 percent.~~

15

16 **Durable Items**

17 Include cache items considered to have a useful life expectancy greater than one
18 incident. High percentages of return for these items are expected. These items
19 are not specifically cache identified/tagged/engraved. ~~XXX Durable items~~
20 ~~include water handling accessories, helicopter accessories, tents and camp items~~
21 ~~such as heaters, lights, lanterns, tables, chairs, hose, tools, backpack pumps,~~
22 ~~sleeping bags, pads, cots, and personal protective equipment. A 90% level of~~
23 ~~return is the expected threshold for durable items. Acceptable loss tolerance/~~
24 ~~use rates for the following durable goods have been established:~~

- 25 ● ~~10% for water handling accessories, helicopter accessories, tents and camp~~
26 ~~items such as heaters, lights, lanterns, tables, and chairs.~~
- 27 ● ~~20% for hose, tools, backpack pumps, sleeping bags, pads, and cots.~~
- 28 ● ~~30% for personal protective equipment.~~

29

30 **Consumable Items**

31 Include items normally expected to be consumed during incident use.
32 Consumable items returned in unused condition are credited to the incident.
33 Examples of consumable items are: batteries, plastic canteens, cubitainers,
34 forms, MREs, fusees, hot food containers, petroleum products, and medical
35 supplies.

36

37 **Incident Management and Environmental Sustainability**

38 Every incident should seek opportunities to reduce unnecessary waste and limit
39 impacts associated with management actions. This may be accomplished, for
40 example, by promoting recycling and encouraging the use of alternative energy
41 sources as long as such efforts do not compromise operational or safety
42 objectives.

43

44 **Incident to Incident Transfer of Supplies and Equipment**

45 Transfer of supplies and equipment between incidents is not encouraged, due to
46 the increased possibility of accountability errors. In instances when it is

1 determined to be economically feasible and operationally advantageous, the
2 following must be accomplished by the Supply Unit Leader from the incident
3 that is releasing the items.

4
5 Documentation will be completed on the *Interagency Incident Waybill (NFES*
6 *#1472)* and must include the following:

- 7 • NFES Number.
- 8 • Quantity.
- 9 • Unit of Issue.
- 10 • Description.
- 11 • Trackable ID number, if item is trackable.
- 12 • Receiving incident name, incident number, and resource request number.
- 13 • The Supply Unit Leader will send the waybill transfer information to the
14 servicing NISC to maintain proper accountability recording.

15
16 Upon request, the servicing NISC can provide the Supply Unit Leader with an
17 Outstanding Items Report **XXX or Incident Summary Report** to facilitate
18 accurate waybill documentation.

19 **Fire Loss Tolerance Reporting for Type 1 and 2 Incidents**

20 In order to help managers keep incident-related equipment and supply loss to a
21 minimum, incident management teams (IMT)'s are required to maintain
22 accountability and tracking of these items. Guidelines and procedures to assist
23 with this accountability are provided in Chapter 30 of the *Interagency Incident*
24 *Business Management Handbook*. To further facilitate these procedures and
25 provide oversight, a fire loss report has been developed that provides detailed
26 information regarding used and trackable item use. This report has been
27 accepted by NWCG for all wildland fire agencies and will be compiled for all
28 Type 1 and Type 2 incidents. Investigations may be conducted in those cases
29 where **XXX loss/use tolerances rates thresholds** may have been exceeded.

30
31
32 These reports are compiled by the NISC servicing the particular incident.
33 Reports will then be forwarded to the responsible local office, with a copy to the
34 state/regional FMO, within 60 days of the close of the incident to meet these
35 time limits. The following steps must be followed to insure accurate reports:

- 36 • At the close of each incident, all property must be returned to the servicing
37 NFES cache.
- 38 • If accountable/trackable property has been destroyed or lost, appropriate
39 documentation must be provided to the cache for replacement and updating
40 property records.
- 41 • All property purchased with emergency fire funds for an incident must be
42 returned to the NFES cache system.
- 43 • All unused consumable and/or durable NFES items must be returned to the
44 servicing NFES cache within 30 days of control of the incident.

- 1 • Agency Administrators/fire management officers must review the fire loss
2 report and recommend appropriate follow-up action if losses are excessive.
3 Those actions and recommendations should be documented and filed in the
4 final incident records.
5

6 **Incident Supply and Equipment Return Procedures**

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

- 9 • Items meeting NFES standards will be returned to the **XXX local or**
10 **geographic area cache NISC** for reuse within the fire supply system.
11 • Items not meeting the prescribed NFES standards will be purchased with
12 **XXX project program** funds by the local unit if the items are needed for
13 program use.
14 • Items will be delivered to the unit's excess property program for disposal.
15

16 **Cache Returns and Restock Procedures**

17 All returns for credit and restock of caches to specific incident charges should be
18 made within 30 days after the close of the incident. If that timeframe cannot be
19 met, it is required that returns and restock be made during the same calendar
20 year as items were issued. All returns should be tagged with appropriate
21 incident number, accompanied by an interagency waybill identifying the
22 appropriate incident number, or accompanied by issue documents to ensure
23 proper account credit is given. Any items returned after the calendar year of
24 issue will be returned to multiple-fire charges, unless specific incident charge
25 documentation (issues) can be provided with the return.
26

27 **Incident Replacement of Government Property**

28 Refer to the *IIBMH*, Chapter 30 for procedures governing property management
29 relating to incident activities. The Agency Administrator is responsible for
30 providing agency property management guidelines and/or procedures to incident
31 personnel.
32

33 Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30.
34 Specialty or non-cache items originally provided by the home unit through the
35 use of preparedness funds will be replaced by home unit funds if the loss is due
36 to normal wear and tear. If the government property is damaged on the incident
37 due to a specific event, e.g., wind event damages tent, the incident may, upon
38 receipt of required documentation and proof of damage, authorize replacement
39 using the *Incident Replacement Requisition (OF-315)*. Cache items will be
40 replaced at the incident if available. Cache items that are not available at the
41 incident may be authorized for restocking at the home unit via an authorized
42 *Incident Replacement Requisition*.

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Chapter 12 Suppression Chemicals & Delivery Systems

Policy for Use of Fire Chemicals

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 at <http://www.fs.fed.us/rm/fire/wfcs/index.htm>

- XXX Link to appropriate Qualified Products List (QPL)

Refer to local jurisdictional policy and guidance related to use of wildland fire chemicals for protection of historic structures.

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.

Types of Fire Chemicals

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 airtanker (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>.

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.

1 **Wet Water**

2 Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water
3 solution.

4
5 **Water Enhancer (Gel)**

6 Water enhancers, such as fire fighting gels, are added to water to improve the
7 viscosity and adhesion of water. They are not effective once the water has
8 evaporated. These products may be used in structure protection within the
9 wildland interface or on wildland fuels. They are fully approved for use in
10 helicopter bucket and engine application. Many are also approved, at specific
11 mix ratios, for use in SEATs, and fixed tank helicopters. See the QPL for
12 specific uses for each product.

13
14 **Safety Information**

15
16 **Personnel Safety**

17 All qualified wildland fire chemicals meet minimum requirements (June 2007)
18 in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal
19 toxicity, primary skin irritation, and primary eye irritation). Specifications for
20 long-term retardants, fire suppression foams, and water enhancers can be found
21 on the WFCS website.

22
23 Personnel involved in handling, mixing, and applying fire chemicals or solutions
24 shall be trained in proper procedures to protect their health and safety and the
25 environment. Approved fire chemicals can be irritating to the eyes. Personnel
26 must follow the manufacturer's recommendations; including use of PPE, as
27 found on the product label and product MSDS. The MSDSs for all approved
28 fire chemicals can be found on the web site at
29 <http://www.fs.fed.us/rm/fire/wfcs/msds.htm>.

30
31 Human health risk from accidental drench with fire chemicals can be mitigated
32 by washing with water to remove any residue from exposed skin.

33
34 Containers of any fire chemical, including backpack pumps and engine tanks,
35 should be labeled to alert personnel that they do not contain only water and the
36 contents are not potable.

37
38 Slippery footing is a hazard at storage areas, unloading and mixing sites, and
39 wherever applied. Because all fire chemical concentrates and solutions
40 contribute to slippery conditions, all spills must be cleaned up immediately,
41 preferably with a dry absorbent pad or granules. Firefighters should be aware
42 that fire chemicals can conceal ground hazards. Wildland fire chemicals can
43 penetrate and deteriorate leather boots, resulting in wet feet and potentially
44 ruined leather.

45
46

1 **Aerial Application Safety**

2 Personnel and equipment in the flight path of intended aerial drops should move
3 to a location that will decrease the possibility of being hit with a drop.

4
5 Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.)
6 that the drop could dislodge. The *Incident Response Pocket Guide* (IRPG)
7 provides additional safety information for personnel in drop areas.

8
9 During training or briefings, inform all fire personnel of environmental
10 guidelines and requirements for fire chemicals application and avoid contact
11 with waterways.

12
13 Avoid dipping from rivers or lakes with a helicopter bucket containing residual
14 fire chemicals without first cleaning/washing down the bucket.

15
16 Consider setting up an adjacent reload site and manage the fire chemicals in
17 portable tanks or terminate the use of chemicals for that application.

18
19 **XXX NOTE: Next sections replaced entirely with text provided by the Fire**
20 **Chemicals Executive Board Committee to reflect changes as a result of the**
21 **USDA Forest Service Nationwide Aerial Application of Fire Retardant on**
22 **National Forest System Land Record of Decision.**

23
24 ~~**XXX Policy for Delivery of Wildland Fire Chemicals Near Waterways**~~

25
26 ~~Avoid aerial application of wildland fire chemicals within 300 feet of waterways~~
27 ~~and any ground application of wildland fire chemicals into waterways. The~~
28 ~~policy has been adopted from the 2000 *Guidelines for Aerial delivery of*~~
29 ~~*Retardant or Foam near Waterways* which were established and approved by~~
30 ~~the FS, BLM, NPS, and FWS. It has been expanded to include all wildland fire~~
31 ~~chemicals, including water enhancers.~~

32
33 ~~This policy was updated in 2009 and can be found at:~~
34 ~~[http://www.fs.fed.us/rm/fire/wfes/Application_Policy_MultiAgency_042209-](http://www.fs.fed.us/rm/fire/wfes/Application_Policy_MultiAgency_042209-UPDATE.pdf)~~
35 ~~UPDATE.pdf~~

36
37 **Exceptions:**

- 38 ● ~~When alternative line construction tactics are not available due to terrain~~
39 ~~constraints, congested area, life and property concerns or lack of ground~~
40 ~~personnel, it is acceptable to anchor the wildland fire chemical application~~
41 ~~to the waterway. When anchoring a wildland fire chemical to a waterway,~~
42 ~~use the most accurate method of delivery in order to minimize placement of~~
43 ~~wildland fire chemicals in the waterway (e.g., a helicopter rather than a~~
44 ~~heavy airtanker).~~

- 1 ● ~~XXX Deviations from the policy are acceptable when life or property is~~
2 ~~threatened and the use of wildland fire chemicals can be reasonably~~
3 ~~expected to alleviate the threat.~~
- 4 ● ~~When potential damage to natural resources outweighs possible loss of~~
5 ~~aquatic life, the unit administrator may approve a deviation from these~~
6 ~~guidelines.~~
- 7
- 8 ● ~~FS The Record of Decision for the Nationwide Aerial Application of Fire~~
9 ~~Retardant on National Forest System Land replaces the 2000 Guidelines~~
10 ~~with fire retardant direction (still policy). This direction includes 300' (or~~
11 ~~larger) buffers on either side of waterways or avoidance areas for certain~~
12 ~~threatened, endangered, proposed, candidate, or sensitive (TEPCS) aquatic~~
13 ~~species. The waterway and buffers have been mapped and should be~~
14 ~~provided to any firefighting personnel affiliated with the ordering and~~
15 ~~directing the delivery of aerially applied fire retardant. The direction also~~
16 ~~includes mapped avoidance areas for TEPCS terrestrial species. These~~
17 ~~avoidance areas do not allow for the aerially delivery of fire retardants.~~
- 18 ○ ~~Exception: The one exception allowed for dropping fire retardants in~~
19 ~~any waterway, 300' (or larger) buffer, or mapped avoidance area is~~
20 ~~when human life or safety is threatened and the use of retardant can be~~
21 ~~reasonably expected to alleviate the threat.~~

22
23 ~~This direction applies to any wildland fire chemical that is aerially applied,~~
24 ~~not just fire retardant.~~

25
26 ~~XXX Maps are available at~~
27 ~~http://apps.fs.fed.us/ArcGIS/rest/services/edw_external/edw_AerialFireRetarda~~
28 ~~[ntAvoidanceAreas_01/MapServer.](http://apps.fs.fed.us/ArcGIS/rest/services/edw_external/edw_AerialFireRetarda/AvoidanceAreas_01/MapServer)~~

30 **Definition of Waterway – 2000 Guidelines**

31 Any body of water (including lakes, rivers, streams, and ponds) whether or not
32 they contain aquatic life.

33 ● **FS Definitions**

- 34 ○ **Aquatic Avoidance Areas** – All waterways with a 300 foot (or larger)
35 buffer; this includes perennial streams, intermittent streams, lakes,
36 ponds, identified springs, reservoirs, and vernal ponds.
- 37 ○ **Terrestrial Avoidance Area** – Mapped area used to avoid impacts on
38 one or more federally listed threatened, endangered, or proposed plant
39 or animal species or critical habitat where aerial application of fire
40 retardant may affect habitat and/or populations and for any FS
41 terrestrial sensitive or candidate species where aerial application of
42 fire retardant may result in a trend toward federal listing under ESA or
43 a loss of viability on the planning unit.

45 **Guidance for Pilots**

46 To meet the 300-foot buffer zone guideline, implement the following:

- 1 ● **Medium/Heavy Airtankers:** When approaching a waterway visible to the
2 pilot, the pilot shall terminate the application of wildland fire chemical
3 approximately 300 feet before reaching the waterway. When flying over a
4 waterway, pilots shall wait one second after crossing the far bank or shore
5 of a waterway before applying wildland fire chemical. Pilots shall make
6 adjustments for airspeed and ambient conditions such as wind to avoid the
7 application of wildland fire chemical within the 300-foot buffer zone.
- 8 ● **Single Engine Airtankers:** When approaching a waterway visible to the
9 pilot, the pilot shall terminate application of wildland fire chemical
10 approximately 300 feet before reaching the waterway. When flying over a
11 waterway, the pilot shall not begin application of wildland fire chemical
12 until 300 feet after crossing the far bank or shore. The pilot shall make
13 adjustments for airspeed and ambient conditions such as wind to avoid the
14 application of retardant within the 300-foot buffer zone.
- 15 ● **Helicopters:** When approaching a waterway visible to the pilot, the pilot
16 shall terminate the application of wildland fire chemical 300 feet before
17 reaching the waterway. When flying over a waterway, pilots shall wait five
18 seconds after crossing the far bank or shore before applying the wildland
19 fire chemical. Pilots shall make adjustments for airspeed and ambient
20 conditions such as wind to avoid the application of wildland fire chemicals
21 within the 300-foot buffer zone.
- 22
- 23 This policy does not require the helicopter or airtanker pilot in command to fly
24 in such a way as to endanger his or her aircraft, other aircraft, structures, or
25 compromise ground personnel safety.
- 26
- 27 ● **FS** The following is in addition to guidance to pilots for any aircraft
28 supporting a fire on National Forest lands:
- 29 ○ **National Forest lands may have mapped avoidance areas for**
30 **Threatened, Endangered, Proposed, Candidate, or Sensitive (TEPCS)**
31 **species, and waterways that are excluded from aerially applied**
32 **wildland fire chemicals. Any aerial supervision resource should**
33 **inquire if these avoidance areas exist on any Forest Service fire they**
34 **are providing support to. Include the reporting requirements in the**
35 **briefing if a misapplication of fire chemical occurs.**
- 36 ○ **Prior to fire retardant application, all pilots shall be briefed on the**
37 **locations of all TEPCS avoidance areas on the unit.**
- 38 ○ **Prior to aerial application of fire retardant, the pilot will make a “dry**
39 **run” over the intended application area to identify avoidance areas**
40 **and waterways in the vicinity of the wildland fire if it is operationally**
41 **feasible (urgency to drop).**
- 42 ○ **When approaching an avoidance area mapped for TEPCS species,**
43 **waterway, or riparian vegetation visible to the pilot, the pilot will**
44 **terminate the application of retardant approximately 300 feet before**
45 **reaching the mapped avoidance area or waterway.**

- 1 ○ When flying over a mapped avoidance area, waterway, or riparian
2 vegetation, the pilot will wait 1 (one) second before applying
3 retardant.
- 4 ○ Pilots will make adjustments for airspeed and ambient conditions such
5 as wind to avoid the application of retardant within the 300-foot or
6 larger buffer or avoidance area in order to avoid drift into protected
7 areas.
- 8 ○ Pilots are provided avoidance area maps at all briefings (if not
9 dispatched from one geographic area/unit and delivering to another
10 geographic area).

12 Reporting Requirements of Wildland Fire Chemicals into Waterways:

13 Any fire chemicals aerially applied into a waterway or within 300 feet of a
14 waterway require prompt upward reporting to incident management and Agency
15 Administrators. Notifications will also be made for any spills or ground
16 applications of fire chemicals into waterways or with potential to enter the
17 waterway.

18
19 If it is believed that fire chemicals have been introduced into a waterway or
20 buffer zone, personnel should immediately inform their supervisor. The incident
21 or host authorities must immediately contact appropriate regulatory agencies and
22 specialists within the local jurisdiction.

23
24 Initial notifications of wildland fire chemical mishaps will be reported as soon as
25 possible to the WFCS Fire Chemical Project Leader in Missoula, Montana at
26 phone 406 329 4859 (if no answer please leave message) or to individuals listed
27 on website referenced below. Include the date, location, and extent of the
28 mishap.

29
30 All information, including reporting form and instructions, are posted on the
31 web site at: <http://www.fs.fed.us/fire>.

32 ● **FS – Additional Reporting Requirements for TEPCS:** Reporting is also
33 required for all introductions of wildland fire chemicals into habitat for
34 those TEPCS species identified by the U.S Fish and Wildlife Service (FWS)
35 and Forest Service offices. The list and other information can be found at
36 http://www.fs.fed.us/fire/retardant/eis_info.html. This requirement is part
37 of the Record of Decision for the Nationwide Aerial Application of Fire
38 Retardant and the completion of ESA Section 7 Consultation with the
39 National Marine Fisheries Service (NMFS) and the FWS. When wildland
40 fire chemicals adversely affect any threatened, endangered, proposed, or
41 candidate species, or designated or proposed critical habitat as identified in
42 the ROD and consultation with the Services, the Forest Service Line Officer
43 must reinitiate consultation with the FWS and/or NMFS. The FS unit will
44 coordinate and work with the local FWS or NMFS office to develop the
45 appropriate monitoring plan or to implement the applicable terms and
46 conditions, reasonable and prudent measures, or conservation measures

1 issued as part of the consultation. The procedures, reporting form and
2 instructions can be found at the same website as listed above.

4 **Endangered Species Act (ESA) Emergency Consultation for Agencies Other** 5 **Than Forest Service**

6
7 The following provisions are guidance for complying with the emergency
8 section 7 consultation procedures of the ESA with respect to aquatic species.
9 These provisions do not alter or diminish an action agency's responsibilities
10 under the ESA.

11
12 Where threatened & endangered (T&E) species or their habitats are potentially
13 affected by aerial application of wildland fire chemical, the following additional
14 procedures apply:

- 15 ● As soon as practicable after the aerial application of wildland fire chemical
16 near waterways or within listed species habitats, determine whether the
17 aerial application has caused any adverse effects to a T&E species or their
18 habitat. This can be accomplished by the following:
 - 19 ○ Aerial application of wildland fire chemical outside 300 ft of a
20 waterway or listed species habitat is presumed to avoid adverse effects
21 to species and no further consultation for species is necessary.
 - 22 ○ Aerial application of wildland fire chemical within 300 ft of a
23 waterway or listed species habitat requires that the unit administrator
24 determine whether there have been any adverse effects to T&E species.
- 25 ● These procedures shall be documented in the initial or subsequent fire
26 reports:
 - 27 ○ If there were no adverse effects to aquatic T&E species or their
28 habitats, there is no additional requirement to consult on aquatic species
29 with Fish and Wildlife Service (FWS) or National Marine Fisheries
30 Service (NMFS).
 - 31 ○ If the action agency determines that there were adverse effects on T&E
32 species or their habitats then the action agency must consult with FWS
33 and/or NMFS, as required by 50 CFR 402.05 (Emergencies).
34 Procedures for emergency consultation are described in the *Interagency*
35 *Consultation Handbook*, Chapter 8 (March, 1998). In the case of a
36 long duration incident, emergency consultation should be initiated as
37 soon as practical during the event. Otherwise, post event consultation
38 is appropriate. The initiation of the consultation is the responsibility of
39 the unit administrator.

40
41 Ground application of a wildland fire chemical into a waterway or listed species
42 terrestrial avoidance area (FS specific avoidance area) also requires determining
43 whether the application has caused any adverse effects to a T&E species or their
44 habitat. The procedures identified above also apply.

45

1 Each agency is responsible for ensuring that their appropriate agency specific
2 guides and training manuals reflect these standards.

3
4 **XXX Interagency Policy for Aerial and Ground Delivery of Wildland Fire
5 Chemicals near Waterways and Other Avoidance Areas**

6
7 This policy is an expansion and update for the 2000 and 2009 updated
8 Guidelines for Aerial Delivery of all wildland fire chemicals, including
9 retardant, foam, and water enhancers, which were established and approved by
10 the Forest Service (FS) and the Department of the Interior (DOI). The policy
11 includes additional avoidance areas (both aquatic and terrestrial) for aerial
12 delivery of fire chemicals as designated by individual agencies and includes
13 additional FS reporting requirements.

14
15 This policy does not require the helicopter or airtanker pilot-in-command to fly
16 in such a way as to endanger his or her aircraft, other aircraft, or structures or
17 compromise ground personnel safety

Aerial Delivery Policy	Ground Delivery Policy
<ul style="list-style-type: none"> • Avoid aerial application of all wildland fire chemicals within 300 feet (ft.) of waterways. • Additional mapped avoidance areas may be designated by individual agency. • For FS, whenever practical, as determined by the fire incident commander, use water or other less toxic wildland fire chemical suppressants for direct attack or less toxic approved fire retardants in areas occupied by threatened, endangered, proposed, candidate or sensitive species (TEPCS) or their designated critical habitats. 	<ul style="list-style-type: none"> • Avoid application of all wildland fire chemicals into waterways or mapped avoidance areas.

19
20 **Definition of Waterway**
21 Any body of water (including lakes, rivers, streams, and ponds) whether or not it
22 contains aquatic life.

23
24 **Definition of Waterway Buffer**
25 300 ft. distance on either side of a waterway.

26
27 **Definition of Additional Mapped Avoidance Areas**
28 On FS lands, there may be areas requiring additional protection outside of the
29 300 ft. waterway buffer. This may include certain dry intermittent or ephemeral

1 streams for resource protection, as well as areas for the protection of TEPCS
2 terrestrial habitats and population areas.

3

4 **Guidance for pilots**

5 Pilots will avoid all waterways and additional mapped avoidance areas
6 designated by individual agencies. To meet the 300 ft waterway buffer zone or
7 additional mapped avoidance areas guideline, implement the following:

- 8 ● All Aircraft: When approaching a waterway or other avoidance areas, the
9 pilot shall terminate application of wildland fire chemical approximately
10 300 ft before reaching the area. When flying over a waterway, the pilot
11 shall not begin application of wildland fire chemical until 300 ft. after
12 crossing the far bank or shore. The pilot shall make adjustments for
13 airspeed and ambient conditions such as wind to avoid the application of
14 wildland fire chemicals within the 300 ft. buffer zone. Riparian vegetation
15 may be an indicator of waterways and pilots should confirm to the extent
16 possible that no water is present before dropping.

17

18 Additional guidance to pilots for any aircraft supporting a fire on FS lands

- 19 ● FS may have additional mapped avoidance areas for TEPCS species,
20 waterway buffers exceeding 300 ft. or certain intermittent or ephemeral
21 waterways that are identified as avoidance areas for resource protection.
22 Any aerial supervision resource should inquire if these avoidance areas
23 exist on any FS fire they are providing support to.
- 24 ● Prior to fire retardant application, all aerial supervision and/or pilots shall
25 be briefed by dispatch on the locations of all TEPCS or other avoidance
26 areas in the vicinity.
- 27 ● If operationally feasible, pilots or the aerial supervision shall make a 'dry
28 run' over the intended application area to identify avoidance areas and
29 waterways in the vicinity of the wildland fire.
- 30 ● Pilots should be provided avoidance area maps and information at all
31 briefings (if not dispatched from one geographic area/unit and delivering to
32 another geographic area).

33

34 Exceptions for USDA Forest Service

- 35 ● Deviations from the policy are allowed only for the protection of life or
36 safety (public and firefighter).

37

38 Exceptions for all other Agencies

- 39 ● When alternative line construction tactics are not available due to terrain
40 constraints, congested area, life and property concerns or lack of ground
41 personnel, it is acceptable to anchor the wildland fire chemical application
42 to the waterway. When anchoring a wildland fire chemical line to a
43 waterway, use the most accurate method of delivery in order to minimize
44 placement of wildland fire chemical in the waterway (e.g., a helicopter
45 rather than a heavy airtanker).

- 1 • Deviations from the policy are acceptable when life or property is
2 threatened and the use of wildland fire chemical can be reasonably expected
3 to alleviate the threat.
4 • When potential damage to natural resources outweighs possible loss of
5 aquatic life, the unit administrator may approve a deviation from these
6 guidelines.

7
8 **Reporting Requirements of Aerially Delivered Wildland Fire Chemicals**
9 **into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas**

10
11 During training or briefings, inform field personnel of:

- 12 • environmental guidelines for fire chemical application,
13 • requirements for avoiding contact with waterways,
14 • additional mapped avoidance areas as designated by individual agency, and
15 • their responsibility for upward reporting in the event of application, for
16 whatever reason, into avoidance areas.

17
18 If application of wildland fire chemical occurs or anyone believes it may have
19 been introduced within waterways, waterway buffered areas, or other mapped
20 avoidance areas, the following is required as appropriate:

- 21 • they should inform their supervisor;
22 • the information will be forwarded to incident management and the agency
23 administrator, usually through the resource advisor;
24 • the incident or host authorities must immediately contact specialists within
25 the local jurisdiction; and
26 • notifications and reporting will be completed as soon as possible.

27
28 Procedures have been implemented for the required reporting. All information,
29 including reporting tools and instructions are posted on the websites at:

30 <http://www.fs.fed.us/rm/fire/wfcs>
31 <http://www.fs.fed.us/fire/retardant/>

32
33 The FS has additional reporting requirements for threatened, endangered,
34 proposed, candidate and FS listed sensitive species for aerially delivered fire
35 retardant only. This requirement resulted from the Forest Service's acceptance
36 of Biological Opinions received from the National Marine Fisheries Service
37 (NMFS) and the U.S. Fish and Wildlife Service (FWS), and the *2011 Record of*
38 *Decision for Nationwide Aerial Application of Fire Retardant on National*
39 *Forest System Lands*. The procedures, reporting tools, and instructions can be
40 found at the same websites listed above.

41
42 **Endangered Species Act, (ESA) Emergency consultation**

43
44 The FS has completed consultation with regulatory agencies (FWS and NOAA)
45 for aerial delivery of fire retardant (only) on National Forest System lands;

1 please refer to <http://www.fs.fed.us/fire/retardant/> for additional information and
2 re-initiation of consultation requirements.
3 The following provisions are guidance for complying with the emergency
4 section 7 consultation procedures of the ESA for wildland fire chemicals. These
5 provisions do not alter or diminish an action agency's responsibilities under the
6 ESA.

7
8 Where T&E species or their habitats are potentially affected by application of
9 wildland fire chemicals, the following additional procedures apply and shall be
10 documented in initial or subsequent fire reports:

- 11 • As soon as practicable after application of wildland fire chemical near
12 waterways or other avoidance area as designated by agency, determine
13 whether the application has caused any adverse effects to a T&E species or
14 their habitat. This can be accomplished by the following:
 - 15 ○ Ground application of wildland fire chemical outside a waterway is
16 presumed to avoid adverse effects to aquatic species and no further
17 consultation for aquatic species is necessary.
 - 18 ○ Aerial application of wildland fire chemical outside 300 ft. of a
19 waterway is presumed to avoid adverse effects to aquatic species and
20 no further consultation for aquatic species is necessary.
 - 21 ○ Aerial application of wildland fire chemical within 300 ft. of a
22 waterway requires that the unit administrator determine whether there
23 have been any adverse effects to T&E species within the waterway. If
24 no adverse effects to aquatic T&E species or their habitats, no
25 additional requirement to consult on aquatic species with FWS or
26 NMFS is required.
 - 27 ○ Application of wildland fire chemical within other avoidance areas as
28 designated by agency requires the agency administrator to determine
29 whether there have been any adverse effects to T&E species. If there
30 are no adverse effects to species or their habitats there is no additional
31 requirement to consult with FWS or NMFS.

32
33 If the action agency determines that there were adverse effects on T&E species
34 or their habitats then the action agency must consult with FWS and NMFS, as
35 required by 50 CFR 402.05 (Emergencies). Procedures for emergency
36 consultation are described in the Interagency Consultation Handbook, Chapter 8
37 (March, 1998). In the case of a long duration incident, emergency consultation
38 should be initiated as soon as practical during the event. Otherwise, post-event
39 consultation is appropriate. The initiation of the consultation is the
40 responsibility of the unit administrator.

41 **Operational Guidelines for Invasive Species**

42
43 Refer to Chapter 11 for guidance on minimizing potential transmission of
44 invasive species.
45

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Chapter 13 Firefighter Training and Qualifications

Introduction

National Wildfire Coordinating Group (NWCG) sanctioned firefighters are trained and qualified according to the NWCG and other standards, as outlined below.

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>

- **FS** - See *FSH 5109.17* for additional requirements.

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:

- **BLM** – ~~XXX BLM Fire and Aviation Training Information Job Aid which can be found at:~~ http://www.blm.gov/nife/st/en/prog/fire/training/fire_training/publications/job_aid.html ~~BLM Standards for Fire Training and Workforce Development, available at the BLM Fire Operations Website.~~
- **FWS** - *The Fire Management Handbook*.
- **FS** - *The FSH 5109.17*. AD hires sponsored by the Forest Service will meet *FSH 5109.17* position qualification standards.
- **NPS** - *L380 Fireline Leadership* is recommended training for single resource bosses; *L-381 Incident Leadership* is recommended training for RXBI.

Qualification and Certification Process

Each unit with fire management responsibilities will establish an Incident Qualification Card qualification and certification process ~~XXX that includes~~ **which may include a qualification and certification committee**. In areas cooperating with other federal, state, or local agencies, an interagency

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- 1 qualification and certification committee should **XXX be established and**
2 include representatives from each unit. These qualification and certification
3 committees provide management oversight and review of the wildland and
4 prescribed fire positions under their jurisdiction. The committee **XXX also:**
- 5 • Ensures that qualifications generated by IQCS or other agency systems for
6 employees are valid by reviewing the training and experience of each
7 employee.
 - 8 • Determines whether each employee possesses the personal characteristics
9 necessary to perform the wildland and prescribed fire positions in a safe and
10 efficient manner.
 - 11 • Makes recommendations to the appropriate Agency Administrator or
12 designee who is responsible for final certification signature.
 - 13 • Develops interagency training needs and sponsors courses that can be
14 offered locally.
 - 15 • Ensures training nominees meet minimum requirements for attending
16 courses.

18 **Non-NWCG Agency Personnel Qualifications**

19 Personnel from non-NWCG agencies meeting *NWCG 310-1* prerequisites can
20 participate in and receive certificates for successful completion of NWCG
21 courses. Agency employees can complete the Task Blocks, Evaluation Record
22 and Verification/Certification sections of a cooperating organizations employee
23 Position Task Book. Agency employees will not initiate or complete the
24 Agency Certification sections of Position Task Book for non-agency employees.

26 Personnel from agencies that do not subscribe to the NWCG qualification
27 standards may be used on agency managed fires. Agency fire managers must
28 ensure these individuals are only assigned to duties commensurate with their
29 competencies, agency qualifications, and equipment capabilities.

31 **Non-NWCG Agency Personnel Use on Prescribed Fire**

32 The NWCG 310-1 *Wildland Fire System Qualifications Guide* establishes the
33 minimum qualifications for personnel involved in prescribed fires on which
34 resources of more than one agency are utilized - unless local agreements specify
35 otherwise. This guide may be found at:
36 <http://www.nwcg.gov/pms/docs/docs.htm>

38 **Incident Qualifications and Certification System (IQCS)**

40 The Incident Qualifications and Certification System (IQCS) is the fire
41 qualifications and certification record keeping system. The Responder Master
42 Record report provided by the IQCS meets the agency requirement for
43 maintaining fire qualification records. The system is designed to provide
44 managers at the local, state/regional, and national levels with detailed
45 qualification, experience, and training information needed to certify employees
46 in wildland fire positions. The IQCS is a tool to assist managers in certification

1 decisions. However, it does not replace the manager's responsibility to validate
2 that employees meet all requirements for position performance based on their
3 agency standards.

4
5 A hard copy file folder will be kept for each employee. The contents will
6 include, but are not limited to: training records for all agency required courses,
7 evaluations from assignments, position task book verification, yearly updated
8 IQCS forms, and the Responder Master Record (RPTC028) from IQCS. All
9 records will be stored and/or destroyed in accordance with agency policies.

- 10 • **BLM** - *These policies can be found at*
11 *[http://www.blm.gov/wo/st/en/info/regulations/combined_record_schedules.](http://www.blm.gov/wo/st/en/info/regulations/combined_record_schedules.html)*
12 *html*
- 13 • **NPS** - *IQCS Account Managers should have an IQCS Delegation of*
14 *Authority if they are serving as the Certifying Official. Delegation of*
15 *Authority can be found at: <http://iqcs.nwcg.gov/main/requestAccount.html>*

17 **Certification of Non-Agency Personnel**

18 Non-agency firefighters will be certified by state or local fire departments, or
19 private training providers approved by a Memorandum of Understanding
20 (MOU) through their local GACC. Agencies will not assist in the
21 administration, or sponsor the Work Capacity Test (WCT), as the certifying
22 agency.

24 **Incident Qualification Card**

25 The Agency Administrator (or delegate) is responsible for annual certification of
26 all agency and Administratively Determined (AD) personnel serving on wildfire,
27 prescribed fire, and all hazard incidents. This responsibility includes monitoring
28 medical status, fitness, training, performance, and ensuring the responder meets
29 all position performance requirements.

30
31 Training, medical screening, and successful completion of the appropriate WCT
32 must be properly accomplished. All Incident Qualification Cards issued to
33 agency employees, with the exception of Emergency Firefighter (EFF-paid or
34 temporary employees at the FFT2 level), will be printed using the IQCS.

35 Incident Qualification Cards issued to EFF or temporary employees at the FFT2
36 level may be printed at the local level without use of the IQCS.

37
38 Each agency will designate employees at the national, regional/state, and local
39 levels as Fire Qualifications Administrators, who ensure all incident experience,
40 incident training, and position Task Books for employees within the agency are
41 accurately recorded in the IQCS. All records must be updated annually or
42 modified as changes occur.

- 43 • **NPS**- *Certification for Area Command and Type 1 Command and General*
44 *Staff (C&GS) position task books will be done at the national office level;*
45 *Type 2 C&GS, and any position task books issued to park fire management*

- 1 officers will be certified at the regional office level. All other position task
2 books may be certified at the local unit level.
- 3 • **NPS** - It is NPS policy that two or more assignments be accomplished after
4 completing a Position Task Book, and receiving certification, before an
5 individual begins movement to the next higher level. It is also NPS policy to
6 require two or more qualified assignments be accomplished in a position
7 before an individual may become a position performance evaluator. The
8 only exceptions to this policy are unit leader positions leading to Planning
9 Section Chief, Logistics Section Chief, or Finance Section Chief.
10 Subordinate unit leader positions require a minimum of one assignment
11 after the PTB completion and position certification.
 - 12 • **XXX FS**- Refer to FSH 5109.17.
 - 13 • **BLM**- BLM Recertification Policy: If an employee (including an agency-
14 sponsored AD) has lost currency in a position, the employee is converted to
15 trainee status for that position. In order to regain full qualification for the
16 position, the employee must demonstrate the ability to perform in the
17 position as determined by the Certifying Official. Prior to recertification,
18 the employee must:
 - 19 ○ Complete the BLM Recertification Evaluation found at
20 http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html
 - 21 ○ Complete one or more evaluation assignments.
 - 22 ○ Complete any additional requirements as determined by the Certifying
23 Official (e.g. additional assignments and/or courses).
- 24 **NOTE:** This policy only applies to positions for which a task book is
25 required.

27 Incident Qualification Card Expiration Dates

- 28 Incident Qualification Cards **XXX positions for responders that possess**
29 **qualifications** requiring Work Capacity Tests (WCT) and the Annual Fireline
30 Safety Refresher Training course (RT-130) are valid through the earliest
31 expiration date (either fitness or refresher) listed on the card. Incident
32 Qualification Cards **XXX positions for responders that possess qualifications**
33 that do not require WCT or RT-130 for issuance are valid for 12 months from
34 the date the card is signed by a certifying official.
- 35 • **FS**- the WCT is considered effective for 13 months from the date passed. If
36 an employee is on an emergency assignment on the date their
37 **WCTXXX/refresher** expires, they will complete their assignment including
38 any extensions. Upon return to their duty station, they must complete the
39 **WCTXXX/refresher** and acquire a new Incident Qualification Card prior to
40 accepting any new assignments.

42 Universal Training Requirements

- 44 All personnel filling NWCG recognized positions on the fireline must have
45 completed:
- 46 • S-130 Firefighter Training (including the required field exercises)

- 1 • S-190 Introduction to Wildland Fire Behavior
- 2 • L-180 Human Factors on the Fireline
- 3 • I-100 Introduction to ICS
- 4
- 5 All Responders filling ICS positions must have completed:
- 6 IS-700A *NIMS: An Introduction*¹
- 7 **XXX I-100 Introduction to ICS**
- 8 • Single Resource Personnel:
- 9 ICS-200 or equivalent
- 10 • Strike Team/Taskforce Leaders, Supervisors, and Branch Directors
- 11 IS-800B *National Response Framework, An Introduction*²
- 12 ICS-300 or equivalent
- 13 • Command and General Staff, Area Command and Emergency Managers:
- 14 IS-800B *National Response Framework, An Introduction*²
- 15 ICS-400 or equivalent

16

17 ¹IS-700A replaces IS-700. Either course meets the requirement.

18 ²IS-800B replaces IS-800A. Either course meets the requirement.

- 19 • *FS - Forest Service direction is found in FSH 5109.17.*

20

21 **Annual Fireline Safety Refresher Training**

22

23 Annual Fireline Safety Refresher Training is required for **XXX all those**
24 positions **XXX as**-identified in the *Wildland Fire Qualifications System Guide*
25 (NWCG 310-1). Annual Fireline Safety Refresher Training must include the
26 following core topics:

- 27 • **XXX Avoiding Entrapments-Entrapment Avoidance** - Use training and
28 reference materials to study the risk management process as identified in the
29 Incident Response Pocket Guide as appropriate to the participants, e.g.,
30 LCES, Standard Firefighting Orders, Eighteen Watch Out Situations,
31 Wildfire Decision Support System (WFDSS) direction, Fire Management
32 Plan priorities, etc.
- 33 • **Current Issues** - Review and discuss identified “hot topics” as found on the
34 current Wildland Fire Safety Training Annual Refresher (WFSTAR)
35 website. Review forecasts and assessments for the upcoming fire season
36 and discuss implications for firefighter safety.
- 37 • **Fire Shelter** - Review and discuss last resort survival including escape and
38 shelter deployment site selection. Conduct “hands-on” fire shelter
39 inspections. Practice shelter deployments in applicable crew/module
40 configurations.
- 41 • **Other Hazards and Safety Issues** - Choose additional hazard and safety
42 subjects, which may include SAFENET, current safety alerts, site/unit
43 specific safety issues and hazards.

44

1 These core topics must be sufficiently covered to ensure that personnel are
2 aware of safety concerns and procedures and can demonstrate proficiency in fire
3 shelter deployment. The minimum refresher training hour requirements for each
4 agency is identified below. Training time may be extended in order to
5 effectively complete this curriculum or to meet local training requirements.

- 6 • **BLM** - 4 hours
- 7 • **FWS/FS** - No minimum hourly requirement; core topics as shown above
8 will be covered.
- 9 • **NPS** - 8 hours

10

11 The Annual Fireline Safety Refresher Training course (RT-130) is not a self-
12 study course. Minimum requirements have been established for instructors for
13 Annual Fireline Safety Refresher Training. These requirements will ensure that
14 an appropriate level of expertise and knowledge is available to facilitate
15 refresher training exercises and discussions.

- 16 • Lead instructors must be a qualified single resource boss.
- 17 • Unit instructors must be **XXX a** qualified firefighter type one (FFT1).
- 18 • Adjunct instructors may be utilized to provide limited instruction in
19 specialized knowledge and skills at the discretion of the lead instructor.
20 They must be experienced, proficient and knowledgeable of current issues
21 in their field of expertise.

22

23 For additional information please refer to the current *NWCG Field Manager's*
24 *Course Guide* (PMS 901-1) at:

25 <http://www.nwcg.gov/pms/training/fmcg.pdf>.

26

27 Annual Fireline Safety Refresher Training will have a 12-month currency.
28 Firefighters who receive initial fire training are not required to take Annual
29 Fireline Safety Refresher Training in the same calendar year. A web site,
30 <http://www.nifc.gov/wfstar/index.htm>, titled *Wildland Fire Safety Training*
31 *Annual Refresher (WFSTAR)* is available to assist in this training.

32

33 Entrapment avoidance and deployment protocols are identified in the *Incident*
34 *Response Pocket Guide (IRPG)* (PMS No. 461/NFES No.1077). The guide
35 contains a specific "Risk Management Process" and "Last Resort Survival
36 Checklist".

37

- 38 • **BLM** - The "Do What's Right" training is required annual training but is
39 not a prerequisite for issuance of an Incident Qualification Card.

40

41 **Physical Fitness**

42

43 **Physical Fitness and Conditioning**

44 Agency Administrators are responsible for ensuring the overall physical fitness
45 of firefighters. Employees serving in wildland fire positions that require a
46 fitness rating of arduous as a condition of employment are authorized one hour

- 1 of duty time each work day for physical fitness conditioning. Employees
2 serving in positions that require a fitness rating of moderate or light may be
3 authorized up to three hours per week.
- 4 Fitness conditioning periods may be identified and structured to include aerobic
5 and muscular exercises. Team sports are not authorized for fitness conditioning.
6 Chapters 5, 6, 7, 8, and 9 and appendices F, G, and H of *Fitness and Work*
7 *Capacity 2009 ed.* (PMS 304-2, NFES 1596) and the FireFit Program
8 (<http://www.nifc.gov/FireFit/index.htm>) provide excellent guidance concerning
9 training specifically for the pack test, aerobic fitness programs, and muscular
10 fitness training.
- 11 • *FS - Forest Service direction is found in FSH 5109.17. NFFE Partnership*
12 *bargaining unit employees may only be required to successfully complete*
13 *the WCT once per year.*
 - 14 • *NPS – A fitness plan is required for all NPS personnel participating in a*
15 *fitness program (DO-57). For health and fitness purposes, those who are*
16 *fire-qualified at less than the arduous fitness level are not required to meet*
17 *the mandatory fitness program requirements of DO-57 for wildland fire*
18 *management. They are strongly encouraged to participate in the voluntary*
19 *fitness program, and must still meet physical fitness/work capacity*
20 *requirements as outlined in the Wildland Fire Qualifications System Guide*
21 *(310-1) for positions with Moderate and Light fitness requirements.*

23 **Medical Examinations XXX and Work Capacity Tests**

24
25 Agency Administrators and supervisors are responsible for the occupational
26 health and safety of their employees performing wildland fire activities, and may
27 require employees to take a medical examination at any time.

28 Established medical qualification programs, as stated in 5 CFR 339, provide
29 consistent medical standards in order to safeguard the health of employees
30 whose work may subject them or others to significant health and safety risks due
31 to occupational or environmental exposure or demand.

32
33 Information on any medical records is considered confidential and must be kept
34 in the employee's medical file.

36 **Department of Interior Wildland Firefighter Medical Standards Program** 37 **(DOI/MSP) - Arduous Fitness Level**

38 All permanent, career-seasonal, temporary, Student Career Experience Program
39 (SCEP) employees, and AD/EFF who participate in wildland fire activities
40 requiring a fitness level of *arduous* must participate in the DOI-MSP at the
41 appropriate level (see Examination Matrix on the MSP website) and must be
42 cleared prior to attempting the WCT. Additional information regarding the
43 DOI-MSP can be obtained at http://www.nifc.gov/medical_standards/.

- 44 • *FS - Refer to current agency direction:*
45 *http://www.fs.fed.us/fire/safety/wct/wct_index.html*

46

1 If the HSQ or Annual Exam results in a status of “cleared”, but the Servicing
2 Human Resource Officer (SHRO) or FMO has a direct concern about an
3 employee’s/applicant’s capacity to meet the physical or medical requirements of
4 a position, the agency may require the employee/applicant to report for a
5 specific medical evaluation. For more information, contact your SHRO or
6 agency Wildland Fire Safety Program Manager.

7

8 If any “yes” answer is indicated on the HSQ, an annual exam is required prior to
9 the employee taking the Arduous WCT. Cost of the exam will be covered at the
10 National level.

11

12 ~~XXX If the agency or examining clinician requests further medical testing, the~~
13 ~~agency will be responsible for payment. Additional testing should be approved~~
14 ~~by the agency prior to the procedure when possible. If an examining clinician~~
15 ~~believes diagnostic testing beyond what is required by the Wildland Firefighter~~
16 ~~Medical Standards Program is needed to determine medical clearance, then~~
17 ~~agency approval is required before the tests are conducted. If the agency~~
18 ~~approves the clinician request, or requests further testing themselves, then the~~
19 ~~agency is responsible for payment. Additional testing or treatment requested by~~
20 ~~the employee/applicant shall be at their own expense.~~

21

22 Employees or applicants who fail to meet the Federal Interagency Wildland
23 Firefighter Medical Qualification Standards as a permanent, seasonal/temporary,
24 or term employee may not perform as an AD/EFF for arduous duty positions.

25

26 If a Department of the Interior arduous duty wildland firefighter (WLFF)
27 develops a change in medical status (injury or illness) between yearly medical
28 exams or HSQs that prevents them from performing arduous duty lasting longer
29 than three consecutive weeks, the WLFF is required to report this change to
30 his/her supervisor who can request additional medical information and
31 reevaluate the WLFF clearance status.

32

- 33 • *NPS - The law enforcement medical exam for NPS rangers, who are*
34 *collateral duty wildland firefighters, will suffice for MSP clearance.*
- 35 • *NPS - Medical clearance must be entered into IQCS.*
- 36 • *FWS- Periodicity requirements for Refuge law enforcement examinations*
37 *will be applied to arduous duty wildland fire positions. Law enforcement*
38 *officers wishing to perform in NWCG PMS 310-1 or USFWS agency*
39 *specific wildland fire positions with an arduous fitness requirement must*
40 *pass the arduous work capacity test on an annual basis. The HSQ will be*
41 *used for off exam years prior to arduous work capacity testing.*

42

43 **Medical Exam Process for Light and Moderate Fitness Levels**

44

45 This section applies to employees who are only required to complete the WCT
at the light or moderate fitness level.

1 If any “Yes” answer is indicated on the HSQ, a medical examination is required
2 prior to the employee taking the WCT.

3
4 Medical examinations will be performed utilizing the *Certificate of Medical*
5 *Exam, U.S. Office of Personnel Management OF-178*. Stress EKGs are not
6 required as part of the medical examination and will only be approved if
7 recommended and administered by the medical examining physician. Cost for
8 exams will be borne by the home unit. If medical findings during exam require
9 further evaluation, then the cost of any further evaluation or treatment is borne
10 by the employee/applicant. Costs for additional tests specifically requested by
11 the agency will be borne by the home unit.

- 12 • **FS-** *Medical exams will be paid from a Washington Office fund code.*

13
14 If the SHRO or FMO has a direct concern about an employee’s/applicant’s
15 capacity to meet the physical or medical requirements of a position, the agency
16 may require the employee/applicant to report for a specific medical evaluation.
17 For more information, contact your SHRO or agency Wildland Fire Safety
18 Program Manager.

19
20 Standards for medical examinations using the OF-178 for light and moderate
21 positions are available at:

22 http://www.blm.gov/nifc/st/en/prog/fire/more/human_resources/forms.html

23
24 The examining physician will submit the completed OF-178 (and applicable
25 supplements) to the employee’s servicing human resources office, where it will
26 be reviewed and retained in the employee’s medical file.

- 27 • **NPS-** *The law enforcement medical exam for NPS rangers, who are*
28 *collateral duty wildland firefighters, will suffice for arduous, moderate, and*
29 *light fitness level clearance.*
- 30 • **FWS-** *Periodicity requirements for Refuge law enforcement examinations*
31 *will be applied to light or moderate. Law enforcement officers wishing to*
32 *perform in NWCG PMS 310-1 or USFWS agency-specific wildland fire*
33 *positions with a light or moderate fitness requirement must pass the*
34 *appropriate level work capacity test on an annual basis. The HSQ will be*
35 *used for off exam years prior to light or moderate work capacity testing.*

36 **Health Screen Questionnaire (HSQ)**

37 Title 5 CFR Part 339 - Medical Qualification Determinations, which provides a
38 determination of an individual’s fitness-for-duty, authorizes solicitation of this
39 information.

40
41
42 The approved OMB Health Screen Questionnaire (HSQ) may be found at:
43 [http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-](http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-31.pdf)
44 [31.pdf](http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-31.pdf)

45

1 The information on the HSQ is considered confidential and once reviewed by
 2 the test administrator to determine if the WCT can be administered, it must be
 3 kept in the employee's medical file (EMF). This file may only be viewed by
 4 Human Resource Management (HRM) or Safety personnel.

- 5 • **FS** - See *Work Capacity Tests for Wildland Fire Qualifications*
 6 *Implementation Guide*, see website:
 7 http://www.fs.fed.us/fire/safety/wct/wct_index.html

9 **Work Capacity Test (WCT) Categories**

10 The *NWCG Wildland Fire Qualification System Guide, PMS 310-1* identifies
 11 fitness levels for specific positions. There are three fitness levels - Arduous,
 12 Moderate, and Light - which require an individual to demonstrate their ability to
 13 perform the fitness requirements of the position. Positions in the "no fitness
 14 level required" category are normally performed in a controlled environment,
 15 such as an incident base.

16 Law Enforcement physical fitness standard is accepted as equivalent to a "light"
 17 WCT work category.

20 **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

- 21
- 22 • **Arduous** - Duties involve field work requiring physical performance with
 23 above average endurance and superior conditioning. These duties may
 24 include an occasional demand for extraordinarily strenuous activities in
 25 emergencies under adverse environmental conditions and over extended
 26 periods of time. Requirements include running, walking, climbing,
 27 jumping, twisting, bending, and lifting more than 50 pounds; the pace of the
 28 work typically is set by the emergency conditions.
- 29 • **Moderate** - Duties involve field work requiring complete control of all
 30 physical faculties and may include considerable walking over irregular
 31 ground, standing for long periods of time, lifting 25 to 50 pounds, climbing,
 32 bending, stooping, twisting, and reaching. Occasional demands may be
 33 required for moderately strenuous activities in emergencies over long
 34 periods of time. Individuals usually set their own work pace.
- 35 • **Light** - Duties mainly involve office type work with occasional field
 36 activity characterized by light physical exertion requiring basic good health.
 37 Activities may include climbing stairs, standing, operating a vehicle, and
 38 long hours of work, as well as some bending, stooping, or light lifting.
 39 Individuals can usually govern the extent and pace of their physical activity.

40

1 **Work Capacity Test (WCT) Administration**

2 The Work Capacity Test (WCT) is the official method of assessing wildland
3 firefighter fitness levels. General guidelines can be found in the “*Work*
4 *Capacity Tests for Wildland Firefighters, Test Administrator’s Guide*” PMS
5 307, NFES 1109.

- 6 • **FS-** for FS direction on WCT administration, refer to “FS Work Capacity
7 *Tests for Wildland Fire Qualifications Implementation Guide*” at
8 http://www.fs.fed.us/fire/safety/wct/wct_index.html

9
10 WCT Administrators must ensure that WCT participants have been medically
11 cleared, either through Wildland Firefighter Medical Qualification Standards or
12 agency specific medical examination.

13
14 WCTs are administered annually to all employees, including AD/EFF who will
15 be serving in wildland fire positions that require a fitness level. The currency
16 for the WCT is 12 months.

- 17 • **FS-** Currency for WCT is 13 months.

18
19 The **XXX WCT results shall be documented on the** WCT Record available
20 online as Appendix O **XXX of this publication** at
21 http://www.nifc.gov/policies/policies_main.html. **XXX The WCT Record**
22 captures information that is covered under the Privacy Act and should be
23 maintained in accordance with agency Freedom of Information Act (FOIA)
24 guidelines.

25
26 Administration of the WCT of non-federal firefighters is prohibited for liability
27 reasons. Potential emergency firefighters who would be hired under Emergency
28 Hire authority by the agency must be in AD pay status or sign an agency
29 specific volunteer services agreement prior to taking the WCT.

30
31 A Job Hazard Analysis (JHA) shall be developed and approved for each field
32 unit prior to administering the WCT. Administer the test using the JHA/RA as
33 a briefing guide.

- 34 • **BLM** - A risk assessment shall be developed and approved for each field
35 unit prior to administering the WCT. A RA for the WCT can be found at:
36 [http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmana](http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagement.php)
37 [gment.php](http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagement.php)

38
39 The local unit shall prepare a medical response plan (such as an ICS-206 form),
40 evaluate options for immediate medical care and patient transport, and identify
41 closest emergency medical services. A minimum of a qualified Medical First
42 Responder/Emergency Medical Responder (EMR) must be on site during WCT
43 administration. Based upon a thorough evaluation of potential medical
44 treatment and evacuation scenarios, a higher level of on-site emergency medical
45 qualifications and equipment may be warranted (e.g. Emergency Medical
46 Technician (EMT) or paramedic).

1 It is recommended that an Automatic External Defibrillator (AED) is on-site
2 during all WCTs.

- 3 • *FS- an AED is required on-site during all WCTs.*

4
5 ~~XXX Document the results using the WCT Record. This document must be
6 retained until the next testing. Units may also be requested to provide data from
7 these records to assist in the evaluation of the WCT process.~~

8
9 Personnel taking the WCT will only complete the level of testing (Pack, Field,
10 Walk) required by the highest fitness level identified for a position on their
11 Incident Qualification Card. Employees shall not take the WCT unless they
12 have an Incident Qualification Card qualification that requires it, and only at the
13 fitness level required by that position as identified in the NWCG 310-1 or
14 agency specific guidance or policy.

15
16 Treadmills are not approved for Work Capacity Testing.

17
18 ~~XXX WCT Test~~ results must ~~XXX also~~ be entered into the IQCS annually to
19 update the fitness level and date that will appear on the Incident Qualification
20 Card. ~~XXX Physical fitness WCT~~ dates entered in IQCS will reflect the date the
21 employee passed the fitness test. ~~XXX The results of the most recent WCT will
22 always supersede the results of any previous WCT, even if previous WCTs were
23 within the currency period.~~

- 24 • *FWS/NPS- Law Enforcement Officers are required to provide a copy of the
25 medical clearance for verification and tracking purposes to the appropriate
26 incident qualifications and certifications system (IQCS) account manager.
27 Account managers will reflect the appropriate examination type and
28 currency for the Law Enforcement Officer examinations in the physical
29 examinations portion of the IQCS system.*

30 31 **WCT Retesting**

32 Those who do not pass the WCT will be provided another opportunity to retest.
33 Employees will have to wait at least 48 hours before retaking the WCT. If an
34 employee sustains an injury (verified by a licensed medical provider) during a
35 test, the test will not count as an attempt. Once an injured employee has been
36 released for full duty, the employee will be given time to prepare for the test (not
37 to exceed 4 weeks). The numbers of retesting opportunities that will be allowed
38 include:

- 39 • Three opportunities for permanent employees required to pass a test for
40 duties in the fire program.
- 41 • One opportunity for temporary employees required to pass a test (a second
42 chance maybe provided at the discretion of fire management).

43

44

45

**1 Minimum Age Requirements for Hazardous Duty Assignments on Federal
2 Incidents**

3
4 Persons under 18 years old will not perform hazardous duties during wildland
5 fire management operations on federal jurisdictions.

7 Engine Modules

8
9 Staffing levels and specific requirements for engine personnel may be found in
10 Chapter 14, Fire Fighting Equipment.

12 Helicopter Modules

13
14 Staffing levels and specific requirements for helicopter personnel may be found
15 in Chapter 16, Aviation.

17 Smokejumpers (SMKJ)

18
19 Smokejumpers provide professional and effective fire suppression, fuels
20 reduction, and fire management services to help land managers meet objectives.

22 SMKJ Policy

23 Smokejumper operations are guided by direction in the interagency section of
24 the *Interagency Smokejumper Operations Guide (ISOG)*.

25
26 Each base will comply with smokejumper operations standards. The arduous
27 duties, specialized assignments, and operations in a variety of geographic areas
28 require smokejumpers to have uniform training, agency approved equipment,
29 communications, organization, and operating procedures.

31 SMKJ Communications

32 All smokejumpers carry programmable radios and are proficient in their use and
33 programming procedures.

35 SMKJ Training

36 To ensure proficiency and safety, smokejumpers complete annual training that
37 covers aspects of aviation, parachuting, fire suppression tactics, administrative
38 procedures, and safety related to the smokejumper mission and fire operations.
39 The training program for first-year smokejumpers is four weeks long.

40 Candidates are evaluated to determine:

- 41 ● Level of physical fitness
- 42 ● Ability to learn and perform smokejumper skills
- 43 ● Ability to work as a team member
- 44 ● Attitude
- 45 ● Ability to think clearly and remain productive in a stressful environment

1 **SMKJ XXX Target Qualifications**

Position	IQCS Target	SMKJ Training Target
Dept Managers	T1 and T2 C&G	
Spotter	ICT3, DIVS, ATGS RXB2, SOFR	
Lead Smokejumper	STLD, TFLD	Senior Rigger, FOBS
Smokejumper	ICT4, CRWB, FIRB	FEMO
Rookie Smokejumper	ICT5, FFT1	

2

3 **SMKJ Physical Fitness Standards**

4 The national minimum standards for smokejumpers are:

- 5 • 1.5 mile run in 11:00 minutes or less
- 6 • 45 sit-ups
- 7 • 25 pushups
- 8 • 7 pull-ups
- 9 • 110 lb. packout over 3 miles/level terrain/90 minutes*
- 10 • Successful completion of the WCT at the arduous level.

11 **XXX*This element is tested during Smokejumper Rookie Training.**

12

13 **Interagency Hotshot Crews (IHC)**

14

15 Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew
16 for all phases of wildfire suppression. IHCs are comprised of 18-25 firefighters
17 and are used primarily for wildfire suppression, fuels reduction, and other fire
18 management duties. IHC's are capable of performing self-contained initial
19 attack suppression operations, and commonly provide incident management
20 capability at the Type 3 or 4 levels.

21

22 **IHC Policy**

23 IHC standards provide consistent planning, funding, organization, and
24 management of the agency IHCs. The sponsoring unit will ensure compliance
25 with the established standards. The arduous duties, specialized assignments, and
26 operations in a variety of geographic areas required of IHCs dictate that training,
27 equipment, communications, transportation, organization, and operating
28 procedures are consistent for all agency IHCs.

29

30 As per agency policy, all IHCs will be managed under the *Standards for*
31 *Interagency Hotshot Crew Operations (SIHCO)*.

- 32 • **BLM/NPS - BLM Preparedness Review Checklist #XXX 12- 18** (*Hotshot*
33 *Crew*) *supersedes the checklist found in the SIHCO.*

34

35 **IHC Certification**

36 The process for IHC certification is found in the *Standards for Interagency*
37 *Hotshot Crews (SIHCO)*, **XXX Chapter 5, page 14.**

13-14

Release Date: January 2013

1 Annual Crew Pre-Mobilization Process

2 The superintendent of crews holding IHC status the previous season are required
3 to complete the Annual IHC Mobilization Checklist (SIHCO Appendix C) and
4 send the completed document to the local GACC prior to making the crew
5 available for assignment each season.

6 Annual IHC Readiness Review

7 On an annual basis the superintendent of crews holding IHC status the previous
8 season are required to complete the Annual IHC Preparedness Review (SIHCO
9 Appendix B). This process is designed to evaluate crew preparedness and
10 compliance with SIHCO. The annual review will be conducted while the crew
11 is fully staffed and operational. The review is not required prior to a crew being
12 made available for incident assignment at the beginning of their availability
13 period. When a review document is completed, the document is kept on file at
14 the local (host) unit fire management office.

16 IHC Organization

17 Individual crew structure will be based on local needs using the following
18 standard positions: Superintendent, Assistant Superintendent, Squad Leader,
19 Skilled Firefighter, and Crewmember.

- 20 • *BLM/NPS- IHCs have the option of traveling with 25 personnel when on*
21 *incident assignments as authorized by the local unit. IHC superintendents*
22 *will obtain prior approval from the dispatching GACC when the assignment*
23 *requires fixed wing transport and the crew size is greater than 20.*

25 IHC Availability Periods

26 IHCs will have minimum availability periods as defined in the *SIHCO*.
27 Availability periods may exceed the required minimum availability period. The
28 Crew Superintendent will inform the local supervisor and the GACC of any
29 changes in the crew's availability.

31 IHC Communications

32 IHCs will provide a minimum of five programmable multi-channel radios per
33 crew as stated in the *SIHCO*.

35 IHC Transportation

36 Crews will be provided adequate transportation. The number of vehicles used to
37 transport a crew should not exceed five. All vehicles must adhere to the
38 certified maximum Gross Vehicle Weight (GVW) limitations.

40 Other Hand Crews**42 Policy**

43 All crews must meet minimum crew standards as defined below as well as any
44 additional agency, state, or contractual requirements. Typing will be identified
45 at the local level with notification made to the local GACC.

46

1

MINIMUM CREW STANDARDS FOR NATIONAL MOBILIZATION

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Fireline Capability	Initial attack/can be broken up into squads, fire line 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 Supt: TFLD, ICT4,FIRB Asst Supt: STCR, ICT4 3 Squad Bosses: ICT5 2 Senior Firefighters: FFT1	Crew Boss: CRWB 3 Squad Bosses: ICT5	Crew Boss: CRWB 3 Squad Bosses: 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	20% 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	No
Communications	5 programmable radios	4 programmable radios	
Sawyers	3 agency qualified	3 agency qualified	None
Training	As required by the XXX Interagency Hotshot Crew Guide-SIHCO or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment
Logistics	Crew level agency purchasing authority	No purchasing authority	No purchasing authority
Maximum Weight	5300 lbs		
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	.8	.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools & Equipment	Fully equipped	Not 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	N/A

- 2 • **XXX BLM-** for additional standards and certification requirements, refer
3 to Chapter 2.
4
5
6

1 Crew Types

2 • Agency Crews

3 Agency hand crews consist of qualified agency personnel and are organized
4 on a local basis. These crews are designated as Type 2 or Type 2 IA.

5 • State Crews

6 State crews are organized under the auspices of individual states. These
7 crews may be designated as Type 1, Type 2, or Type 2 IA. These crews
8 include organized state inmate crews.

9 • Emergency Firefighter Crews (EFF)

10 These crews are usually Type 2 crews consisting of agency sponsored on
11 call personnel who meet the requirements for Type 2 IA or Type 2 as
12 defined in above.

13 • Contract Crews

14 These organized crews consist of personnel trained, equipped, and certified
15 by a private contractor and must meet the contractual specifications as
16 stated in their state or national crew contracts.

18 Wildland Fire Modules

19 Information on wildland fire modules can be found at:

20 <http://www.nwcg.gov/pms/pubs/pubs317/PMS-317.pdf>.

21 **• XXX NPS**—*The primary mission and priority of the modules is to provide
22 skilled and mobile personnel to assist with Wildland Fire Managed for
23 Multiple Objectives in the areas of planning, fire behavior monitoring,
24 ignition, and holding. Secondary priorities follow in the order below:*

25 **○**—*Support burn unit preparation.*

26 **○**—*Assist with fire effect plot work.*

27 **○**—*Support mechanical hazardous fuel reduction projects.*

28 **• XXX NPS**—*As an interagency resource, the modules are available
29 nationally throughout the fire season. Each module is comprised of a
30 module leader, assistant leader and three to eight module members.
31 Modules are mobilized and demobilized through established ordering
32 channels through the GACCs.*

33 **• XXX NPS**—*The primary mission and priority of the modules is to provide
34 skilled and mobile personnel to assist with planning, preparation,
35 implementation, and monitoring of fuels treatment activities. A secondary
36 priority for the modules is to support management actions for wildfires that
37 are being managed for resource objectives or for wildfires that are being
38 managed with less than full suppression strategies, in the areas of planning,
39 fire behavior monitoring, ignition, and holding.*

40 **• XXX NPS**—*As an interagency resource, the modules are available
41 nationally throughout the fire season. Each module is comprised of a
42 module leader, assistant leader and three to eight module members.
43 Modules are coordinated regionally and mobilized/demobilized through
44 established ordering channels through the GACCs.*

1 Agency Certified Positions

2

3 As a supplement to the qualifications system, certain agencies have identified
4 the additional positions of Prescribed Fire Burn Boss 3 (RXB3) - see Chapter
5 17; Engine Operator (ENOP) - see Chapter 2; and Chainsaw Operators and
6 Fallers listed below.

- 7 • *FWS - See the Fire Management Handbook for agency specific position*
8 *information.*
- 9 • *XXX BLM- Personnel hired by the BLM must meet requirements*
10 *established in the position description. If the position description requires*
11 *Incident Command System qualifications, only qualifications and minimum*
12 *requirements specified in the NWCG Wildland Fire Qualifications Systems*
13 *Guide, PMS 310-1 will be applied as selective factors and/or screen-out*
14 *questions. To avoid reducing candidate pools, BLM-specific requirements*
15 *that are supplemental to the PMS 310-1 may not be used as selective*
16 *placement factors/screen-out questions. Supplemental BLM-specific*
17 *training or qualification requirements may only be used as selective factors*
18 *and/or screen-out questions when requested and justified by the selecting*
19 *official, and approved by human resources. Impacts to the candidate pool*
20 *must be addressed in the justification. As with all other BLM or DOI-*
21 *specific training/experience requirements (e.g. Do What's Right training,*
22 *purchase card training) that newly hired employees from other agencies*
23 *may not have, the supervisor and IQCS certifying official are responsible*
24 *for reconciling that employee's training and IQCS record after the*
25 *employee has entered on duty. This may be accomplished by providing*
26 *additional training/experience or by manually awarding competencies as*
27 *per established IQCS protocol.*

28

29 Chainsaw Operators and Fallers

30 The agencies have established the following minimum qualification and
31 certification process for Chainsaw Operators (Incident Qualification Card
32 certified as Faller A):

- 33 • Agency employees who are chainsaw operators and fallers must be
34 minimally qualified as a FFT2 and meet the arduous fitness standards.
- 35 • Successful completion of S-212, including the field exercise, or those
36 portions of S-212 appropriate for Faller A duties.
- 37 • Agency Administrator (or delegate) certification of qualifications after
38 verification that training is successfully completed.
- 39 • Documentation must be maintained for individuals.
- 40 • The individual tasks required for completion of the "A" Task Book and the
41 final evaluation for the "A" level saw operators must be verified or signed
42 by a qualified "B" or "C" level saw operator.
- 43 • The individual tasks required for completion of the "B" Task Book must be
44 evaluated by a qualified "B" or "C" level operator. The Final Evaluator

- 1 Verification for “B” level operators must be signed by a “C” level saw
2 operator.
- 3 ● The individual tasks required for completion of the “C” Task Book must be
4 evaluated by a qualified “C” level operator. The Final Evaluator
5 Verification for “C” level operators must be signed by a state approved “C”
6 level evaluator.
- 7 ● Each of the states/regions will certify and maintain a list of their current “C”
8 class saw operators who they approve to be “C” class evaluators.
- 9 ● The certification of “C” class evaluators will remain the responsibility of
10 the Agency Administrator or delegate.
- 11 ● All fire related (Incident Qualification Carded) saw operation qualifications
12 are maintained through the IQCS system and will have a currency of five
13 years.
- 14 ● **BLM/NPS/FWS** - Position task book found at:
15 *<http://www.nwcg.gov/pms/taskbook-agency/index.htm>*
- 16 ● **FWS** - See the Fire Management Handbook for additional direction.
17 Information regarding FWS required annual chainsaw refresher can be
18 found at: *<http://sharepoint.fws.net/Programs/nifc/operations/default.aspx>*.
- 19 ● **FS** - FS direction can be found in FSH 5109.17 and FSH 6709.11.
- 20 ● **NPS XXX/FWS** - Exceptions to the above policy are:
- 21 ○ Size classes used in the Faller A, Faller B, and Faller C Position Task
22 Book are guidelines and are not the determining factor in the
23 complexity of a tree felling operation. The size classes are to be used as
24 an evaluation tool during trainee evaluation. Chainsaw operators are
25 expected to conduct a thorough size up of each individual tree and
26 determine the extent of qualification required to safely perform a
27 felling operation.
- 28 ○ The individual tasks required for completion of the “B” Task Book and
29 the final evaluation for the Class “B” saw operations must be verified
30 by a qualified Class “B” or “C” saw operator.
- 31 ○ The individual tasks required for completion of the “C” Task Book
32 must be verified by a qualified “C” level operator.
- 33 ○ **XXX NPS Only**- Final evaluation of “C” level operators must be
34 completed by a regionally-approved “C” level evaluator.

Chapter 14 Firefighting Equipment

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Introduction

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

Policy

Each state/region 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.

Firefighting Engine/Water Tender Common Standards

Driving Standard

Refer to driving standards in Chapter 07.

Engine/Tactical Water Tender Water Reserve

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

Chocks

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

Fire Extinguisher

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

Nonskid Surfaces

All surfaces will comply with National Fire Protection Association (NFPA) 1906 Standard for Wildland Fire Apparatus requirements.

1 **First Aid Kit**

2 Each engine/water tender shall carry, in a clearly marked compartment, a fully
3 equipped 10-person first aid kit.

4

5 **Gross Vehicle Weight (GVW)**

6 Each engine and water tender will have an annually certified weight slip in the
7 vehicle at all times. Weight slip will show individual axle weights and total
8 GVW. Operators of engines and water tenders must ensure that the maximum
9 certified gross vehicle and axle weight ratings are never exceeded, including
10 gear, personnel, and fuel. The NFPA 1906 standard of 250 pounds per seat
11 position for each person and their personal gear will be used to calculate the
12 loaded weight.

- 13 • *FS - Refer to FSH 7109.19, Chapter 30 for calculation of Rough Road*
14 *Factor reduction for driving on rough or unsurfaced roads.*
15 • *NPS - A copy of the annual certified weight slip must be sent to the Fire*
16 *Equipment and Facilities Specialist at the FMPC in Boise prior to the*
17 *vehicle being put into service each season.*

18

19 **Speed Limits**

20 Posted speed limits will not be exceeded.

21

22 **Lighting**

23 Headlights and taillights shall remain illuminated at all times while the vehicle is
24 in motion. All new orders for fire engine apparatus will include an overhead
25 lighting package in accordance with agency standards. Lighting packages will
26 meet NFPA 1906 standards **XXX (6.8, 2006 edition) at the time of manufacture.**
27 Engines currently in service may be equipped with overhead lighting packages.
28 A red, white, and amber combination is the accepted color scheme for fire.
29 Lighting packages containing blue lights are reserved for law enforcement and
30 are not allowed on fire vehicles.

31

32 **Emergency Light Use**

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

- 37 • *DOI- See agency chapters or policy for specific guidance.*
38 • *FS- See FSM 5120 and 5130 for red lights and siren policy.*

39

40 **Fire Engine Maintenance Procedure and Record**

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

1 will include a pump **XXX gallons per minute (GPM) performance** test to ensure
 2 the pump/plumbing system is operating at desired specifications **XXX (pressure**
 3 **and gallons per minute).**

4
 5 **Firefighting Engines**

6
 7 **Operational Procedures**

8 All engines will be equipped, operated, and maintained within guidelines
 9 established by the Department of Transportation (DOT), regional/state/local
 10 operating plans, and procedures outlined in *BLM Manual H-9216, Fire*
 11 *Equipment and Supply Management*, or agency equivalent. All personnel
 12 assigned to agency fire engines will meet all gear weight, cube, and manifest
 13 requirements specified in the *National Mobilization Guide*.

14
 15 **Engine Typing**

16 Engine typing and respective standards have been established by NWCG.

17

Engine Type							
Components	Structure Engines		Wildland Engines				
	1	2	3	4	5	6	7
Tank Minimum Capacity (gal)	300	300	500	750	400	150	50
Pump Minimum Flow (gpm)	1000	500	150	50	50	50	10
@ Rated Pressure (psi)	150	150	250	100	100	100	100
Hose 2 1/2"	1200	1000	-	-	-	-	-
1 1/2"	500	500	1000	300	300	300	-
1"	-	-	500	300	300	300	200
Ladders per NFPA 1901	Yes	Yes	-	-	-	-	-
Master Stream 500 gpm Min.	Yes	-	-	-	-	-	-
Pump and Roll	-	-	Yes	Yes	Yes	Yes	Yes
Maximum GVWR (lbs)	-	-	-	-	26,000	19,500	14,000
Personnel (NWCG min.)	4	3	3	2	2	2	2

18 • **FS** - See <http://www.fs.fed.us/fire/equipment/engine-models/models.html> for
 19 description of Forest Service national engine standards.

20

1 **Fire Engine Staffing**

2 XXX An ENGB will be with every engine, and the minimum staffing is two
 3 individuals for Type 4, 5, 6, 7, engines. For Type 4,5,6, and 7 engines,
 4 minimum staffing is two individuals, including an Engine Boss.

5
 6 For Type 3 engines, minimum staffing is three individuals, including an Engine
 7 Boss.

- 8 • **BLM** - For BLM engine staffing requirements, see Chapter 2.
- 9 • **FWS** - Minimum staffing for Type 6 and 7 engines (on Refuge lands) is one
 10 ENOP and one FFT2. A minimum of one ICT5 must be available on the
 11 engine crew.
- 12 • **NPS** - For NPS engine staffing requirements see Chapter 3.
- 13 • **FS** - A Single Resource Boss may supervise a Type 6 or 7 engine.

14
 15 **Engine Inventories**

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

19
 20 **Water Tenders**

21
 22 **Water Tender Typing**

23 Water tender typing and respective standards have been established by NWCG.

24

Requirements	Water Tender Type				
	Support			Tactical	
	S1	S2	S3	T1	T2
Tank Capacity (gal)	4000	2500	1000	2000	1000
Pump Minimum Flow (gpm)	300	200	200	250	250
@Rated Pressure (psi)	50	50	50	150	150
Max. Refill Time (mins)	30	20	15	-	-
Pump and Roll	-	-	-	Yes	Yes
Personnel (min)	1	1	1	2	2

25
 26
 27
 28

1 **Water Tender Staffing Standards**2 • **Water Tender (Non-Tactical)**

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

9 • **Water Tender (Tactical)**

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

13 ○ **Qualifications:**

- 14 ▪ **BLMXXX/FWS-** ENOP, CDL (tank endorsement)
- 15 ▪ **FS- FFTI, CDL**

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

- 17 ▪ **BLMXXX/FWS-** One ENOP and One **XXX Engine Module**
- 18 **MemberFFT2**
- 19 ▪ **FS-** One FFTI and One FFT1/FFT2 firefighter

20

21 **Dozers/Tractor Plows**

22

23 **Dozer/Tractor Plow Training and Qualifications**

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

29

30 **Dozer/Tractor Plow Physical Fitness Standards**

- 31 • **BLM/NPS** - All employee dozer/tractor plow operators will meet the WCT
- 32 requirements at the Moderate level before accepting fire assignments.
- 33 • **FWS** - See the Fire Management Handbook
- 34 • **FS** - FS dozer operators refer to FSM 5134.32.

35

36 **Dozer/Tractor Plow Operational Procedures**

- 37 • Agency owned and operated dozer/tractor plows will be equipped with
- 38 programmable two-way radios, configured to allow the operator to monitor
- 39 radio traffic.
- 40 • Agency ~~XXX dozer/tractor plows with non-red carded operators and all~~ and
- 41 contract dozer/tractor plows will have agency supplied supervision when
- 42 assigned to any suppression operations.
- 43 • Contract ~~XXX or offer for hire~~ dozers must ~~XXX also~~ be provided with
- 44 radio communications, either through a qualified ~~XXX dozer/tractor plow~~

- 1 **boss Heavy Equipment Boss (HEQB)** or an agency-supplied radio.
2 Contract dozer/tractor plows will meet the specifications identified in their
3 agreement/contract.
- 4 • Operators of dozer/tractor plows and transport equipment will meet DOT
5 certifications and requirements regarding the use and movement of heavy
6 equipment, including driving limitations, CDL requirements, and pilot car
7 use.

9 **All Terrain Vehicles (ATV)/Utility-Terrain Vehicles (UTV)**

10
11 The operation of ATV/UTVs can be high risk. The use of ATV/UTVs should
12 be evaluated to ensure that use is essential to accomplish the mission, rather than
13 for convenience.

- 14 • **XXX BLM-** *After October 1, 2013, all industrial use OHV operations in
15 BLM fire operations will be conducted exclusively on UTVs. No ATVs will
16 be used for industrial use OHV operations.*

17 Because of the high risk nature, agencies have developed specific operational
18 policy (refer to current agency policy). Common policy requirements for
19 wildland fire operations are highlighted below:

- 20 • A JHA/RA must be completed and approved by the supervisor prior to
21 vehicle operation.
- 22 • All personnel authorized to operate an ATV/UTV must first complete
23 agency specific or manufacturer-provided training in safe operating
24 procedures and appropriate PPE.
- 25 • Re-evaluation/Re-certification - Operators shall be re-evaluated every three
26 years. Infrequent users (less than 16 hours of riding a year) shall have a
27 check ride prior to scheduled use of an ATV/UTV.
- 28 • Specific authorization for ATV/UTV use is required -- all ATV/UTV
29 operations must hold a valid Motor Vehicle Operator's Identification Card,
30 OF-346 or agency equivalent.
 - 31 ○ **DOI-** *Upon completion of agency-specific ATV/UTV training and
32 operator certification requirements, All-Terrain Vehicle Operator
33 (ATVO) will be placed on the employee's Incident Qualification and
34 Certification (IQCS) Card (Red Card). IQCS Certifying Officials are
35 responsible for verifying that ATV/UTV operator qualifications are
36 current, and that the ATVO qualification is removed from the Red Card
37 if agency-specific training, certification, or currency requirements
38 lapse.*
 - 39 ○ **NPS-** *All Off-Highway Vehicle (OHV) operators (including ATV/UTV)
40 must hold a valid state Motor Vehicle Operator's Permit. Operating
41 restrictions identified on the operator's permit must be adhered to
42 while operating an OHV (e.g., use of corrective lenses, etc.). NPS ATV
43 operators must be qualified at either the Basic or Advanced Level as
44 described in RM-50B depending on the hazard potential of the*

1 operation. All ATV operators shall be provided refresher training each
2 year in accordance with a JHA and reevaluated by an ASI Certified
3 Trainer every 3 years. The reevaluation shall be documented. RM-
4 50B, Appendix B (ATV Operator Accountability/Certification Tracking
5 Record) may be used to document the reevaluation. Further
6 information on ATV/UTV use is found in RM-50B.

- 7 • ATVs can only have a single rider – passengers are prohibited even if ATV
8 is designed for two riders.
- 9 • UTVs passengers are limited to the number of seats installed by
10 manufacturer. The operator and passenger(s) must use seatbelts while the
11 vehicle is in motion.
- 12 • Operators must use required PPE while loading/unloading ATV/UTV.
- 13 • Cargo loads shall be loaded and secured as to not affect the vehicle's center
14 of gravity, and shall not exceed manufacturer's recommendations for
15 maximum carrying capacity.
- 16 • When transporting external fuel containers with a UTV XXX/ATV, a 5 lb
17 class BC fire extinguisher must be secured to the UTV XXX/ATV.

18
19 **Required PPE includes:**

20 **ATV Head Protection for Wildland Fire Operations:**

- 21 • XXX ATV Helmets must be worn at all times during ATV operations (on
22 and off the fireline).
- 23 • ATV Helmets must meet Snell SA2005, XXX or SA2010, XXX or DOT
24 certification.
 - 25 ○ A ¾ face model meeting Snell SA2005 or SA2010 certification is
26 acceptable for use.
 - 27 ○ Use of half “shorty” helmets requires a JHA/RA for fireline use and
28 must include justification for its use. Refer to MTDC Tech Tip
29 publication, *A Helmet for ATV Operators with Fireline Duties* (0651-
30 2350-MTDC). **XXX PLACEHOLDER: FFAST Researching**
31 **Simpson Half Helmet issue.**

32
33 **UTV Head Protection for Wildland Fire Operations:**

- 34 • Helmets must meet DOT, ANSI Z90.1; or Snell SA2005 or SA2010 unless:
 - 35 ○ UTV is used for low speeds and smooth travel surfaces, administrative
36 use (e.g., campgrounds, incident base camps) UTV operators are not
37 required to wear hardhats or helmets.
 - 38 ■ **FWS- Refer to 243 FW 6.**
 - 39 ○ UTV is equipped with approved Rollover Protection System (ROPS),
40 and:
 - 41 ■ **BLM – A comprehensive and properly prepared RA of the specific**
42 **conditions demonstrates no more than a medium residual risk**
43 **level, then a hard hat meeting NFPA 1977 or ANSI Z 89.1**

- 1 standards may be worn with chin straps secured in place under
2 chin.
- 3 ■ **NPS** - Approved helmets are required for UTV operations that are
4 rated moderate (amber) or high (red) using the "ORV Risk
5 Assessment Tool" included in the NPS Off-Highway Vehicle
6 Policy.
 - 7 ■ **FWS**- A hardhat meeting NFPA 1977 or ANSI Z 89.1 standards may
8 be worn with chin straps secured in place.
 - 9 ■ **FS**- UTV Helmet (for fire use) – Helmets must have Snell SA
10 certification. Wearing hardhats while driving or riding on a UTV
11 is not allowed. Forest Service policy provides no exception to the
12 helmet requirement for low speeds, smooth travel surfaces, or
13 administrative use (FSH 6709.11, Chapter 10).

14

15 Eye protection (goggles, face shield, or safety glasses) based upon JHA/RA.

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

20

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

- 22 ○ Leather or leather/flame resistant combination gloves. Flight gloves
23 are not approved for fireline use.
- 24 ○ Yellow **XXX Aramid flame resistant** shirt
- 25 ○ **XXX Aramid Flame resistant** trousers
- 26 ○ Wildland fire boots
- 27 ○ Appropriate head protection as described above
- 28 ■ **FS**- Shirt, trousers, and gloves used by USFS personnel must meet
29 Forest Service specification 5100-91 (shirt), 5100-92 (trousers),
30 and 6170-5 (gloves) or be certified to the National Fire Protection
31 Association (NFPA) 1977, Standard on Protective Clothing and
32 Equipment for Wildland Fire Fighting.

33

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

36 All other ATV/UTV specific guidance is found in the respective agency's
37 policy:

- 38 ○ **BLM** - Refer to BLM Manual 1112-1, Chapter 27 Off-Highway
39 Vehicles. [http://web.blm.gov/portal/employeeresources/allemployees/saf
40 ety/policy.php](http://web.blm.gov/portal/employeeresources/allemployees/safety/policy.php)
- 41 ○ **FWS** - Refer to 243 FW 6.
- 42 ○ **NPS** - Refer to Reference Manual 50B Occupational Health and Safety,
43 Section 6.1 Off-Highway Vehicle Safety **XXX**
44 <http://inside.nps.gov/waso/custommenu.cfm?lv=2&prg=46&id=5898>.
45 <http://www.nps.gov/policy/RM50Bdoclist.htm>

1 Vehicle Cleaning/Noxious Weed Prevention

2

3 Refer to Chapter 11 for guidance on minimizing potential transmission of
4 invasive species.

5 Incident Remote Automated Weather Stations

6

7 Incident Remote Automated Weather Stations (IRAWS – NFES 5869) are
8 readily deployable, portable weather stations that may be utilized in unprepared
9 locations to monitor local weather conditions. IRAWS are intended for use on
10 or near the fireline or at other all-risk incidents, and are installed and operated as
11 desired by Fire Behavior Analysts (FBAN) and/or Incident Meteorologists
12 (IMET) to record and distribute real time weather data.

13

14 National resource IRAWS systems are cached at the National Interagency Fire
15 Center (NIFC) and may be ordered through standard equipment resource
16 ordering systems. Following release from an incident, these stations must be
17 returned to the Remote Sensing/Fire Weather Support Unit (RSFWSU) at NIFC
18 for maintenance, recalibration, and redeployment.

19

20 Aerial Ignition Devices

21

22 Information on types of aerial ignition devices, operational guidelines, and
23 personnel qualifications may be found in the *Interagency Aerial Ignition Guide*.

24

25 Ground Ignition Devices and Transporting/Dispensing Fuel

26

27 For ground ignition devices: Follow the *Interagency Ground Ignition Guide*
28 (PMS 443) for operational guidelines, personnel qualifications, and equipment
29 selection.

30

31 For transporting and dispensing fuel: Follow the *Interagency Transportation*
32 *Guide for Gasoline, Mixed Gas, Drip-Torch Fuel, and Diesel* (PMS 442). These
33 guides are posted at <http://www.nwcg.gov/pms/pubs/pubs.htm>.

- 34 • *FS - direction is found in FSH 5109.32a and 6709.11.*

Chapter 15 Communications

Policy

Agency specific policies for radio communications may be found in:

- *Department of Interior, Department Manual, Radio Communications Handbook (377 DM).*
- *USDA Forest Service Handbook (FSH 6609.14 chapters 10-40 and Forest Service Manual (FSM) 6600 Systems Management Chapter 6640 - Telecommunications.*

Dispatch Recording Devices

Recording of phone calls without all party's prior knowledge and consent is not permitted. Recording of radio traffic is appropriate.

- *BLM – Radio recording devices will be used by BLM dispatch offices or any interagency office dispatching BLM resources.*

Cellular/Satellite Phone Communications

Cellular/satellite telephones will not be used to communicate tactical or operational traffic unless no other means are available. Cellular/satellite telephones will not be used for flight following in lieu of normal flight following procedures. Telephone communications may be used for logistical purposes.

- *BLM/FWS/NPS- Employees, volunteers, and contractors (for BLM, this includes co-operators) are prohibited from using any mobile voice/data communication or electronic data retrieval device while operating a government owned, leased, or rented vehicle or while operating a personally-owned vehicle for official government business, and are further prohibited from using any government-owned mobile communication or data retrieval device while operating a personally-owned vehicle. Government purchased two-way radios are exempt from this requirement. The use of any of these devices during an emergency situation (immediate threat to life) is limited to the extent necessary to convey vital information. When there is a passenger in the vehicle and the vehicle is in motion, the passenger shall manage communications to prevent driver distraction.*
- *FS- Drivers shall not engage in cellular phone or mobile radio communications while the vehicle is in motion unless actively engaged in an emergency such as wildland firefighting. During non-emergency situations, the driver shall identify a safe location to stop the vehicle and then engage in cellular phone or mobile radio communications. These restrictions apply whether or not hands-free technology is available.*

Radio Communications

Radio communications provide for the flow of tactical information needed for the command/control of personnel and resources.

- *BLM/FWS- To ensure safe and efficient suppression operations, all BLM/FWS fire resources will use a standard GPS datum and latitude/longitude (coordinate) format when communicating GPS references. The standard datum is WGS84, and the standard coordinate format is Degrees Decimal Minutes (DDM). For other activities (e.g. mapping, fire reporting, planning), agency standards will apply.*

Radio Contracts

XXX Radios used for fire and aviation activities must be approved by the National Interagency Incident Communication Division (NIICD). XXX For information on contracts, software, hardware requirements and approved radios XXX is available at: <http://www.nifc.gov/NIICD/documents.html>, or contact your agency Telecommunications Department or the National Interagency Fire Center Communications Duty Officer (NIFC CDO) at (208) 387-5644.

- *BLM - For information on BLM contracts, software, and hardware requirements and approved radios, contact the Branch of Radio Operations (FA-350) at (208) 387-5830.*

Radio Frequency Management

FM frequencies are authorized and assigned by the designated Washington Office frequency manager and managed by the state and local Communications Officers. Frequencies shall not be used without express permission from the local, state, regional, or national level designated frequency management personnel.

Daily Operational Frequency Management

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 local, state, regional or national level designated frequency management personnel.

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 Geographic Area Coordination Centers (GACCs).

Mutual Aid Frequency Management

Mutual-aid frequency sharing agreements can be made at the local level. However, mutual-aid frequency sharing agreements are only valid in the specific

1 location where they originated. These agreements do not authorize the use of a
2 shared frequency other than in the specified local area.

3

4 NIFC national fire frequencies are not to be used for these agreements. The
5 only exception may occur when an agency holds a National
6 Telecommunications Information Agency (NTIA) Radio Frequency
7 Authorization (RFA) for a frequency that is included in the NIFC Channeling
8 Plan. If this occurs, notification and coordination with the NIFC CDO is
9 requested.

10

11 **Incident Frequency Management**

12 National level coordination and assignments of incident frequencies is the
13 responsibility of the National Interagency Incident Communications Division
14 (NIICD) and is managed by the NIFC CDO.

15

16 When communications requirements exceed normal operations, the NIFC CDO
17 may request that GACCs assign a Communication Coordinator (COMC) to
18 facilitate geographic area frequency management. Additional information may
19 be found in the *National Interagency Mobilization Guide*.

- 20 • Type 1 and 2 incident frequencies are assigned by the NIFC CDO and are
21 managed by a qualified Communications Unit Leader (COML). The
22 COML will request, assign, and report all frequencies used on the incident
23 to the NIFC CDO/COMC. This will include the request and assignment of
24 all aircraft frequencies. Frequency use will be documented on the ICS-205
25 Incident Radio Communications Plan and on ICS-220 Air Operation
26 Summary forms. These completed forms will be made available to incident
27 personnel.
- 28 • Type 3 incidents, or other incidents that do not have an assigned COML,
29 will coordinate and request all frequency and communication equipment
30 needs through the COMC and/or the NIFC CDO.

31

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

34

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

- 38 • The NIICD national frequencies are all committed within a specific
39 geographic area.
- 40 • New incidents within a specific complex create a need for additional
41 frequencies.
- 42 • The fire danger rating is extreme and the potential for additional new
43 incidents is high.
- 44 • When there is frequency congestion due to significant numbers of incidents
45 in close proximity.

46

1 Aviation Operations Frequency Management

- 2 • Air to Air initial attack –AM frequencies are assigned yearly to the GACC's
3 by the NIFC CDO in coordination with the Federal Aviation Administration
4 (FAA). Once assigned, management of those frequencies is the
5 responsibility of the GACC and may be allocated to zones. Frequencies
6 allocated to zones for initial attack are not to be dedicated for project fire
7 use. If additional frequencies are required, they must be requested from and
8 assigned by the NIFC CDO.
- 9 • Air to Ground –FM frequencies will be assigned and coordinated by the
10 NIFC CDO and agency frequency managers.

11
12 Both AM and FM aviation frequency assignments will be used on an
13 interagency basis and a master record of these assignments is maintained by the
14 NIFC CDO. Updated frequency information is coordinated annually with the
15 GACC's.

17 Pre-assigned National Frequencies**19 National Air Guard Frequency (168.6250 MHz)**

20 A National Interagency Air Guard frequency for aircraft will be used for
21 emergency aviation communications. Continuous monitoring of this frequency
22 in narrowband mode is mandatory by agency dispatch centers. Transmission on
23 this frequency must include the Continuous Tone Coded Squelch System
24 (CTCSS) tone of 110.9 Hz.

25
26 This frequency, 168.6250 MHz is restricted to the following use:

- 27 • Air-to-air emergency contact and coordination.
28 • Ground-to-air emergency contact.
29 • Initial call, recall, and re-direction of aircraft when no other contact
30 frequency is available.

32 National Flight Following Frequency (168.6500 MHz)

33 The National Flight Following Frequency is used to monitor interagency and
34 contract aircraft. This frequency is used for flight following and official aircraft
35 flying point to point; it is not to be used during mission flights or incident
36 operations.

37
38 All dispatch centers/offices will monitor the national flight following frequency
39 at all times. A CTCSS tone of 110.9 must be placed on the transmitter and
40 receiver of the National Flight Following frequency.

41
42 This frequency 168.6500 MHz is restricted to the following use:

- 43 • Flight following, dispatch, and/or re-direction of aircraft.
44 • Air-to-ground and ground-to-air administrative traffic.

- 1 • Not authorized for ground-to-ground traffic.

2

3 **National Interagency Air Tactics Frequencies (166.6750 MHz, 167.9500**
4 **MHz, 169.1500 MHz, 169.2000 MHz, 170.0000 MHz)**

5 These frequencies are used to support air-to-air or ground-to-air
6 communications on incidents west of the 95th meridian. These frequencies shall
7 be used for air-to-air and ground-to-air communications only. They are not for
8 use as ground tactical operational frequencies.

9

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

13

14 These frequencies will be assigned by the NIFC CDO or in coordination with
15 the local unit if a NTIA-RFA is in effect.

16

17 **National Interagency Airtanker Base Frequency (123.9750 MHz)**

18 This frequency is assigned by the FAA to all airtanker bases (unless otherwise
19 notified) for exclusive use. Use of this frequency is restricted to a radius of 40
20 nautical miles and 10,000 feet MSL from the coordinates of the airtanker base.
21 No other use is authorized.

22

23 **XXX Smokejumper and Rappel/RADS Air to Ground Frequency (168.550**
24 **MHz)**

25 BLM and USFS Smokejumpers have been granted exclusive use of primary
26 National Air to Ground tactical frequency 168.550.

27

28 This frequency is also granted for use, with a separate transmit and receive tone,
29 as a secondary/backup frequency for the BLM and USFS Rappel/Rope Assisted
30 Delivery System (RADS) aerial delivery operations if the local air to ground
31 tactical frequency is being used for initial attack operations and use of that local
32 frequency could cause interference issues.

33

34 Use of this frequency for other than the delivery of aerial firefighters is
35 prohibited. This frequency must be toned (CTCSS, transmit and receive) for
36 Smokejumper and Rappel/RADS crews to ensure that interference issues are
37 avoided. Smokejumpers will use tone 123.0 and Rappel/RADS crews will use
38 tone 110.9.

39

40 **Government-wide Area Common User Frequencies (163.1000 MHz,**
41 **168.3500 MHz)**

42 These frequencies are used on a non-interference basis and are not exclusive to
43 any user. These frequencies are not to be used for air-to-ground operations and
44 are prohibited by DOI and USDA from use as a frequency during operations
45 involving the protection of life and property.

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

3
4 **National Interagency Fire Tactical Frequencies(168.0500 MHz, 168.200
5 MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)**

6 These frequencies are used to support ground tactical operations (line of sight)
7 on incidents.

8
9 They are not authorized for:

- 10 • Air to air communications
11 • Air to ground communications
12 • Mobile radios with more than 5 watts output power
13 • Base stations
14 • Repeater frequencies

15
16 Use of these frequencies will be coordinated between the COML and the NIFC
17 CDO/COMC. Power output is limited to 5 watts or less.

18
19 **Incident Radio Support**

20
21 All National Incident Radio Support Cache (NIRSC) communications
22 equipment will be returned to NIRSC at NIFC immediately after the incident is
23 turned over to the jurisdictional agency.

24
25 No cache communications equipment shall be moved from one incident to
26 another without being first returned to NIRSC for refurbishment. Unused and
27 red-sealed equipment may be moved, but only upon approval of the NIFC CDO
28 or COMC.

29
30 **Military Communications on an Incident**

31
32 Military units assigned to an incident XXX ~~have been~~ are assigned radios XXX
33 ~~approved for use on incidents~~. Each battalion XXX ~~has~~ is typically assigned 80
34 handheld radios. Sixteen of these radios are used by military crew liaisons.

35 Intercrew communications within a military unit is provided by the military on
36 their radios using their frequencies. All frequency assignments at the incident
37 will be made by the COML in accordance with the ICS-205.

38 Some XXX ~~military~~ units have aviation VHF-FM radios compatible with
39 civilian systems. Other units XXX ~~are adapting their aircraft for the civilian~~
40 ~~radios and can be easily outfitted~~ must be provided VHF-FM radios prior to
41 dispatch to an incident. XXX ~~A limited number of wiring harnesses are~~
42 ~~available at NIICD for those military aircraft not having civilian VHF FM~~
43 ~~capability~~. Wiring harnesses and radios will be resource ordered by the incident.

44 The resource order will include a request for qualified personnel from NIICD to

- 1 perform the installation of the equipment. Equipment will not be sent without
- 2 qualified personnel to install it.

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Chapter 16 Aviation Operations and Resources

Purpose and Scope

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 deployment 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. The risk management process must include risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

Organizational Responsibilities

National Office

Department of Interior (DOI)

~~XXX Aviation Management Directorate (AMD) Office of Aviation Services (OAS)~~

~~The XXX Aviation Management Directorate (AMD) Office of Aviation Services (OAS) XXX of the National Business Center is responsible for the coordination of aviation policy development XXX aircraft acquisition, financial services, and maintenance management within the agencies of the Department of the Interior (DOI). XXX AMD OAS has no operational responsibility. XXX AMD OAS provides aviation safety program oversight, accident investigation, and inspection/approval of aircraft and pilots for DOI agencies.~~

Bureau of Land Management (BLM)

National Aviation Office (NAO) - NAO develops BLM policy, procedures, and standards. It also maintains functional oversight, and facilitates interagency coordination for all aviation activities. The principal goals are safety and cost-effectiveness. The NAO supports BLM aviation activities and missions. This includes fire suppression, through strategic program guidance, managing aviation programs of national scope, coordination with ~~XXX AMD OAS~~, and interagency partners. The Fire and Aviation Directorate has the responsibility and authority, after consultation with State Fire Management Officers, for

1 funding and acquisition of all fire aircraft, prioritizing the allocation of BLM
2 aircraft on a Bureau wide basis, and approving State Office requests to acquire
3 supplemental aircraft resources. Refer to *BLM National Aviation Plan and*
4 *Manual 9400* for aviation policy and guides. (Refer to 112 DM 12 for a list of
5 responsibilities.)

6

7 **Forest Service (FS)**

8 The FS has responsibility for all aspects of its aviation program, including
9 aviation policy development, aircraft acquisition, and maintenance management.
10 In addition, the FS has operational responsibility including development of
11 aviation procedures and standards, as well as functional oversight of aviation
12 assets and facilities, accident investigation, and aircraft and pilot inspection.

13

14 The Assistant Director (AD), Aviation, is responsible to the Director of Fire and
15 Aviation Management for the management and supervision of the National
16 Headquarters Office in Washington DC, and the detached Aviation Unit in
17 Boise. The AD, Aviation provides leadership, support and coordination for
18 national and regional aviation programs and operations. (Refer to FSM 5704.22
19 for list of responsibilities.)

20

21 The Branch Chief, Aviation Operations reports to the AD, Aviation, and is
22 responsible for national aviation operational management and oversight.

23

24 XXX The Branch Chief, Standardization and QA reports to the AD, Aviation,
25 and is responsible for standardization and approval of agency and contract
26 pilots.

27

28 The Branch Chief, Airworthiness XXX and QA reports to the AD, Aviation,
29 and is responsible for national aircraft XXX airworthiness and maintenance
30 program management and oversight.

31

32 The Branch Chief, Aviation Risk Management reports to the AD, Risk
33 Management and Training and is responsible for the national aviation safety and
34 risk management program and oversight.

35

36 **State/Regional Office**

- 37 • *BLM - State FMOs are responsible for providing oversight for aircraft*
38 *hosted in their state. State FMOs have the authority and responsibility to*
39 *approve, with National Office concurrence, acquisition of supplemental*
40 *aircraft resources within their state. State FMOs have the authority to*
41 *prioritize the allocation, pre-positioning and movement of all aircraft*
42 *assigned to the BLM within their state. State Offices will coordinate with*
43 *the National Office on movement of their aircraft outside of their State. A*
44 *State Aviation Manager (SAM) is located in each state office. SAMs are*
45 *delegated as the Contracting Officers Representative (COR) for all*
46 *exclusive use aircraft hosted by their state. SAMs implement aviation*

- 1 *program objectives and directives to support the agency mission and state*
2 *objectives. A state aviation plan is required to outline the state aviation*
3 *program objectives and to identify state specific policy and procedures.*
- 4 ● ***NPS/FWS** - A Regional Aviation Manager (RAM) is **XXX located in each***
5 ***regional office designated for each Region.** RAMs implement aviation*
6 *program objectives and directives to support the agency mission and*
7 *Region objectives. Several Regions have additional support staff, and/or*
8 *pilots assigned to support aircraft operations and to provide technical*
9 *expertise. A Regional aviation operations and management plan is*
10 *required to outline the Region's aviation program objectives and to identify*
11 *Region-specific policy and procedures.*
 - 12 ● ***FS** - Regional Aviation Officers (RAOs) are responsible for directing and*
13 *managing Regional aviation programs in accordance with the National and*
14 *Regional Aviation Management Plans, and applicable agency policy*
15 *direction. (Refer to FSM 5700 and FSH 5709.16 for list of responsibilities).*
16 *RAOs report to Director of Fire and Aviation for their specific Region.*
17 *Regional Aviation Safety Managers (RASMs) are responsible for aviation*
18 *safety in their respective Regions, and work closely with the RAO to ensure*
19 *safety is an organizational priority (refer to FSM 5700 and FSH*
20 *5709.16 for list of responsibilities). Most Regions have additional aviation*
21 *technical specialists and pilots who help manage and oversee the Regional*
22 *aviation programs. Most Regions also have Aviation Maintenance*
23 *Inspectors, Fixed-wing Program Managers, Helicopter Program Managers,*
24 *Helicopter Operations Specialists, Inspector Pilots, etc.*

25 26 **Local Office**

27 Some areas have interagency aviation programs that utilize an Aviation Manager
28 for multiple units. Duties are similar as other local level managers.

- 29 ● ***BLM** - Unit Aviation Managers (UAMs) serve as the focal point for the*
30 *Unit Aviation Program by providing technical expertise and management of*
31 *aviation resources to support Field Office/District programs. Field/District*
32 *Offices are responsible for hosting, supporting, providing daily*
33 *management, and dispatching all aircraft assigned to their unit.*
34 *Field/District Offices have the authority to request additional resources; to*
35 *establish priorities, and make assignments for all aircraft assigned to the*
36 *BLM within their unit or zone.*
- 37 ● ***NPS** - Organizational responsibility refer to DO-60, RM-60.*
- 38 ● ***FS** - Unit Aviation Officers (UAOs)/Forest Aviation Officers (FAOs) have*
39 *the responsibility for aviation activities at the local level, including aviation*
40 *mission planning, risk management and safety, supervision, and evaluation.*
41 *UAOs/FAOs assist Line Officers with risk assessment/management and cost*
42 *analysis. (Refer to FSH 5709.16_10.42)*

43
44
45
46

1 Aviation Information Resources

2

3 Aviation reference guides and aids for agency aviation management are listed
4 for policy, guidance, and specific procedural requirements.

- 5 • **BLM** - 9400 Manual Appendix 1, National Aviation Plan (NAP) and
6 applicable aviation guides as referenced in the NAP.
- 7 • **FWS** - Service Manual 330-339, Aviation Management and IHOG.
- 8 • **NPS** - RM-60 Aviation Management Reference Manual and IHOG & IASG.
- 9 • **FS** - FSM 5700, FSH 5709.16 and applicable aviation guides **XXX when**
10 **approved by Fire Director** as referenced in policy.

11 Safety alerts, operational alerts, instruction memoranda, information bulletins,
12 incident reports, and other guidance or information are issued as needed.

13

14 An up-to-date library with aviation policy and procedural references will be
15 maintained at all permanent aviation bases, dispatch, and aviation management
16 offices.

17

18 Aviation Safety

19

20 The FS and the BLM have adopted Safety Management Systems (SMS) as the
21 foundation to our aviation safety program. The four pillars of SMS are Safety
22 Policy, Safety Risk Management, Safety Assurance, and Safety Promotion.
23 SMS is the standard for aviation safety set by the International Civil Aviation
24 Organization (ICAO) and the Federal Aviation Administration (FAA).

25

26 SMS focuses on:

- 27 • Emphasis on proactive risk management
- 28 • Promotes a “Just” culture
- 29 • Addresses systemic safety concerns
- 30 • Holds the organization accountable
- 31 • Identifies “What” so we can manage the manageable
- 32 • Communicates the “Why” so the culture can learn from mistakes

33

34 The intent of SMS is to improve the aviation culture by increasing hazard
35 identification, reduce risk-taking behavior, learn from mistakes, and correct
36 procedures before a mishap occurs rather than after the accident. More
37 information on SMS is available at the Wildland Fire Lessons Learned Center
38 under the Lessons Learned link at www.wildfirelessons.net. Additionally, the
39 current approved US Forest Service Aviation SMS Guide is available at
40 www.fs.fed.us/fire/av_safety/

41

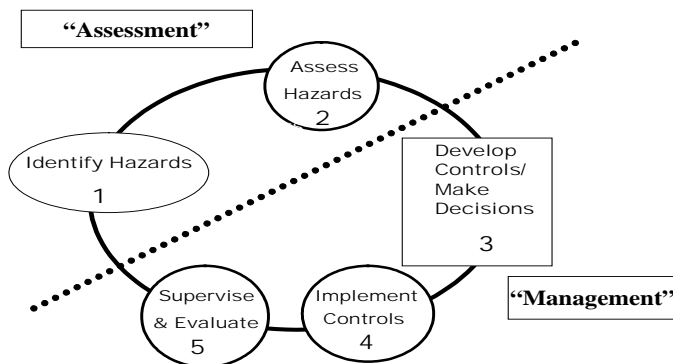
42 Risk Assessment and Risk Management

43 The use of risk management will help to ensure a safe and successful operation.

44 Risk is the probability that an event will occur. Assessing risk identifies the
45 hazard, the associated risk, and places the hazard in relationship to the mission.

- 1 A decision to conduct a mission requires weighing the risk against the benefit of
 2 the mission and deciding whether the risks are acceptable.
 3
 4 Aviation missions always have some degree of risk. The four sources of hazards
 5 are methods, medium, man, and machine. Managing risk is a 5-step process:
 6 1. Identify hazards associated with all specified and implied tasks for the
 7 mission.
 8 2. Assess hazards to determine potential of occurrence and severity of
 9 consequences.
 10 3. Develop controls to mitigate or remove risk, and make decisions based on
 11 accepting the least risk for the best benefit.
 12 4. Implement controls - (1) education controls, (2) physical controls, and (3)
 13 avoidance controls.
 14 5. Supervise and Evaluate - enforce standards and continuously re-evaluate
 15 their effectiveness in reducing or removing risk. Ensure that controls are
 16 communicated, implemented, and enforced.
 17

THE RISK MANAGEMENT PROCESS



18
 19 **XXX DELETE THE GRAPHIC ABOVE**
 20

21 **How to Properly Refuse Risk (Aviation)**

22 Every individual (government and contracted employees) has the right and
 23 obligation to report safety problems affecting his or her safety and has the right
 24 to contribute ideas to correct the hazard. In return, supervisors are expected to
 25 give these concerns and ideas serious consideration. When an individual feels
 26 an assignment is unsafe, he or she also has the obligation to identify, to the
 27 degree possible, safe alternatives for completing that assignment. Turning down
 28 an assignment is one possible outcome of managing risk.
 29

1 A “turn down” is a situation where an individual has determined he or she
2 cannot undertake an assignment as given and is unable to negotiate an
3 alternative solution. The turn down of an assignment must be based on
4 assessment of risks and the ability of the individual or organization to control or
5 mitigate those risks. Individuals may turn down an assignment because of
6 safety reasons when:

- 7 • There is a violation of regulated safe aviation practices.
- 8 • Environmental conditions make the work unsafe.
- 9 • They lack the necessary qualifications or experience.

10

11 Individuals will directly inform their supervisor that they are turning down the
12 assignment as given. The most appropriate means of documented turn down
13 criteria is using the Aviation Watch Out Situations (XXX page 52, IRPG).
14 Supervisors will notify the Air Operations Branch Director (AOBD) or unit
15 aviation leadership immediately upon being informed of a turn down. If there is
16 no AOBD, notification shall go to the appropriate Section Chief, the Incident
17 Commander or local fire and aviation staff. Proper handling of turn downs
18 provides accountability for decisions and initiates communication of safety
19 concerns within the incident organization.

20

21 If the assignment has been turned down previously and the supervisor asks
22 another resource to perform the assignment, he or she is responsible to inform
23 the new resource that the assignment had been turned down and the reasons
24 why. Furthermore, personnel need to realize that a “turn down” does not stop
25 the completion of the assigned operation. The “turn down” protocol is an
26 integral element that improves the effective management of risk, for it provides
27 timely identification of hazards within the chain of command, raises risk
28 awareness for both leaders and subordinates, and promotes accountability.

29

30 If an unresolved safety hazard exists the individual needs to communicate the
31 issue/event/concern immediately to his or her supervisor and document as
32 appropriate.

33

34 **Aviation Safety Support**

35

36 During high levels of aviation activity it is advisable to request an Aviation
37 Safety and Technical Assistance Team (ASTAT). An ASTAT’s purpose is to
38 enhance risk management, and assist and review aviation operations on wildland
39 fires. An ASTAT should be requested through the agency chain of command
40 and operate under a Delegation of Authority from the appropriate State/Regional
41 Aviation Manager(s) or Multi Agency Coordinating Group. Formal written
42 reports shall be provided to the appropriate manager(s) as outlined at the in-
43 brief. A team should consist of the following:

- 44 • Aviation Safety Manager
- 45 • Operations Specialist (helicopter and/or fixed wing)
- 46 • Pilot Inspector

- 1 • Maintenance Inspector (optional)
- 2 • Avionics Inspector (optional)

3

4 **Aviation Safety Briefing**

5 Every passenger must receive a briefing prior to each flight. The briefing is the
6 responsibility of the Pilot in Command (PIC) but may be conducted by the pilot,
7 flight manager, helicopter manager, fixed-wing base manager, or an individual
8 with the required training to conduct an aviation safety briefing. The pilot
9 should also receive a mission briefing from the government aircraft manager
10 Refer to the *IRPG* and *IHOG* Chapter 10.

11

12 **Aviation Hazard**

13 An aviation hazard is any condition, act, or circumstance that compromises the
14 safety of personnel engaged in aviation operations. Pilots, flight crew personnel,
15 aviation managers, incident air operations personnel, and passengers are
16 responsible for hazard identification and mitigation. Aviation hazards may
17 include but are not limited to the following:

- 18 • Deviations from policy, procedures, regulations, and instructions.
- 19 • Improper hazardous materials handling and/or transport.
- 20 • Airspace conflicts/flight following deviation.
- 21 • Deviation from planned operations.
- 22 • Failure to utilize PPE or Aviation Life Support Equipment (ALSE).
- 23 • Failure to meet qualification standards or training requirements
- 24 • Extreme environmental conditions.
- 25 • Improper ground operations.
- 26 • Improper pilot procedures.
- 27 • Fuel contamination.
- 28 • Unsafe actions by pilot, air crew, passengers, or support personnel.

29

30 Aviation hazards also exist in the form of wires, low-flying aircraft, and
31 obstacles protruding beyond normal surface features. Each office will post,
32 maintain, and annually update a "Known Aerial Hazard Map" for the local
33 geographic area where aircraft are operated, regardless of agency jurisdiction.
34 This map will be posted and used to brief flight crews. Unit Aviation Managers
35 are responsible for ensuring the development and updating of Known Aerial;
36 Hazard Maps (IHOG [XXX Ch 3.V.J.1.e page 3-20](#))

37

38 **Aerial Applications of Wildland Fire Chemical Safety**

39 Chapter 12 contains information concerning the aerial application of wildland
40 fire chemicals.

41

42 **SAFECOM**

43

44 The DOI and the FS have an incident/hazard reporting form called The Aviation
45 Safety Communiqué (SAFECOM). The database, available at

1 <https://www.safecom.gov/> fulfills the Aviation Mishap Information System
2 (AMIS) requirements for aviation mishap reporting for the DOI agencies and the
3 FS. Categories of reports include: Accidents, Airspace, Hazards, Incidents,
4 Maintenance, Mishap Prevention, and Kudos. The system uses the SAFECOM
5 Form XXX AMD-OAS-34 or FS-5700-14 to report any condition, observation,
6 act, maintenance problem, or circumstance with personnel or aircraft that has the
7 potential to cause an aviation-related mishap. The SAFECOM system is not
8 intended for initiating punitive actions. Submitting a SAFECOM is not a
9 substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to
10 identify, document, track and correct safety related issues. A SAFECOM does
11 not replace the requirement for initiating an accident or incident report.
12 Any individual (including vendors/cooperators) with knowledge of an
13 incident/hazard should complete a SAFECOM. The SAFECOM form,
14 including attachments and pictures, should be entered directly on the internet at
15 <https://www.safecom.gov/> or faxed to the Department of the Interior's XXX
16 Aviation Management Directorate Office of Aviation Services, Aviation Safety
17 (208)433-5069 or to the FS at (208) 387-5735 ATTN: SAFETY. Electronic cc
18 copies are automatically forwarded to the National, Regional, State, and Unit
19 Aviation Managers.

20

21 The agency with operational control of the aircraft at the time of the
22 hazard/incident/accident is responsible for completing the SAFECOM and
23 submitting it through agency channels.

24

25 **Aircraft Incidents/Accidents**

26

27 Notification to the FS or XXX AMD OAS and DOI agency Aviation Safety
28 Managers is required for any aircraft mishap involving damage or injury. Use
29 the hotline (888) 464-7427 or the most expeditious means possible. Initiate the
30 appropriate unit Aviation Mishap Response Plan.

31

32 **Low-level Flight Operations**

33

34 The only fixed-wing aircraft missions authorized for low-level fire operations
35 are:

- 36 • XXX Smokejumper/Para-cargo.
- 37 • Aerial Supervision Module (ASM) and Lead/Air Tanker Coordinator
38 (ATCO) operations.
- 39 • Retardant, water and foam application.

40

41 **Operational Procedures:**

- 42 • A high-level recon will be made prior to low-level flight operations.
- 43 • All flights below 500 feet will be contained to the area of operation.
- 44 • PPE is required for all fixed-wing, low-level flights. Helmets are not
45 required for multi-engine airtanker crews, smokejumper pilots and ASM
46 flight/aircrew members.

1 Congested Area Flight Operations

2

3 Airtankers can drop retardant in congested areas under DOI authority given in
4 *FAR Part 137*.

5

6 FS authority is granted under exemption 392, from *FAR 91.119 as referenced in*
7 *FSM 5714*. When such operations are necessary, they may be authorized subject
8 to these limitations:

- 9 • Airtanker operations in congested areas may be conducted at the request of
10 the city, rural fire department, county, state, or federal fire suppression
11 agency.
- 12 • An ASM/Lead/ATCO is ordered to coordinate aerial operations.
- 13 • The air traffic control facility responsible for the airspace is notified prior to
14 or as soon as possible after the beginning of the operation.
- 15 • A positive communication link must be established between the ASM or
16 Lead/ATCO, airtanker pilot(s), and the responsible fire suppression agency
17 official.
- 18 • The IC for the responsible fire agency or designee will advise the
19 ASM/leadplane/airtanker that all non-essential people and movable property
20 have been cleared prior to commencing retardant drops.

21

22 Airspace Coordination

23

24 The Interagency Airspace Program is an aviation safety program designed to
25 enhance aviation safety and reduce the risk of a mid-air collision. Guidance for
26 this program is found in the *Interagency Airspace Coordination Guide (IACG)*,
27 which has been adopted as policy by the DOI and FS. It is located at
28 www.airspacecoordination.net. Additional guidance may be found in the
29 *National Interagency Mobilization Guide* and supplemented by local
30 Mobilization Guides.

31

32 Some state and FS units have Memorandums of Understanding (MOUs) with
33 local military airspace authorities for airspace coordination. Briefings from Unit
34 Aviation Managers/Officers (UAM/UAO) are crucial to ensure that any local
35 airspace information is coordinated before flight.

36

37 All firefighting aircraft are required to have operative transponders and will use
38 a national firefighting transponder code of 1255 when engaged in, or traveling
39 to, firefighting operations (excluding ferry flights), unless given a discrete code
40 by Air Traffic Control (ATC).

41

42 Additional coordination information can be found by contacting:

- 43 • **BLM** - State Aviation Managers, National Airspace Program Manager
- 44 • **NPS** - Regional Aviation Managers
- 45 • **FS** - Regional Aviation Officers, National Airspace Program Manager

- 1 • *FWS - National Aviation Safety and Operations*

2

3 **Flight Request and Approval**

- 4 • *BLM –Reference the BLM National Aviation Plan, Chapter 3, available at:*
5 *<http://www.blm.gov/mifc/st/en/prog/fire/Aviation/Administration.html>*
- 6 • *NPS - Reference RM 60, Appendix 3 & 4.*
- 7 • *FS - Refer to FSM 5711.3 for administrative use, FSM 5705 for point-to-*
8 *point and mission use for types of FS flights.*

9

10 **Point-to-Point Flights**

11 A “Point-to-point” flight is one that originates at one developed airport or
12 permanent helibase and flies directly to another developed airport or permanent
13 helibase with the sole purpose of transporting personnel or cargo (this term does
14 not apply to flights with a scheduled air carrier on a seat fare basis). These types
15 of flights are often referred to as “administrative” flights and only require the
16 aircraft and pilot to be carded and approved for point-to-point flight. A point-to-
17 point flight is conducted higher than 500 feet above ground level (AGL).

18

19 Agency policy requires designating a Flight Manager for point-to-point flights
20 transporting personnel. The Flight Manager is a government employee that is
21 responsible for coordinating, managing, and supervising flight operations. The
22 Flight Manager is not required to be on board for most flights. For those flights
23 that have multiple legs or are complex in nature a Flight Manager should attend
24 the entire flight. The Flight Manager will meet the qualification standard for the
25 level of mission assigned as set forth in the *Interagency Aviation Training Guide*
26 (IAT).

- 27 • *BLM –Reference the BLM National Aviation Plan, Chapter 3, available at:*
28 *<http://www.blm.gov/mifc/st/en/prog/fre/Aviation/Administration.html>*
- 29 • *NPS - Reference RM-60, Appendix 3 for agency specific policy.*
- 30 • *FS - Refer to FSM 5711.3for administrative use, FSM 5705 for point-to-*
31 *point and mission use for types of FS flights.*

32

33 **Mission Flights**

34 Mission flights are defined as flights not meeting the definition of point-to-point
35 flight. A mission flight requires work to be performed in the air (retardant or
36 water delivery, fire reconnaissance, smokejumper delivery), or through a
37 combination of ground and aerial work (delivery of personnel and/or cargo from
38 helibases to helispots or unimproved landing sites, rappelling or cargo let-down,
39 horse herding).

- 40 • PPE is required for any fixed wing mission flight conducted below
41 500’AGL. Flight helmets are not required for multi-engine airtanker crews,
42 smokejumper pilots and ASM flight/aircrew members.
- 43 • Required attire for ATGS and fire reconnaissance are:
- 44 ○ Leather shoes or boots
- 45 ○ Natural fiber shirt, full length cotton or nomex pants, or flight suit

- 1 • The use of full PPE is required for all helicopter flights (point to point and
- 2 mission) and associated ground operations. The specific items to be worn
- 3 are dependent on the type of flight, the function an individual is performing,
- 4 or the ground operation being conducted. Refer to the tables in Chapter 9 of
- 5 the IHOG for specific requirements.
- 6 • All personnel will meet training and qualification standards required for the
- 7 mission.
- 8 • Agency FM radio capability is required for all mission flights.
- 9 • All passengers must be authorized and all personnel onboard must be
- 10 essential to the mission.
- 11
- 12 Mission flights for fixed-wing aircraft include but are not limited to the
- 13 following:
- 14 • Water or retardant application
- 15 • Parachute delivery of personnel or cargo
- 16 • Airtanker coordinator operations
- 17 • Takeoff or landing requiring special techniques due to hazardous terrain,
- 18 obstacles, or surface conditions
- 19
- 20 Mission helicopter flights include but are not limited to the following:
- 21 • Flights conducted within 500 feet AGL
- 22 • Water or retardant application
- 23 • Helicopter coordinator and ATGS operations
- 24 • Aerial ignition activities
- 25 • External load operations
- 26 • Rappelling
- 27 • Takeoff or landing requiring special techniques due to hazardous terrain,
- 28 obstacles, pinnacles, or surface conditions
- 29 • Free-fall cargo
- 30 • Fire reconnaissance
- 31

32 **Flight-Following All Aircraft**

- 33
- 34 Flight-Following is mandatory for all flights. Refer to the *National Interagency*
- 35 *Mobilization Guide* for specific direction.
- 36 • Agency FM radio capability is required for all mission flights.
 - 37 • For mission flights, there are two types of Agency Flight Following:
 - 38 Automated Flight Following (AFF) and radio check-in. AFF is the preferred
 - 39 method of agency flight following. If the aircraft and flight following office
 - 40 have AFF capability, it shall be utilized. Periodic radio transmissions are
 - 41 acceptable when utilizing AFF. Reference the AFF procedures section of
 - 42 the *National Interagency Mobilization Guide* for more information.
 - 43 • All dispatch centers designated for fire support shall have the ability to
 - 44 monitor AFF as well as the capability to transmit and receive “National
 - 45 Flight Following” and “Air Guard”

- 1 • If AFF becomes inoperable the aircraft will normally remain available for
2 service, utilizing radio/voice system for flight following. Each occurrence
3 must be evaluated individually and decided by the COR/CO.
- 4 • Helicopters conducting Mission Flights shall check-in prior to and
5 immediately after each takeoff/landing per IHOG 4.II.E.2

7 **Sterile Cockpit All Aircraft**

8
9 Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew
10 will perform no radio or cockpit communication during that time that is not
11 directly related to safe flight of the aircraft from taxi to 5 miles out and from 5
12 miles out until clearing the active runway. This would consist of reading
13 checklists, communication with Air Traffic Control (ATC), Flight Service
14 Stations, Unicom, or other aircraft with the intent of ensuring separation or
15 complying with ATC requirements. Communications by passengers or air crew
16 members can be accomplished when the audio panels can be isolated and do not
17 interfere with flight operations of the flight crew.

18
19 **Exception:** When conducting firefighting missions within 5 miles of an
20 uncontrolled airport, maintain sterile cockpit until departing the traffic pattern
21 and reaching final altitude. Monitor CTAF frequency if feasible while engaged
22 in firefighting activities. Monitor CTAF as soon as practical upon leaving the
23 fire and returning to the uncontrolled airport. When conducting firefighting
24 missions within Class B, C, or D airspace, notify dispatch that ATC
25 communications will have priority over dispatch communications.

27 **Interagency Interim Flight and Duty Limitations XXX/ Aviation Stand 28 Downs**

29
30 XXX Aviation stand downs are a means to find time, in an otherwise demanding
31 flight schedule, to reflect on core aviation safety values. In this context, aviation
32 stand downs refer to an administrative decision to keep tactical aviation
33 resources on the ground through all or part of their normal duty day or days.

34
35 XXX Interim flight and duty limitations are a method to manage pilot and crew
36 fatigue by reducing the length of the duty day or increasing the number of days
37 off in the normal duty day cycle. During extended periods of high flight
38 activity, fatigue must be mitigated by fire and aviation managers.

39
40 XXX Aviation stand downs and interim flight and duty day limitations can be
41 implemented at the Geographic Area or National level. In either case, the
42 procedure for implementation is the same. Requests for implementation of
43 flight and duty limitations, or proposed stand down parameters, will be made
44 through the National Aviation Office through which it originated.

45

1 **Interim Flight and Duty Limitations Implementation XXX THIS SECTION**
2 **MOVED FROM BELOW**

3 During extended periods of a high level of flight activity or maximum 14-hour
4 days, fatigue factors must be taken into consideration by Fire and Aviation
5 Managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for
6 specific Geographic Area's Aviation resources. The minimum scope of
7 operation should be by Geographic Area, i.e., Northwest, Great Basin, etc.

8
9 Decisions and procedures for implementation will be made on a coordinated,
10 interagency basis, involving the GACC, NICC, ~~XXX NMAC~~ and National
11 Aviation Representatives at NIFC and Aviation Contracting Officers. ~~XXX~~
12 ~~Details of the proposal will be formalized and coordinated with other affected~~
13 ~~agencies and implemented through the National Multi Agency Coordinating~~
14 ~~Group (NMAC).~~

15
16 ~~XXX Official notification of implementation should be made by the FS~~
17 ~~Regional Aviation Officer (RAO) and DOI Aviation Managers through the~~
18 ~~GACC and, for broader scope implementations, by National Aviation~~
19 ~~Management through NIFC.~~

20
21 **Phase 1 - Standard Flight and Duty Limitations (Abbreviated Summary)**

- 22 • Fourteen (14) hour maximum duty day
- 23 • Eight (8) hours maximum daily flight time for mission flights
- 24 • Ten (10) hours for point-to-point, with a two (2) pilot crew
- 25 • Maximum cumulative flight hours of thirty-six (36) hours, up to forty-two
26 (42) hours in six (6) days
- 27 • Minimum of ten (10) hours uninterrupted time off (rest) between duty
28 periods

29
30 This does not diminish the authority or obligation of any individual COR
31 (Contracting Officer Representative) or Aviation Manager to impose shorter
32 duty days or additional days off at any time for any flight crew members for
33 fatigue. This is currently provided for in agency direction and contract
34 specifications.

35
36 **Phase 2 - Interim Duty Limitations**

37 When Phase 2 is activated, pilots shall adhere to the flight and day-off
38 limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

39
40 Each flight crew member shall be given an additional day off each fourteen (14)
41 day period. Crews on a twelve (12) and two (2) schedule shall have three (3)
42 consecutive days off (11 and 3). Flight crews on six (6) and one (1) schedules
43 shall work an alternating weekly schedule of five (5) days on, two (2) days off,
44 then six (6) days on and one (1) day off.

45

1 Aircraft fixed daily rates and special rates, when applicable, shall continue to
2 accrue during the extra day off. Contractors may provide additional approved
3 crews to maximize utilization of their aircraft. All costs associated with
4 providing the additional crew will be at the contractor's expense, unless the
5 additional crew is requested by the Government.

6

7 **Phase 3 - Interim Duty Limitations**

8 When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1
9 (standard), the additional day off of Phase 2, and the limitations defined under
10 Phase 3.

11

12 Flight crew members shall have a minimum of twelve (12) consecutive hours of
13 uninterrupted rest (off duty) during each duty day cycle. The standard duty day
14 shall be no longer than twelve (12) hours, except a crew duty day extension shall
15 not exceed a cumulative fourteen (14) hour duty day. The next flight crew rest
16 period shall then be adjusted to equal the extended duty day, i.e., thirteen (13)
17 hour duty day, thirteen (13) hours rest; fourteen (14) hour duty day, fourteen
18 (14) hours rest. Extended duty day applies only to completion of a mission. In
19 no case may standby be extended beyond the twelve (12) hour duty day.

20

21 Double crews (two (2) complete flight crews assigned to an aircraft), augmented
22 flight crews (an additional pilot-in-command assigned to an aircraft), and
23 aircraft crews that work a rotating schedule, i.e., two (2) days on, one (1) day
24 off, seven (7) days on, seven (7) days off, or twelve (12) days on, twelve (12)
25 days off, may be exempted from Phase 2 Limitations upon verification that their
26 scheduling and duty cycles meet or exceed the provisions of Paragraph a. of
27 Phase 2 and Phase 1 Limitations.

28

29 Exemptions of Phase 3 provisions may be requested through the local Aviation
30 Manager or COR, but must be approved by the FS RAO or DOI Area Aviation
31 Manager.

32

33 **Aviation Assets**

34

35 Typical agency aviation assets include: Helitack or Rappel, Aerial Supervision
36 (ATGS, Lead, and ASM), Large (multi-engine) Airtankers, **XXX Very Large**
37 **Airtankers (VLATs)**, Single Engine Airtankers **XXX (SEATs)**, and
38 Smokejumpers.

- 39 • **BLM** - All BLM acquired aircraft (exclusive use, On-Call, and CWN) are
40 available to move to areas of greatest Bureau need, thereby maximizing
41 efficiency and effectiveness. Specific authorities and responsibilities for
42 Field/State and National Offices are outlined earlier in this chapter.
43 Offices are expected to adhere to procedures established in the National
44 Aviation Plan for both acquisition and use reporting.

45

46

1 Helitack

2

3 Helitack crews perform suppression and support operations to accomplish fire
4 and resource management objectives.

5

6 Organization - Crew Size

- 7 • **BLM**- *The standard BLM exclusive-use helitack crew size for a Type 3*
8 *helicopter is a minimum of seven personnel (supervisor, assistant, squad*
9 *boss, and four crew members). The standard BLM exclusive-use helitack*
10 *crew size for a Type 2 helicopter is a minimum of ten personnel (supervisor,*
11 *assistant, squad boss, and seven crewmembers). BLM helicopters operated*
12 *in Alaska need only be staffed with a qualified Helicopter Manager*
13 *(HMGB).*
- 14 • **NPS** - *Helicopter Exclusive Use modules will consist of a minimum of 8 fire*
15 *funded personnel. The NPS regions may establish larger crew size and*
16 *standards for their exclusive use helicopter crews based on the need for an*
17 *all hazard component (Fire, SAR, Law Enforcement, and EMT). Exception*
18 *to minimum helicopter crew staffing standards must be approved by the*
19 *National Aviation Office. NPS Helicopters operated in Alaska need only be*
20 *staffed with a qualified Helicopter Manager (HMGB).*
- 21 • **FS** - *Regions may establish minimum crew size and standards for their*
22 *exclusive use helitack crews. Experience requirements for exclusive-use*
23 *helicopter positions are listed in FSH 5109.17, Chapter 40.*

24

25 Operational Procedures

26 *The Interagency Helicopter Operations Guide (IHOG) NFES 1885 is policy for*
27 *helicopter operations.*

28

29 Communication

30 The helitack crew standard is one handheld programmable multi-channel FM
31 radio per every 2 crew persons, and one multi-channel VHF-AM programmable
32 radio in the primary helitack crew (chase) truck. Each helitack crew (chase)
33 vehicle will have a programmable VHF-FM mobile radio. Each permanent
34 helibase will have a permanent programmable FM radio base station and should
35 be provided a VHF-AM base station radio.

36

37 Transportation

38 Dedicated vehicles with adequate storage and security will be provided for
39 helitack crews. The required Gross Vehicle Weight (GVW) of the vehicle will
40 be dependent upon the volume of equipment carried on the truck and the number
41 of helitack crewmembers assigned to the crew.

- 42 • **BLM** - *Minimum vehicle configuration for a seven person crew will consist*
43 *of one Class 661 Helitack Support Vehicle and one Class 156, 6-Pack*
44 *pickup or Class 166 carryall.*

45

46

1 **Training and Experience Requirements**

2 All helitack members will meet fire qualifications as prescribed by the *National*
 3 *Wildfire Coordinating Group (NWCG) 310-1* and their agency manual
 4 requirements. The following chart establishes experience and training
 5 requirements for FS, BLM, NPS, and FWS Exclusive Use, Fire Helicopter Crew
 6 Positions.

7

8 Non-Exclusive Use HECM's and HMGB's should also meet the following
 9 currency requirements.

10

Exclusive Use Fire Helicopter Position Prerequisites			
POSITION ¹	MINIMUM PREREQUISITE EXPERIENCE ²	MINIMUM REQUIRED TRAINING ³	CURRENCY REQUIREMENTS
Fire Helicopter Crew Supervisor	One season ⁴ as an Assistant Fire Helicopter Crew Supervisor, ICT4, HMGB, HEB2		RT-372 ⁵ RT-130 XXX A-110 ⁶
Assistant Fire Helicopter Crew Supervisor	One season as a Fire Helicopter Squad Boss, ICT4, HMGB, HEB2 (T)	I-200, S-215, S-234, S-260, S-270	RT-372 ⁵ RT-130 XXX A-110 ⁶
Fire Helicopter Squad Boss	One season as a Fire Helicopter Crewmember, FFT1, ICT5	S-211, S-212	RT-130 XXX A-110 ⁶
Fire Helicopter Crewmember	One season as a FFT2, HECM Taskbook	S-271, XXX A-110	RT-130 XXX A-110 ⁶

11 ¹ All Exclusive use Fire Helicopter positions require an arduous fitness
 12 rating.

13 ² Minimum experience and qualifications required prior to performing in
 14 the Exclusive use position. Each level must have met the experience and
 15 qualification requirements of the previous level(s).

16 ³ Minimum training required to perform in the position. Each level must
 17 have met the training requirements of the previous level(s).

18 ⁴ A "season" is continuous employment in a primary wildland fire position
 19 for a period of 90 days or more.

20 ⁵ After completing S-372, must attend Interagency Helicopter Manager
 21 Workshop (RT-372) within three years and every three years thereafter.

22 • FS- 5109.17_27.1 requires biennial attendance after certification
 23 for the position occurs.

24 ⁶ XXX A-110 is required every three years.

25

- 1 **Note:** Exceptions to the above position standards and staffing levels may be
2 granted on a case-by-case basis by the BLM National Aviation Office, NPS
3 Regional Office, FWS Regional Office, or FS Regional Office as appropriate.
4 • Some positions may be designated as COR/Alternate-COR. If so, see
5 individual Agency COR training & currency requirements.
6 • Fire Helicopter Managers (HMGB) are fully qualified to perform all the
7 duties associated with Resource Helicopter Manager.

9 **Helicopter Rappel & Cargo Let-Down**

10 Any rappel or cargo let-down programs must be approved by the appropriate
11 agency national headquarters.

- 12 • **BLM** - *BLM personnel involved in an Interagency Rappel Program must*
13 *have SAM approval.*
14 • **NPS** - *Approval is required by the National Office.*
15 • **FS** - *Approval is required by the National Office.*

16
17 All rappel and cargo let-down operations will follow the *Interagency Helicopter*
18 *Rappel Guide (IHRG)*, as policy. Any exemption to the guide must be requested
19 by the program through the state/region for approval by the National Aviation
20 Office (BLM), or Director of Fire and Aviation (FS).

22 **Aerial Ignition**

23
24 *The Interagency Aerial Ignition Guide (IAIG)* is policy for all aerial ignition
25 activities.

27 **Fire Chemical Avoidance Areas**

28
29 National Forest lands may have mapped avoidance areas for Threatened,
30 Endangered, Proposed, Candidate, or Sensitive species and waterways that are
31 excluded from aerially applied wildland fire chemicals. Pilots, aerial
32 supervision personnel, and others affiliated with ordering and delivering aerially
33 applied wildland fire chemicals should inquire prior to initial dispatch for any
34 Forest Service fire to determine if mapped avoidance areas are located on
35 National Forest lands within or near the fire area to ensure wildland fire
36 chemicals will not enter an avoidance area.

37
38 XXX Maps are available at
39 http://apps.fs.fed.us/ArcGIS/rest/services/edw_external/edw_AerialFireRetardantAvoidanceAreas_01/MapServer.

41
42 Misapplication into these areas shall be reported. See Chapter 12 (Suppression
43 Chemicals and Delivery Systems) for more details.

44
45
46

1 Aerial Supervision

2

3 Aerial supervision resources will be dispatched when available to
4 initial/extended attack incidents in order to enhance safety, effectiveness, and
5 efficiency of aerial/ground operations.

6

7 When aerial supervision resources (ATGS, Lead, or ASM) are collocated with
8 airtankers, they should be launched together to maximize the safety of the flight
9 crews, the efficiency of chemical delivery, and the effectiveness of the fire
10 chemical.

11

12 Incidents with three or more aircraft over/assigned to them should also have
13 aerial supervision in the form of ATGS or ASM. XXX A BLM spotter (senior
14 smokejumper in charge of smokejumper missions) may coordinate airspace over
15 a fire until a qualified ATGS arrives.

16 Policy dictates additional aerial supervision requirements which are referenced
17 in the *Interagency Aerial Supervision Guide* (NFES 2544).

18

19 Air Tactical Group Supervisor (ATGS)

20

21 The ATGS manages incident airspace and controls incident air traffic. Specific
22 duties and responsibilities are outlined in the *Fireline Handbook (PMS 410-1)*
23 and the *Interagency Aerial Supervision Guide*. The ATGS reports to the Air
24 Operations Branch Director (AOBD), or in the absence of the AOBD, to the
25 Operations Section Chief (OSC), or in the absence of the OSC, to the IC.

26

27 The following attire is required for all interagency ATGS operations:

28

- Leather shoes or boots

29

- Natural fiber shirt, full length cotton or nomex pants, or flight suit.

30

31 Operational Considerations

32

- Relief aerial supervision should be ordered for sustained operations to ensure continuous coverage over an incident.
- Personnel who are performing aerial reconnaissance and detection will not perform aerial supervision duties unless they are fully qualified as an ATGS.
- Air tactical aircraft must meet the avionics typing requirements listed in the *Interagency Aerial Supervision Guide* and the pilot must be carded to perform the air tactical mission. Rotor-wing pilots are not required to be carded for air tactical missions.
- Ground resources will maintain consistent communication with aerial supervision in order to maximize the safety, effectiveness, and efficiency of aerial operations.

44

45

46

1 **Leadplane**

2

3 A leadplane is a national **XXX shared** resource. The *Interagency Aerial*
4 *Supervision Guide* is agency policy and is available online at
5 http://www.blm.gov/nifc/st/en/prog/fire/Aviation/aerial_supervision.html.

6

7 Agency policy requires an ASM/or Lead/ATCO to be on order prior to aerial
8 applications over a congested area. Operations may proceed before the ASM/or
9 Lead/ATCO arrives, if communications are established with on-site resources,
10 authorization is granted from the IC, and the line is cleared prior to commencing
11 water/chemical application operations.

12

13 **Aerial Supervision Module (ASM)**

14

15 The Aerial Supervision Module is crewed with both a Lead/ATCO qualified Air
16 Tactical Pilot (ATP) and an Air Tactical Supervisor (ATS). These individuals
17 are specifically trained to operate together as a team. The resource is primarily
18 designed for providing both functions (Lead/ATCO and Air Attack)
19 simultaneously from the same aircraft, but can also provide single role service,
20 as well.

21

22 The Air Tactical Pilot is primarily responsible for aircraft coordination over the
23 incident. The ATS develops strategy in conjunction with the Operations Section
24 Chief.

- 25 • **BLM XXX/FWS/NPS-** *The Interagency Aerial Supervision Guide is policy*
26 *for BLM XXX FWS and NPS. The Interagency Aerial Supervision Guide is*
27 *available online at XXX*
28 http://www.blm.gov/nife/st/en/prog/fire/Aviation/aerial_supervision.html
29 <HTTP://www.nwccg.gov/pms/pubs/pms505.pdf>

30

31 **Operational Considerations**

32 The ASM is a shared national resource. Any operation that limits the national
33 resource status must be approved by the agency program manager. Aerial or
34 incident complexity and environmental considerations will dictate when the
35 ASM ceases low level operations. The ASM flight crew has the responsibility
36 to determine when the complexity level of the incident exceeds the capability to
37 perform both ATGS and leadplane functions from one aircraft. The crew will
38 request additional supervision resources, or modify the operation to maintain
39 mission safety and efficiency.

40

41 **Policy**

42 Only those individuals certified and authorized by the BLM - National Aviation
43 Office, or the FS - **XXX National Aviation Operations Officer Branch Chief**
44 **Standardization and QA** will function as an Air Tactical Supervisor (ATS) in an
45 ASM mission profile.

46

1 **Aerial Supervision Module Program Training and Qualifications**
2 Training and qualification requirements for ASM crewmembers are defined in
3 the *Interagency Aerial Supervision Guide* (NFES 2544).

5 **Reconnaissance or Patrol flights**

7 The purpose of aerial reconnaissance or detection flights is to locate and relay
8 fire information to fire management. In addition to detecting, mapping, and
9 sizing up new fires, this resource may be utilized to provide ground resources
10 with intelligence on fire behavior, provide recommendations to the IC when
11 appropriate, and describe access routes into and out of fire areas for responding
12 units. Only qualified Aerial Supervisors (ATGS, ASM, HLCO and
13 Lead/ATCO) are authorized to coordinate incident airspace operations and give
14 direction to aviation assets. Flights with a "Recon, Detection, or Patrol"
15 designation should communicate with tactical aircraft only to announce location,
16 altitude and to relay their departure direction and altitude from the incident.

19 **Airtankers**

21 Airtankers are a national resource. Geographic areas administering these
22 aircraft will make them available for initial attack and extended attack fires on a
23 priority basis. The GACC will ensure that all support functions (e.g. dispatch
24 centers and tanker bases) are adequately staffed and maintained to support the
25 mobilization of aircraft during normal and extended hours.

27 For aviation safety and policy concerning wildland fire chemicals see chapter 12
28 (Suppression Chemicals and Delivery Systems).

30 Airtankers are operated by commercial vendors in accordance with FAR Part
31 137. The management of Large Airtankers is governed by:

- 32 • *BLM - The requirements of the DM and BLM Manual 9400*
- 33 • *FS - FS operates Large Airtankers under ~~XXX FSM 5703~~ and the Grant of*
34 *Exemption 392A as referenced in FSM 5714.*

36 **Categories**

37 Airtanker types are distinguished by their ~~XXX retardant~~ load ~~XXX capacity~~:

- 38 • Very Large Air Tankers (VLAT)- more than ~~XXX 3,000~~ 10,000 gallons
- 39 • Type 1 - 3,000 ~~XXX to 9,999~~ gallons
- 40 • Type 2 - 1,800 to 2,999 gallons
- 41 • Type 3 - 800 to 1,799 gallons (includes ~~XXX single engine air tankers, and~~
42 CL-215/415 Water Scoopers)
- 43 • Type 4 – ~~XXX less than 799~~ 800 gallons (single engine airtankers)

1 Airtanker Base Operations

2

3 Certain parameters for the operation of airtankers are agency-specific. For
4 dispatch procedures, limitations, and times, refer to geographic area
5 mobilization guides and the *Interagency Airtanker Base Operations Guide*
6 (*IATBOG*).

7

8 Airtanker Base Personnel

9 There is identified training for the positions at airtanker bases; the *Interagency*
10 *Airtanker Base Operations Guide (IATBOG)* contains a chart of required
11 training for each position. It is critical that reload bases are prepared and staffed
12 during periods of moderate or high fire activity at the base. All personnel
13 conducting airtanker base operations should review the *IATBOG* and have it
14 available.

15

16 Startup/Cutoff Time for Multi Engine Airtankers

17 Refer to the *Interagency Aerial Supervision Guide* (NFES 2544).

18

19 Single Engine Airtankers

20

21 Single Engine Airtanker (SEAT) Operations, Procedures, and Safety

22 The *Interagency SEAT Operating Guide (ISOG)* (NFES #1844) defines
23 operating standards and is policy for both the DOI and FS.

24

25 SEAT Manager Position

26 In order to ensure adherence to contract regulations, safety requirements, and
27 fiscal accountability, a qualified SEAT Manager (SEMG) will be assigned to
28 each operating location. The SEMG's duties and responsibilities are outlined in
29 the *ISOG*. To maintain incident qualifications currency a SEAT Manager is
30 required to attend RT-273 every three years. Elements and criteria of RT-273
31 can be found in the *Field Managers Course Guide*, PMS 901-1.

32

33 Operational Procedures

34 Using SEATs in conjunction with other aircraft over an incident is standard
35 practice. Agency or geographical area mobilization guides may specify
36 additional procedures and limitations.

37

38 Depending on location, operator, and availability, SEATs are capable of
39 dropping suppressants, water, or approved chemical retardants. Because of the
40 load capacities of the SEATs (500 to 800 gallons), quick turn-around times
41 should be a prime consideration. SEATs are capable of taking off and landing
42 on dirt, gravel, or grass strips (pilot must be involved in selection of the site); a
43 support vehicle reduces turn-around times.

44

1 Reloading at established airtanker bases or reload bases is authorized. (SEAT
2 operators carry the required couplings). All BLM and FS Airtanker base
3 operating plans will permit SEAT loading in conjunction with large airtankers.
4

5 **Smokejumper Pilots**

6
7 The *Interagency Smokejumper Pilot Operations Guide (ISPOG)* serves as policy
8 for smokejumper pilot qualifications, training, and operations.
9

10 **Military or National Guard XXX Aircraft Helicopters and Pilots**

11
12 The *Military Use Handbook (NFES 2175)* will be used when planning or
13 conducting aviation operations involving regular military aircraft. Ordering
14 military resources is done through the National Interagency Coordination Center
15 (NICC); National Guard resources are utilized through local or state
16 Memorandum of Understanding (MOU).
17

18 **XXX Modular Airborne Fire Fighting System (MAFFS)**

19
20 XXX The *MAFFS Operating Plan* (available from the National Interagency
21 Coordination Center) will be used when planning or conducting aviation
22 operations involving MAFFS military aircraft. Ordering MAFFS is done
23 through the National Interagency Coordination Center (NICC); MAFFS are
24 utilized through a national agreement (see the *National Interagency*
25 *Mobilization Guide*). Several states have the ability to activate MAFFS through
26 separate agreements that do not require ordering through NICC.

Chapter 17 Fuels Management

Introduction

The purpose of the Hazardous Fuels Reduction (HFR) programs within the Department of the Interior (DOI) and the Forest Service (FS) is to reduce hazardous fuels (HF) and risks to human communities and improve the health of the land.

The DOI and FS, along with other federal, state, tribal, and local partners, will work to ensure effective HFR treatment efforts are collectively planned and implemented. These efforts will be consistent with the direction provided in:

- *Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)*
- *Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)*

Policy

The federal fire agencies use the *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (2008) to guide prescribed fire activities. This guide provides standardized procedures specifically associated with the planning and implementation of prescribed fire.

Policy, project planning and implementation priorities, and standards common to all agencies:

- The safety of firefighters and the public is the number one priority when planning and implementing HFR treatment projects.
- All HFR treatment projects will support resource management objectives as identified in their agency specific Land/Resource Management Plans.
- All HFR treatment projects will have plans that contain measurable objectives.
- All HFR treatment projects will comply with National Environmental Policy Act (NEPA) and all other regulatory requirements.
- All HFR management projects will be tracked and progress will be reported within required timeframes.
- All HFR projects will be monitored to determine if treatment objectives were met and to document weather, fire behavior, fuels information, and smoke dispersion. Evaluation reports are to be completed and maintained in the project file.

Some programmatic differences are identified in the following agency specific documentation and serve as agency specific direction.

- **BLM** - Refer to (*IM No. OF&A 2012-005*)

- 1 • *FWS - Refer to Fire Management Handbook, Chapter 17*
2 • *NPS - Refer to RM 18*
3 • *FS - Refer to FSM 5140*
4

5 **Reporting HFR Accomplishment**

6

7 The HF module of the National Fire Plan Operations and Reporting System
8 (NFPORS) is the national system for submitting proposed projects for approval,
9 tracking accomplishments of the program, reporting performance, measuring
10 accomplishments, and accountability.
11

12 **Policy Regarding Planned HF Treatments Burned in a Wildfire**

13

14 For DOI agencies, acres burned in a wildfire may only be reported in the
15 NFPORS HFR Module as "Fire Use" if all the following conditions are met:

- 16 • The area burned was in a pre-existing NFPORS treatment unit
17 • NEPA is complete
18 • The planned objectives were met
19 • The accomplishment is approved by a Regional Fuels Specialist
20
21 • *FS- the USFS provides direction for reporting accomplishment from*
22 *unplanned ignitions in the annual budget advice and by Washington Office*
23 *interim direction letters.*
24

25 **Prescribed Fire during Preparedness Levels 4 and 5**

26

27 Approval is required for implementation of prescribed fires at national
28 preparedness Levels 4 and 5 (Refer to the *National Mobilization Guide*).

- 29 • **XXX FWS- National Preparedness Level 5 concurrence from**
30 **Headquarters, Branch of Fire Management must be obtained utilizing**
31 **Preparedness Level 5 Prescribed Fire Concurrence Form. XXX LINK?**
32

33 **Federal Agencies Assistance**

34

35 Reference Section VI of the *Interagency Agreement For Wildland Fire*
36 *Management among the Bureau of Land Management, Bureau of Indian Affairs,*
37 *National Park Service, Fish and Wildlife Service, of the United States*
38 *Department Of The Interior and the Forest Service of the United States*
39 *Department Of Agriculture, effective May, 2010.*
40

41 Agencies will enter into separate agreements for personnel and other resources
42 provided for planning and implementation of (hazardous fuels management
43 program) treatments and activities. This may or may not result in an exchange
44 of funds subject to the applicable statutory authority used.
45

1 **Hazard Pay/Environmental Differential for Prescribed Fire**
2 **Implementation**

3
4 Current policy is that hazard pay will not be paid for any prescribed fire. Under
5 certain circumstances, hazard pay or environmental differential may be
6 warranted. Offices should contact their servicing personnel office with specific
7 questions.

8
9 **Non-NWCG Agency Personnel Use on Prescribed Fire**

10
11 For information regarding use of non-NWCG agency personnel on prescribed
12 fires, see Chapter 13.

13
14 **Use of Contractors for Prescribed Fire Implementation**

15
16 Agencies can contract to conduct all or part of the planning and implementation
17 of prescribed fire operations and/or all or part of mechanical treatments for HFR
18 projects.

19
20 If a contractor is actively involved in igniting, holding, or mopping up an agency
21 prescribed fire, a Contracting Officer's Authorized Representative (COR) or
22 Project Inspector (PI) will be on site (exceptions can be made for late stage mop
23 up and patrol) to ensure that the burn objectives are being met and that the terms
24 of the contract are adhered to. The Agency Administrator and/or FMO will
25 determine the qualifications required for the agency representative (COR or PI).

26
27 **Use of AD Pay Plan for the Hazardous Fuels Program**

28
29 Refer to the DOI Administratively Determined (AD) Pay Plan for Emergency
30 Workers (Casuals) for information regarding the use of emergency workers for
31 HFR projects.

32
33 Forest Service does not have this authority.

34
35 **Activation of Contingency Resources**

36
37 In the event an agency activates the contingency resources in their prescribed
38 fire plan, sending units should respond and support the requesting agency
39 immediately to ensure that the public and firefighter safety are not
40 compromised.

41
42 **Non-Prescribed Fire HFR Activities**

43
44 For policy, guidance, and standards for implementation of non-prescribed fire
45 hazard fuel reduction treatments (e.g. mechanical, biological, chemical), refer to
46 agency specific policy and direction.

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Chapter 18 Reviews and Investigations

Introduction

Reviews and investigations are used by wildland fire and aviation managers to assess and improve the effectiveness and safety of organizational operations. Information (other than factual) derived from safety reviews and accident investigations should only be used by agencies for accident prevention and safety purposes.

Multiagency Cooperation

Many reviews and investigations involve cooperation between Federal, State, County, and Municipal Agencies. To comply with each ~~XXX agencies agency's~~ authorities, policies, and responsibilities, a multi-agency review or investigation may be necessary. A multiagency Delegation of Authority should be provided to outline roles, responsibilities, and expected deliverables.

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.

Federal Interagency Investigations

Close calls or accidents that involve interagency (USFS or DOI) personnel and/or jurisdiction (e.g. USFS firefighter injured on FWS jurisdictional 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. Questions should be addressed to your agency wildland fire safety program manager.

Reviews

Reviews are methodical examinations of system elements such as program management, safety, leadership, operations, preparedness, training, staffing, business practices, budget, cost containment, planning, and interagency or intra-

1 agency cooperation and coordination. Reviews do not have to be associated
 2 with a specific incident. The purpose of a review is to ensure the effectiveness
 3 of the system element being reviewed, and to identify deficiencies and
 4 recommend specific corrective actions. Established review types are described
 5 below and include:

- 6 • Preparedness Review
- 7 • After Action Review
- 8 • Fire and Aviation Safety Team Review
- 9 • Aviation Safety and Technical Assistance Team Review
- 10 • Large Fire Cost Reviews
- 11 • Individual Fire Review
- 12 • Lessons Learned Review
- 13 • Escaped Prescribed Fire Review

14

15 **Review Types and Requirements**

Type	When Conducted	Delegating or Authorizing Official
Preparedness Review	Annually, or management discretion	Local/State/Region/National
After Action Review	Management discretion	N/A
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	State/Regional Aviation Manager or MACG
Large Fire Cost Review	Refer to NWCG Memorandum #003-2009	Agency Director
Individual Fire Review	Management discretion	Local/State/Region/National
Lessons Learned Review	Management discretion	Local/State/Region/National
Escaped Prescribed Fire Review	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (2008)	

16

17 **Preparedness Reviews**

18 Preparedness Reviews assess fire programs for compliance with established fire
 19 policies and procedures outlined in the current *Interagency Standards for Fire
 20 and Fire Aviation Operations* and other pertinent policy documents.

21

22 Preparedness Reviews identify organizational, operational, procedural,
 23 personnel, or equipment deficiencies, and recommend specific corrective
 24 actions. Interagency Preparedness Review Checklists can be found at:
 25 http://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html

26

1 **After Action Reviews (AAR)**

2 An AAR is a learning tool intended for the evaluation of an incident or project
3 in order to improve performance by sustaining strengths and correcting
4 weaknesses. An AAR is performed as soon after the event as possible by the
5 personnel involved. An AAR should encourage input from participants that is
6 focused on:

- 7 • What was planned?
- 8 • What actually happened?
- 9 • Why it happened?
- 10 • What can be done the next time?

11

12 An AAR is a tool that leaders and units can use to get maximum benefit from
13 the experience gained on any incident or project. When possible, the leader of
14 the incident or project should facilitate the AAR process. However, the leader
15 may choose to have another person facilitate the AAR as needed and
16 appropriate. AARs may be conducted at any organizational level. However, all
17 AARs follow the same format, involve the exchange of ideas and observations,
18 and focus on improving proficiency. The format can be found in the *Interagency Response*
19 *Pocket Guide (IRPG)*, PMS #461, NFES #1077. XXX Additional AAR
20 information is available at <http://wildfirelessons.net/AAR.aspx>
21

22

23 **Fire and Aviation Safety Team (FAST) Reviews**

24 Fire and Aviation Safety Teams assist Agency Administrators during periods of
25 high fire activity by assessing policy, rules, regulations, and management
26 oversight relating to operational issues. They can also do the following:

- 27 • Provide guidance to ensure fire and aviation programs are conducted safely.
- 28 • Assist with providing immediate corrective actions.
- 29 • Review compliance with OSHA abatement plan(s), reports, reviews, and
30 evaluations.
- 31 • Review compliance with *Interagency Standards for Fire and Fire Aviation*
32 *Operations*.

33

34 FAST reviews can be requested through geographic area coordination centers to
35 conduct reviews at the state/regional and local level. If a more comprehensive
36 review is required, a national FAST can be ordered through the National
37 Interagency Coordination Center.

38

39 FASTs include a team leader, who is either an Agency Administrator or fire
40 program lead with previous experience as a FAST member, a safety and health
41 manager, and other individuals with a mix of skills from fire and aviation
42 management.

43

44 FASTs will be chartered by their respective Geographic Area Coordinating
45 Group (GACG) with a Delegation of Authority, and report back to the GACG.

1 FAST reports will include an executive summary, purpose, objectives,
2 methods/procedures, findings, recommendations, follow-up actions (immediate,
3 long-term, national issues), and a letter delegating authority for the review.
4 FAST reports should be submitted to the Geographic Area Coordinating Group
5 with a copy to the Federal Fire and Aviation Safety Team (FFAST) chair within
6 30 days. See Appendix L for sample FAST Delegation of Authority.

7

8 **Aviation Safety and Technical Assistance Team (ASTAT) Reviews**

9 Refer to Chapter 16 for ASTAT information.

10

11 **Large Fire Cost Reviews**

12 Information on large fire cost reviews can be found in Chapter 11 (Incident
13 Management), and at [http://www.nwccg.gov/general/memos/nwccg-003-](http://www.nwccg.gov/general/memos/nwccg-003-2009.html)
14 [2009.html](http://www.nwccg.gov/general/memos/nwccg-003-2009.html)

15

16 **Individual Fire Reviews**

17 Individual fire reviews examine all or part of the operations on an individual
18 fire. The fire may be ongoing or controlled. These reviews may be local,
19 state/regional, or national. These reviews evaluate decisions and strategies,
20 correct deficiencies, identify new or improved procedures, techniques or tactics,
21 determine cost-effectiveness, and compile and develop information to improve
22 local, state/regional, or national fire management programs.

23

24 **Lessons Learned Reviews (LLRs)**

25 The purpose of a LLR is to focus on the near miss events or conditions in order
26 to prevent potential serious incident in the future. In order to continue to learn
27 from our near misses and our successes it is imperative to conduct a LLR in an
28 open, non-punitive manner. LLRs are intended to provide educational
29 opportunities that foster open and honest dialog and assist the wildland fire
30 community in sharing lessons learned information. LLRs provide an outside
31 perspective with appropriate technical experts assisting involved personnel in
32 identifying conditions that led to the unexpected outcome and sharing findings
33 and recommendations.

34

35 ~~XXX A LLR should be tailored to the event being reviewed and the extent of
36 the review should be commensurate with the severity of the incident. A LLR
37 should not be used in lieu of a Serious Accident Investigation (SAI) or Accident
38 Investigation (AI) if the SAI/AI criteria have been met, XXX but may be used to
39 supplement existing accident investigation processes.~~

40 XXX A LLR should be tailored to the event being reviewed. The scope of the
41 review should be commensurate with the severity of the incident. A LLR will
42 not be substituted for a Serious Accident Investigation (SAI) or Accident
43 Investigation (AI), should the criteria for either of those be met, but may be used
44 as a supplement to the SAI or AI.

- 45 • *FS- Facilitated Learning Analysis (FLA) may be used for incidents meeting*
46 *the AI criteria.*

1 A LLR will be led by a facilitator not involved in the event. A facilitator should
2 be an appropriate fire management expert who possesses skills in interpersonal
3 communications, organization, and be unbiased to the event. Personnel
4 involved in the event will be participants in the review process. Depending
5 upon the complexity of the event, the facilitator may request assistance from
6 technical experts (e.g., fire behavior, fire operations, etc.).

7 The LLR facilitator will convene the participants and:

- 8 • Obtain a Delegation of Authority from appropriate agency level. See
9 appendix J for a sample LLR Delegation of Authority.
- 10 • Identify facts of the event (sand tables maybe helpful in the process) and
11 develop a chronological narrative of the event.
- 12 • Identify underlying reasons for success or unintended outcomes.
- 13 • Identify what individuals learned and what they would do differently in the
14 future.
- 15 • Identify any recommendations that would prevent future similar
16 occurrences.
- 17 • XXX 24 and 72 hour reports may be produced, but are not required.
- 18 • Provide a final written report including the above items to the pertinent
19 Agency Administrator(s) within two weeks of event occurrence unless
20 otherwise negotiated. Names of involved personnel should not be included
21 in this report (reference them by position).

22
23 A copy of the final report will be submitted to the respective agency's national
24 fire safety lead who will provide a copy to the Wildland Fire Lessons Learned
25 Center (LLC). E-mail: llcdocsubmit@gmail.com

- 26 • *FS - The Forest Service has combined the Accident Prevention Analysis*
27 *(APA) with the Facilitated Learning Analysis (FLA). A guide for the FLA*
28 *process is available at XXX*
29 http://wildfirelessons.net/documents/APA_FLA_Guides_2011.pdf
30 http://wildfirelessons.net/documents/FLA_Guide.pdf

31 32 **Escaped Prescribed Fire Reviews**

33 An escaped prescribed fire is a prescribed fire which has exceeded, or is
34 expected to exceed, its prescription. Escaped prescribed fire review direction is
35 found in these agency documents:

36 *Interagency Prescribed Fire Planning and Implementation Procedures*
37 *Reference Guide (August 2008)*

- 38 • *BLM - IM No. OF&A 2012-005*
- 39 • *FWS - Fire Management Handbook, Chapter 17*
- 40 • *NPS - RM-18, Chapter 7 & 17*
- 41 • *FS - FSM 5140*

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Investigations

Investigations are detailed and methodical efforts to collect and interpret facts related to an incident or accident, identify causes (organizational factors, local workplace factors, unsafe acts), and develop control measures to prevent recurrence.

Distinct types of wildland fire incidents and accidents have specific investigation requirements.

Wildland Fire Incident and Accident Types and Definitions

- **Serious Wildland Fire Accident**
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 involves 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 Serious Accident Investigation.
- **Wildland Fire Accident**
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”.
- **Near-miss**
An unplanned event or series of events that could have resulted in death; injury; occupational illness; or damage to or loss of equipment or property but did not.
- **Entrapment**
A situation where personnel are unexpectedly caught in a fire behavior-related, life-threatening position where planned escape routes or safety zones are absent, inadequate, or compromised. Entrapment may or may not include deployment of a fire shelter for its intended purpose. Entrapment may result in a serious wildland fire accident, a wildland fire accident, or a near-miss.
- **Fire Shelter Deployment**
The removing of a fire shelter from its case and using it as protection against fire. Fire shelter deployment may or may not be associated with entrapment. Fire shelter deployment may result in a serious wildland fire accident, a wildland fire accident, or a near-miss.
- **Fire Trespass**
The occurrence of unauthorized fire on agency-protected lands where the source of ignition is tied to some type of human activity.

1 Investigation Types and Requirements

Wildland Fire Event	Investigation Type	XXX Notification Requirement Management Level Requiring Notification ¹	Management level that determines review type and authorizes review ²
Serious Wildland Fire Accident	Serious Accident Investigation (SAI)	National	National
Wildland Fire Accident	Accident Investigation (AI) <i>FS XXX only- FLA may be used</i>	<i>BLM/NPS-National FS/FWS-Management Discretion</i>	Region/State/Local
Entrapment	SAI, AI, LLR, depending on severity	National**	National
Fire Shelter Deployment	SAI, AI, LLR, depending on severity	National	National
Near-miss	LLR, AAR	Management Discretion	Region/State/Local
Fire Trespass	Fire Cause Determination & Trespass Investigation	Local	Local

2 XXX¹ In the event that a wildland fire entrapment or fatality occurs, immediate
 3 notification to NICC is required. A *Wildland Fire Entrapment/Fatality Initial*
 4 *Report* (PMS 405-1) should be completed and mailed to NICC electronically or
 5 by fax machine within 24 hours. Submit this report even if some data is
 6 missing. The PMS 405-1 is located at the following web site:
 7 http://www.nifc.gov/nicc/logistics/coord_forms.htm.

8 ² Higher level management may exercise their authority to determine the type of
 9 review or investigation.

- 11 • **BLM-** XXX BLM Accidents that involve fire and aviation employees or
 12 equipment will be investigated according to the requirements stated in this
 13 chapter. Investigations will occur regardless of land jurisdiction. Facts
 14 will be collected, causes (organizational factors, local workplace factors,
 15 unsafe acts) identified, and an accident investigation report produced. The
 16 report will include recommended corrective actions and control measures.
 17 Report issuance and follow-up will be through established command

1 channels. BLM Agency Administrators may jointly delegate authority to
2 investigate accidents in cases of mixed jurisdiction or employee
3 involvement. Joint delegations must ensure that BLM investigation
4 requirements are met. The Facilitated Learning Analysis (FLA) process
5 may be used as a supplemental element to required BLM accident
6 investigation processes.

7 • **FS-** Forest Service Line Officers are the deciding officials regarding what
8 type of accident investigation or analysis method is to be used for accidents
9 or near misses occurring under Forest Service jurisdiction. FLAs are a
10 type of Lessons Learned Review.

12 Investigation Processes

14 Processes Common to All Wildland Fire Accident Investigations

- 15 • **Site Protection** - The site of the incident should be secured immediately
16 and nothing moved or disturbed until the area is photographed and visually
17 reviewed XXX by the investigation team. Exact locations of injured
18 personnel, entrapments, injuries, fatalities, and the condition and location of
19 personal protective equipment, property, and other equipment must be
20 documented.
- 21 • **Management of Involved Personnel** - Treatment, transport, and follow-up
22 care must be immediately arranged for injured and involved personnel. The
23 Agency Administrator or delegate should develop a roster of involved
24 personnel and supervisors and ensure they are available for interviews by
25 the investigation team. The Agency Administrator should consider
26 relieving involved supervisors from fireline duty until the preliminary
27 investigation has been completed. Attempt to collect initial statements from
28 the involved individuals prior to a Critical Incident Stress Management
29 (CISM) session.
- 30 • **Delegation of Authority** - A Delegation of Authority shall be issued to the
31 investigation team leader. The Delegation of Authority will outline roles,
32 responsibilities, and expected deliverables. XXX Delegation of Authority
33 templates are available at
34 http://www.nifc.gov/safety/safety_reprtsInvest.html
- 35 • **Critical Incident Stress Management (CISM)** - CISM is the
36 responsibility of local Agency Administrators, who should have individuals
37 pre-identified for critical incident stress debriefings. Also refer to the
38 *Agency Administrator's Guide to Critical Incident Management* (PMS 926),
39 available at: <http://www.nwcg.gov/pms/pubs/pms926.doc>. Individuals or
40 teams may be available through Employee Assistance Programs (EAPs) or
41 Geographic Area Coordination Centers (GACCs).
- 42 • **XXX NOTE: Following moved below to SAI and AI sections and**
43 **clarified. ~~24-Hour Preliminary Report~~** - This report contains known
44 basic facts about the accident. It will be completed and forwarded by the
45 Agency Administrator or designee responsible for the jurisdiction where the
46 accident occurred XXX to the next higher level (e.g. District Manager

- 1 forwards to State Director). Names of injured personnel are not to be
2 included in this report (reference them by position).
- 3 ● **72-Hour Expanded Report**—This report provides more detail about the
4 accident and may contain the number of victims, severity of injuries, and
5 information focused on accident prevention. It will be completed and
6 forwarded by the AI/SAI Team XXX to the delegating official. Names of
7 injured personnel are not to be included in this report (reference them by
8 position).
- 9 ● **24 and 72 Hour Reports** shall be sent to the respective agency's fire
10 safety/risk management lead XXX and the Agency
11 Administrator/delegating authority for national distribution and potential
12 posting through NWCG Safety Alert System.

14 Wildland Fire Serious Accident Investigation Process

16 Fire Director Responsibilities

- 17 The Fire Director(s) or designee(s) of the lead agency, or agency responsible for
18 the land upon which the accident occurred, will:
- 19 ● Notify the agency safety manager and Designated Agency Safety and
20 Health Official (DASHO).
 - 21 ● Immediately appoint, authorize (through Delegation of Authority), and
22 deploy an accident investigation team.
 - 23 ● Provide resources and procedures adequate to meet the team's needs.
 - 24 ● Receive the factual and management evaluation reports and take action to
25 accept or reject recommendations.
 - 26 ● Forward investigation findings, recommendations, and corrective action
27 plan to the DASHO (the agency safety office is the "office of record" for
28 reports).
 - 29 ● Convene an accident review board/ board of review (if deemed necessary)
30 to evaluate the adequacy of the factual and management reports and suggest
31 corrective actions.
 - 32 ● Ensure a corrective action plan is developed, incorporating management
33 initiatives established to address accident causal factors.
 - 34 ● Ensure Serious Accident Investigations remain independent of other
35 investigations.

37 Agency Administrator Responsibilities

- 38 ● Develop local preparedness plans to guide emergency response.
- 39 ● Identify agencies with jurisdictional responsibilities for the accident.
- 40 ● Provide for and emphasize treatment and care of survivors.
- 41 ● Ensure the Incident Commander secures the accident site.
- 42 ● Conduct an in-briefing to the investigation team.
- 43 ● Facilitate and support the investigation as requested.
- 44 ● Determine need and implement Critical Incident Stress Management
45 (CISM).

- 1 • Notify home tribe leadership in the case of a Native American fatality.
- 2 • Prepare and issue the required 24 Hour Preliminary Report unless formally
- 3 delegated to another individual.

5 **Notification**

6 Agency reporting requirements will be followed. As soon as a serious accident
7 is verified, the following groups or individuals should be notified:

- 8 • Agency Administrator
- 9 • Public affairs
- 10 • Agency Law Enforcement
- 11 • Safety personnel
- 12 • County sheriff or local law enforcement as appropriate to jurisdiction
- 13 • National Interagency Coordination Center (NICC)XXX through local
- 14 dispatch center and GACC. Provide a *Wildland Fire Entrapment/Fatality*
- 15 *Initial Report* (PMS 405-1) directly to NICC within 24 hours.
- 16 • Agency headquarters
- 17 • OSHA (within 8 hours if the accident resulted in one or more fatalities or if
- 18 three or more personnel are inpatient hospitalized)

19
20 Notification to the respective agency's fire national safety/risk management lead
21 is required.

23 **Designating the Investigation Team Lead**

24 The 1995 Memorandum of Understanding between the U.S. Department of the
25 Interior and the U.S. Department of Agriculture states that serious wildland fire-
26 related accidents will be investigated by interagency investigation teams.
27 Following initial notification of a serious accident, the National Fire Director(s)
28 or their designee(s) will designate a Serious Accident Investigation Team
29 Lead(s) and provide that person(s) with a written Delegation of Authority to
30 conduct the investigation and the means to form and deploy an investigation
31 team.

- 32 • *BLM- The Fire and Aviation Directorate Safety Program Manager*
- 33 *mobilizes SAI teams in coordination with the SAI Team Leader.*

34
35 Accidents involving more than one agency will require a collaboratively
36 developed Delegation of Authority that is signed by each of the respective
37 agencies.

39 **Serious Accident Investigation Team (SAIT) Composition**

40 SAI Team members should not be affiliated with the unit that sustained the
41 accident.

- 42 • **Team Leader (Core Team Member)**
- 43 A senior agency management official, at the equivalent associate/assistant
- 44 regional/state/area/division director level. The team leader will direct the

- 1 investigation and serve as the point of contact to the Designated Agency
2 Safety and Health Official (DASHO).
- 3 • **Chief Investigator (Core Team Member)**
4 A qualified accident investigation specialist is responsible for the direct
5 management of all investigation activities. The chief investigator reports to
6 the team leader.
 - 7 • **Accident Investigation Advisor/Safety Manager (Core Team Member)**
8 An experienced safety and occupational health specialist or manager who
9 acts as an advisor to the team leader to ensure that the investigation focus
10 remains on safety and health issues. The accident investigation
11 advisor/safety manager also works to ensure strategic management issues
12 are examined. Delegating Officials or their designee may, at their
13 discretion, fill this position with a trained and qualified NWCG Safety
14 Officer, Line (SOFR), Safety Officer, Type 2 (SOF2), or Safety Officer,
15 Type 1 (SOF1).
 - 16 • **Interagency Representative**
17 An interagency representative will be assigned to every fire-related Serious
18 Accident Investigation Team. They will assist as designated by the team
19 leader and will provide outside agency perspective. They will assist as
20 assigned by the Team Leader and will provide a perspective from outside
21 the agency.
 - 22 • **Technical Specialists**
23 Personnel who are qualified and experienced in specialized occupations,
24 activities, skills, and equipment, addressing specific technical issues such as
25 specialized fire equipment, weather, and fire behavior.
 - 26 • **Public Affairs Officer**
27 For investigations with high public visibility and significant news media
28 interest, a public affairs officer (PAO) should be considered a part of the
29 team. The PAO should develop a communications plan for the team, be a
30 designated point of contact for news media, and oversee all aspects of
31 internal and external communications. Ideally, the PAO should be qualified
32 as a Type 1 or Type 2 public information officer and be familiar with SAI
33 team organization and function.
 - 34 ○ *BLM - All media related documents (news releases, talking points,*
35 *etc.) should be cleared through NIFC Public Affairs prior to external*
36 *release.*

37
38 Core SAI Team members are required to take the Interagency Serious Accident
39 Investigation Course 1112-05 prior to serious accident investigation assignment.
40 This training is also required every 5 years for recurrency.

- 41 • *FS/BLM/FWS- This training is required every 5 years to retain currency.*

42
43 **XXX SAI 24 and 72 Hour Reports** **NOTE: MOVED FROM ABOVE**
44 **XXX Final 24 and 72 hour reports shall be sent to the respective agency's fire**
45 **safety/risk management lead XXX after approval by the delegating official for**
46 **national distribution and potential posting through NWCG Safety Alert System.**

- 1 XXX Final 24 and 72 hour reports will be approved by the SAI delegating
2 official, then sent to the agency fire safety/risk management lead for national
3 distribution, which may include posting through the NWCG Safety Alert
4 System.
- 5 • ~~XXX 24 Hour Preliminary Report— This report contains known basic facts
6 about the accident. It will be completed and forwarded by the Agency
7 Administrator or designee responsible for the jurisdiction where the
8 accident occurred XXX to the SAI delegating official. Names of injured
9 personnel are not to be included in this report (reference them by position).~~
 - 10 • XXX 24-Hour Preliminary Report- This report contains known basic facts
11 about the accident. It will be completed and forwarded by the responsible
12 Agency Administrator to the SAI delegating official. Names of injured
13 personnel will not be included in this report. Personnel may be referenced
14 by position.
 - 15 • ~~XXX 72 Hour Expanded Report— This report provides more detail about
16 the accident and may contain the number of victims, severity of injuries,
17 and information focused on accident prevention. It will be completed and
18 forwarded by the XXX AI/SAI Team XXX to the SAI delegating official.
19 Names of injured personnel are not to be included in this report (reference
20 them by position).~~
 - 21 • XXX 72-Hour Expanded Report- This report provides additional factual
22 information, if available. The information may include the number of
23 victims and severity of injuries. The focus should be on information that
24 may have immediate impact on future accident prevention. This report will
25 be completed and forwarded by the SAI team to the SAI delegating official.
26 Names of injured personnel will not be included in this report. Personnel
27 may be referenced by position.

28

29 **SAIT Final Report**

30 Within 45 days of the incident, a final report consisting of a Factual Report (FR)
31 and a Management Evaluation Report (MER) will be produced by the
32 investigation team to document facts, findings, and recommendations and
33 forwarded to the Designated Agency Safety and Health Official (DASHO)
34 through the agency Fire Director(s).

35

36 Factual **XXX Report** and Management Evaluation Report formatting can be
37 found on the NIFC website at:

38 http://www.nifc.gov/safety/accident_resources.htm

39

- 40 • **Factual Report** **XXX** Following sections bulletized for clarity
41 This report contains a brief summary or background of the event, and facts
42 based only on examination of technical and procedural issues related to
43 equipment and tactical fire operations. It does not contain opinions,
44 conclusions, or recommendations. Names of injured personnel are not to be
45 included in this report (reference them by position). Post-accident actions

1 should be included in this report (emergency response attribute to survival
2 of a victim, etc).

3
4 Factual Reports will be submitted to Wildland Fire Lessons Learned Center
5 (LLC) by the respective agency's fire safety/risk management leads. E-
6 mail: llcdocsubmit@gmail.com

7
8 • **Management Evaluation Report (MER)**

9 The MER is intended for internal use only and explores management
10 policies, practices, procedures, and personal performance related to the
11 accident. The MER categorizes findings identified in the factual report and
12 provides recommendations to prevent or reduce the risk of similar
13 accidents.

14
15 **Accident Review Board/Board of Review**

16 An Accident Review Board/Board of Review is used by some agencies to
17 evaluate recommendations, and develop a corrective action plan. Refer to the
18 respective agency's Safety and Health policy.

19
20 **Wildland Fire Accident Investigation Process**

21
22 XXX Accident investigations and reports should be commensurate with the
23 complexity and/or severity of the accident. Investigations and reports may range
24 from large investigation teams producing in-depth reports to first-level
25 supervisors initiating investigations and reporting injury/property damage in
26 agency reporting systems.

27
28 **Notification**

29 XXX When an accident occurs, Agency specific notification requirements shall
30 be followed. In most instances, supervisors will notify the unit fire management
31 officer, who will then make notification through chain of command.

32
33 XXX When an accident occurs, agency notification requirements will be
34 followed. As soon as the accident is verified, the following should be notified

35 XXX Notification requirements universally include:

- 36 • Local dispatch center
37 • Unit Fire Management Officer
38 • Agency Administrator

39
40 **Investigation Team Membership**

41 Investigation team membership should be commensurate with the complexity
42 and/or severity of the accident. XXX An investigation team should consist of a
43 team leader and an adequate number of technical specialists and subject matter
44 experts. For complex investigations, XXX the team XXX membership XXX
45 should consist of may also include a chief investigator, a safety
46 advisor/manager, and XXX one additional technical specialists, XXX and a

1 writer/editor. Team members may have dual roles (e.g., chief investigator/safety
2 advisor). ~~XXX More complex accidents may require the need for a Team
3 Leader and multiple technical specialists.~~

5 Investigation Methodology

6 Accident Investigations (AI) are detailed and methodical efforts to collect and
7 interpret facts related to an accident and to provide specific recommendations to
8 prevent recurrence. The AI should include the following actions:

- 9 • Visual inspection of involved site, equipment, or material.
- 10 • Detailed analysis of equipment or material, as necessary.
- 11 • Interviews with involved personnel, witnesses, managers, and other
12 pertinent persons.
- 13 • Collection and review of written statements.
- 14 • Review of records, archives, plans, policies, procedures, and other pertinent
15 documents.
- 16 • Consideration of environmental, equipment, material, procedural, and
17 human factors as they related to the incident.
- 18 • Development of specific findings and related recommendations for the AI
19 report.

21 ~~XXX AI 24 and 72 Hour Reports~~ **NOTE: MOVED FROM ABOVE**

22 ~~XXX 24 and 72 hour reports should be completed when a formal AI will be
23 conducted. XXX Final 24 and 72 hour reports shall be sent to the respective
24 agency's fire safety/risk management lead XXX after approval by the Agency
25 Administrator/delegating official for national distribution and potential posting
26 through NWCG Safety Alert System. Final 24 and 72 hour reports will be
27 approved by the AI delegating official, then sent to the agency fire safety/risk
28 management lead for national distribution, which may include posting through
29 the NWCG Safety Alert System.~~

- 30 • ~~XXX 24-Hour Preliminary Report—This report contains known basic facts
31 about the accident. It will be completed and forwarded by the Agency
32 Administrator or designee responsible for the jurisdiction where the
33 accident occurred XXX to the next higher level (e.g. District Manager
34 forwards to State Director). Names of injured personnel are not to be
35 included in this report (reference them by position).~~
- 36 • ~~XXX 24-Hour Preliminary Report- This report contains known basic facts
37 about the accident. It will be completed and forwarded by the responsible
38 Agency Administrator to the next higher level (e.g. District Manager
39 forwards to Sate Director). Names of injured personnel will not be included
40 in this report. Personnel may be referenced by position.~~
- 41 • ~~XXX 72-Hour Expanded Report—This report provides more detail about
42 the accident and may contain the number of victims, severity of injuries,
43 and information focused on accident prevention. It will be completed and
44 forwarded by the AIXXX/SAI Team XXX to the delegating official.~~

- 1 Names of injured personnel are not to be included in this report (reference
2 them by position).
- 3 • XXX 72-Hour Expanded Report- This report provides additional factual
4 information, if available. The information may include the number of
5 victims and severity of injuries. The focus should be on information that
6 may have immediate impact on future accident prevention. This report will
7 be completed and forwarded by the AI team to the AI delegating official.
8 Names of injured personnel will not be included in this report. Personnel
9 may be referenced by position.

10

11 **XXX AI Final Report**

12 Within 45 days of the accident, a final report including facts, findings, and
13 recommendations shall be submitted to the senior manager dependent upon the
14 level of investigation (e.g., local Agency Administrator, State/Regional Director,
15 and Agency Fire Director or their designee). If a lower level investigation is
16 conducted, a courtesy copy of the final report shall be sent to the respective
17 agency's national fire safety/risk management lead.

18 The Final Report (minus names of employees- they should be referenced by
19 position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by
20 the respective agency's National Fire Safety Leads. E-mail:
21 llcdocsubmit@gmail.com

22

23 **Accident Investigation Report Standard Contents** XXX **NOTE: Following** 24 **section edited to remove imperative voice**

- 25 • **Executive Summary** - A brief narrative of the facts involving the accident
26 including dates, locations, times, name of incident, jurisdiction(s), number
27 of individuals involved, etc. Names of injured personnel or personnel
28 involved in the accident are not to be included in this report (reference them
29 by position).
- 30 • **Narrative** - A detailed chronological narrative of events leading up to and
31 including the accident, as well as rescue and medical actions taken after the
32 accident. This section will contain who, what, and where.
- 33 • **Investigation Process**- A brief narrative of actions taken by the
34 investigation team. This narrative should include investigation team
35 membership, Delegation of Authority information (from who and contents,
36 XXX include a copy as an appendix), investigative actions and timeline
37 (when the team conducted interviews, inspections, site visits, etc.), and if
38 other sources were consulted (i.e. professional accident reconstruction
39 experts, equipment manufacturers, etc.). This section should also address if
40 environmental, equipment, material, procedural, and human factors were
41 present, and state how findings/recommendations were developed.
- 42 • **Findings/Recommendations**
 - 43 ○ **Findings** are developed from the factual information. Each finding is a
44 single event or condition. Each finding is an essential step in the
45 accident sequence, but each finding is not necessarily causal or
46 contributing. XXX Do not include any more information in each

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- 1 finding than is necessary to explain the event occurrence. Findings
2 should only include information necessary to explain the specific event
3 or condition. Findings must be substantiated by the factual data XXX
4 and listed in chronological order within the report. XXX Do not
5 include opinion or speculation. Findings should not include opinion or
6 speculation.
- 7 ○ **Discussion** – XXX Provide a brief explanation of factual and other
8 pertinent information that lead to the finding(s). This provides
9 explanation or information pertinent to a specific finding.
 - 10 ○ **Recommendations** - Recommendations are XXX the prevention
11 measures proposed actions XXX that should be taken intended to
12 prevent similar accidents. XXX Provide recommendations that are
13 consistent with the findings, do not contain opinion or speculation, and
14 identify who is responsible for completing the recommended action. If
15 no action is required, state as such. Recommendations should be
16 directly related to findings, should not contain opinion or speculation,
17 and should identify the specific individual responsible for completing
18 the recommended action. XXX Recommendations will be evaluated
19 and may be incorporated, XXX as appropriate, into future operational
20 direction through established processes.
 - 21 ● **Conclusions and Observations** - Investigation team’s opinions and
22 inferences, and “lessons learned” may be captured in the section. XXX
23 This section is not required.
 - 24 ● **XXX Reference Materials**
25 Include the following reference materials if they are pertinent to the
26 investigation.
 - 27 ○ **Maps/Photographs/Illustrations** - Graphic information used to
28 document and visually portray facts.
 - 29 ○ **Appendices** - Reference materials (e.g., fire behavior analysis,
30 equipment maintenance reports, agreements, XXX Delegation of
31 Authority).
 - 32 ○ **Records** - Factual data and documents used to substantiate facts
33 involving the accident.

34
35 An XXX AI Delegation of Authority template, AI report template and examples
36 of AI reports can be found at the NIFC Safety website:
37 http://www.nifc.gov/safety/safety_reptsInvest.html

39 Fire Cause Determination and Trespass Investigation

41 Introduction

42 Agency policy requires XXX any wildfire to be investigated to determine
43 determination of cause, origin, and responsibility XXX for all wildfires.
44 Accurate fire cause determination is a XXX necessary-critical first step XXX in
45 for a successful fire investigation XXX and for targeting fire prevention efforts.
46 Proper investigative procedures, which occur concurrent with initial attack,

1 more accurately pinpoint fire causes and can preserve valuable evidence that
2 would otherwise be destroyed by suppression activities. Fire trespass refers to
3 the occurrence of unauthorized fire on agency-protected lands where the source
4 of ignition is tied to some type of human activity.

5

6 **Policy**

7 The agency must pursue cost recovery, or document why cost recovery is not
8 required, for all human-caused fires on public lands. The agency will also
9 pursue cost recovery for other lands under fire protection agreement where the
10 agency is not reimbursed for suppression actions, if so stipulated in the
11 agreement.

12

13 For all human-caused fires where negligence can be determined, trespass actions
14 are to be taken to recover cost of suppression activities, land rehabilitation, and
15 damages to the resource and improvements. Only fires started by natural causes
16 will not be considered for trespass and related cost recovery.

17

18 The determination whether to proceed with trespass action must be made on
19 “incident facts,” not on “cost or ability to pay.” Trespass collection is both a
20 cost recovery and a deterrent to prevent future damage to public land. It is
21 prudent to pursue collection of costs, no matter how small. This determination
22 must be documented and filed in the unit office’s official fire report file.

23

24 The Agency Administrator has the responsibility to bill for the total cost of the
25 fire and authority to accept only full payment. On the recommendation of the
26 State/Regional Director, the Solicitor/Office of General Counsel may
27 compromise claims of the United States, up to the monetary limits (\$100,000)
28 established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2.
29 The Solicitor/Office of General Counsel will refer suspension or termination of
30 the amount, in excess of \$100,000, exclusive of interest, penalties, or
31 administrative charges, to the Department of Justice.

32

33 Unless specified otherwise in an approved protection agreement, the agency that
34 has the land management jurisdiction/administration role is accountable for
35 determining the cause of ignition, responsible party, and for obtaining all
36 billable costs, performing the billing, collection, and distribution of the collected
37 funds. The agency with the fire protection responsibility role must provide the
38 initial determination of cause to the agency with the land management
39 jurisdiction/administration role. The agency providing fire protection shall
40 provide a detailed report of suppression costs that will allow the jurisdictional
41 agency to proceed with trespass procedures in a timely manner.

42

43 Each agency’s role in fire trespass billing and collection must be specifically
44 defined in the relevant Cooperative Fire Protection Agreement. The billing and
45 collection process for federal agencies is:

- 1 • For example, a federal agency fire occurs on another federal agency’s land
2 and is determined to be a trespass fire. BLM provides assistance, and
3 supplies costs of that assistance to the federal agency with jurisdictional
4 responsibility for trespass billing. The responsible federal agency bills and
5 collects trespass, and BLM then bills the federal agency and is reimbursed
6 for its share of the collection.
- 7 • For example, where BLM administered land is protected by a state agency,
8 the billing and collection process is:
 - 9 ○ The state bills BLM for their suppression costs. The BLM will pursue
10 trespass action for all costs, suppression, rehabilitation, and damages,
11 and deposits the collection per BLM’s trespass guidance.

12
13 ~~XXX All fires must be thoroughly investigated to determine cause.~~ Initiation of
14 ~~XXX fire~~ cause determination must be started with notification of an incident.
15 ~~XXX Initial attack dispatchers are responsible for capturing all pertinent~~
16 ~~information when the fire is reported and throughout the incident.~~ The initial
17 attack Incident Commander and the initial attack forces are responsible for
18 initiating fire cause determination and documenting observations starting with
19 their travel to the fire. If probable cause indicates human involvement, an
20 individual ~~XXX trained qualified~~ in fire cause determination ~~XXX (INVF or~~
21 ~~cooperator equivalent)~~ should be dispatched to the fire.

22 Agency references:

- 23 • *BLM - 9238-1*
- 24 • *FWS - Fire Management Handbook*
- 25 • *NPS - RM-18, Chapter ~~XXX & 6~~ and RM-9*
- 26 • *FS - FSM 5130 and FSM 5300*

27
28 **Related Policy Documents**

29 These documents provide specific direction related to incident and accident
30 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 <i>Accident Investigation Guide</i> , for specific guidance.	
Interagency	Information on accident investigations may be found at: http://www.nifc.gov/safety/accident_resources.htm . For reporting use <i>PMS 405-1</i> , <i>Wildland Fire Fatality and Entrapment Initial Report</i> , on the NWCG website.	

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Chapter 19 Dispatch and Coordination System

Organization

The wildland fire dispatch and coordination system in the United States has three levels (tiers):

- National- National Interagency Coordination Center
- Geographic- Geographic Area Coordination Centers
- Local- Local Dispatch Centers

Logistical dispatch operations occur at all three levels, while initial attack dispatch operations occur primarily at the local level. Any geographic area or local dispatch center using a dispatch system outside the three-tier system must justify why a non-standard system is being used and request written authorization from the DOI National Office or USFS Regional Office.

National Interagency Coordination Center (NICC)

The NICC is located at NIFC, Boise, Idaho. The principal mission of the 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 resource orders between the BIA Areas, BLM States, National Association of State Foresters, FWS Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions, Federal Emergency Management Agency (FEMA) Regions through the United States Fire Administration (USFA), and other cooperating agencies.

The NICC coordinates any requests for support from foreign countries, either through Departments of Agriculture and Interior agreements (Canada and Mexico) or arrangements (Australia and New Zealand), or from the Forest Service International Programs' Disaster Assistance Support Program (DASP) through the U.S. Agency for International Development's Office of Foreign Disaster Assistance.

The NICC supports non-fire emergencies when tasked by an appropriate agency, such as FEMA, through the National Response Framework. NICC collects and consolidates information from the GACCs and disseminates the *National Incident Management Situation Report* through the NICC website at <http://www.nifc.gov/nicc/sitreprt.pdf>.

Geographic Area Coordination Centers (GACCs)

There are 11 GACCs, each of which serves a specific geographic portion of the United States. Each GACC interacts with the local dispatch centers, as well as with the NICC and neighboring GACCs. Refer to the *National Interagency Mobilization Guide* for a complete directory of GACC locations, addresses, and personnel.

1 The principal mission of each GACC is to provide the cost-effective and timely
2 coordination of emergency response for all incidents within the specified
3 geographic area. GACCs are also responsible for determining needs,
4 coordinating priorities, and facilitating the mobilization of resources from their
5 areas to other geographic areas.

6

7 **Local Dispatch Centers**

8 Local dispatch centers are located throughout the country as dictated by the
9 needs of fire management agencies. **XXX Local dispatch centers dispatch**
10 **multi-agency wildland firefighting resources within a pre-established and**
11 **identified dispatch zone boundary.** The principal mission of a local dispatch
12 center is to provide safe, timely, and cost-effective coordination of emergency
13 response for all incidents within its specified geographic area. This entails the
14 coordination of initial attack responses and the ordering of additional resources
15 when fires escape initial attack.

16

17 Local dispatch centers are also responsible for supplying intelligence
18 information relating to fires and resource status to their GACC and to their
19 agency managers and cooperators. Local dispatch centers may work for or with
20 numerous agencies, but should only report to one GACC.

21

22 Some local dispatch centers are also tasked with law enforcement and agency
23 administrative workloads for non-fire operations; if this is the case, a
24 commensurate amount of funding and training should be provided by the
25 benefiting activity to accompany the increased workload. If a non-wildland fire
26 workload is generated by another agency operating in an interagency dispatch
27 center, the agency generating the additional workload should offset this
28 increased workload with additional funding or personnel.

29

30 **Mobilization Guides**

31

32 The NICC and each GACC annually publish a Mobilization Guide. The
33 Mobilization Guides identify standard procedures which guide the operations of
34 multi-agency logistical support activity throughout the coordination system.
35 These Guides are intended to facilitate interagency dispatch coordination,
36 ensuring **XXX the timeliest timely** and cost-effective incident support services
37 are provided. **XXX Local and Geographic Area Mobilization Guides**
38 **supplement the *National Interagency Mobilization Guide*.**
39 **XXX The *National Interagency Mobilization Guide* (NFES 2092) and links to**
40 **Geographic Area Mobilization Guides are available at <http://www.nifc.gov/nicc/>**

41

42 **Local and Geographic Area Drawdown XXX: Moved from Chapter 8**

43

44 Drawdown is the predetermined number and type of suppression resources that
45 are required to maintain viable initial attack (IA) capability at either the local or
46 geographic area. Drawdown resources are considered unavailable outside the

1 local or geographic area for which they have been identified. Drawdown is
2 intended to:

- 3 • Ensure adequate fire suppression capability for local and/or geographic area
4 managers.
- 5 • Enable sound planning and preparedness at all management levels.

6 Although drawdown resources are considered unavailable outside the local or
7 geographic area for which they have been identified, they may still be
8 reallocated by the Geographic Area or National MAC to meet higher priority
9 obligations.

10

11 **Establishing Drawdown Levels**

12 Local drawdown is established by the local unit and/or the local MAC group and
13 implemented by the local dispatch office. The local dispatch office will notify
14 the Geographic Area Coordination Center (GACC) of local drawdown decisions
15 and actions.

16

17 Geographic area drawdown is established by the GMAC and implemented by
18 the GACC. The GACC will notify the local dispatch offices and the National
19 Interagency Coordination Center (NICC) of geographic area drawdown decision
20 and actions.

21

22 **National Ready Reserve (NRR)**

23

24 NRR is a means by which the NMAC identifies and readies specific categories,
25 types, and quantities of fire suppression resources in order to maintain overall
26 national readiness during periods of actual or predicted national suppression
27 resource scarcity.

28 NRR implementation responsibilities are as follows:

- 29 • NMAC establishes national ready reserve requirements by resource
30 category, type, and quantity.
- 31 • NICC implements NMAC intent by directing individual GACCs to place
32 specific categories, types, and quantities of resources on national ready
33 reserve.
- 34 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
35 identify resources to be placed on national ready reserve.
- 36 • GACCs provide NICC specific names of national ready reserve resources.
- 37 • NICC mobilizes national ready reserve assets through normal coordination
38 system channels as necessary.

39

40 National ready reserve resources must meet the following requirements:

- 41 • May be currently assigned to ongoing incidents.
- 42 • Must be able to demobe and be enroute to new assignment in less than 2
43 hours.
- 44 • Resources must have a minimum of 7 days left in 14 day rotation
45 (extensions will not be factored in this calculation).

- 1 • May be assigned to incidents after being designated ready reserve, in
- 2 coordination with NICC.
- 3 • Designated ready reserve resources may be adjusted on a daily basis.
- 4
- 5 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
- 6 to maintain national surge capability, the NMAC may retain available resources
- 7 within a geographic area, over and above the established geographic area
- 8 drawdown level.
- 9

10 Dispatch/Coordination Center Administration

12 Memorandum of Understanding (MOU)

13 Each dispatch/coordination center will have a Memorandum of Understanding
14 (MOU) signed by all cooperators. This MOU will be reviewed and updated
15 annually. Dispatch/coordination center MOUs and their associated Annual
16 Operating Plans (AOPs) will be current and will define:

- 17 • the roles and responsibilities of each interagency partner's fiscal and
- 18 infrastructure support responsibilities
- 19 • administrative oversight/support groups involved with the
- 20 dispatch/coordination center
- 21 • clear fiscal reimbursement procedures and interagency funding procedures
- 22 • The dispatch/coordination center's organizational charts
- 23 • Communication protocols for local and geographic area cooperating
- 24 Agencies, including briefings, planned meetings, and conference calls
- 25 • Procedures for Incident Management Team mobilization and close-out
- 26 • supporting documentation, such as any local initial attack or fire and
- 27 aviation agreements for units serviced by the center.
- 28

29 Funding for facilities, equipment, and staffing needs shall be identified in each
30 participating Agency's planning and budget process, XXX and included in the
31 MOU/AOP.

32
33 ~~XXX Refer to Appendix P for an example of a dispatch center annual operating~~
34 ~~plan.~~

36 ~~XXX Dispatch Operating Plan/Local Mobilization Guide/Dispatch~~ 37 ~~Operating Plan~~

38 Local dispatch centers will have a local mobilization guide or dispatch operating
39 plan to supplement the GACC and National Mobilization Guides. The
40 mobilization guide or operating plan will include XXX minimum elements and
41 procedures to guide the operation of a local dispatch center. XXX See
42 Appendix P for minimum required elements and procedures for inclusion in a
43 local mobilization guide/dispatch operating plan.

44 ~~XXX FOLLOWING LIST MOVED TO APPENDIX P~~

- 45 • ~~the dispatch center daily office routine~~

- 1 ● procedures for each functional area (Coordinator on Duty, Overhead,
- 2 Crews, Equipment, Aircraft, Predictive Services, etc.)
- 3 ● procedures for statusing and tracking both initial attack resources and
- 4 resources available for on and off unit assignments
- 5 ● local initial attack procedures
- 6 ● weather/red flag procedures
- 7 ● procedures for gathering and disseminating intelligence information
- 8 ● procedures for briefing staff and detailers
- 9 ● procedures for Emergency Medical Response and notification
- 10 ● Procedures for extended staffing based on current and predicted activity,
- 11 high fire danger
- 12 ● procedures for duty extension of resources
- 13 ● staffing levels and triggers for activation of local, geographic or national
- 14 fire specialists (Resource Advisor, Public Information Officer, Airspace
- 15 Coordinator, Communications Coordinator, MAC Group, etc.)
- 16 ● a Pre Planned Response Plan
- 17 ● an Expanded Dispatch Operating Plan
- 18 ● protocols for request and dissemination of fire weather forecasts and spot
- 19 weather forecasts to firefighters, incident commanders, and field going
- 20 personnel
- 21 ● procedures for recording radio traffic, key events, and other information in
- 22 a format accessible to all personnel (COD Notes, Shift Briefs)
- 23 ● procedures for completing and archiving Fire records.

25 Service and Supply Plans

26 All local dispatch centers shall maintain a Service and Supply Plan that contains
27 current copies of procurement documents related to locally available resources.
28 Service and Supply Plans must be current, complete, organized, and accessible
29 to Initial Attack and Expanded Dispatchers.

31 The Service and Supply Plan will contain current copies of competitive and non-
32 competitive Incident Blanket Purchase Agreements (I-BPAs), as well as source
33 lists for incident-only contracts. Resources and their respective
34 contracts/agreements will be entered into ROSS if applicable, and naming
35 conventions will meet national standards.

37 XXX For additional required components of a Service and Supply Plan, refer to
38 Appendix P.

40 XXX Service and Supply Plans will also include: **FOLLOWING LIST MOVED**
41 **TO APPENDIX P**

- 42 ● protocols for the use of Dispatch Priority Lists (DPLs)
- 43 ● protocols for incident business coordination with agency administrative
- 44 personnel

- 1 ● contact lists and hiring procedures for AD or non fire personnel, ground,
2 and logistics support
- 3 ● a list of locations for use as Staging Areas, Mobilization Centers, and
4 Incident Command Posts (where applicable)
- 5 ● procedures for Local and Geographic Area Cache ordering
- 6 ● commercial travel procedures (including instructions on the use of the
7 agency corporate travel cards)
- 8 ● Incident Management Team and Buying Team mobilization.
- 9 ● The following reference materials:
 - 10 ○ National Food Service Contract, NFES 1276
 - 11 ○ National Shower Facilities Contract, NFES 2729
 - 12 ○ National Incident Radio Support Cache (NIRSC) User's Guide, NFES
13 0968
 - 14 ○ Interagency Incident Business Management Handbook including
15 Geographic Area Supplements
 - 16 ○ National Fire Equipment Systems Catalog, NFES 0362
 - 17 ○ DPL contracts for vendors located in the local area
 - 18 ○ A Continuation of Operations Plan (COOP)

20 Continuity of Operations Plan (COOP)

21 All centers will maintain a current Continuation of Operations Plan (COOP)
22 ~~XXX that~~ which includes an identified back-up power source, a back-up
23 computer system, a contingency plan for loss of radios (if applicable), a pre-
24 identified alternate location with adequate supplies, and notification procedures
25 for activation.

27 Dispatch/Coordination Center Manager Delegation of Authority

29 All Dispatch/Coordination Center Managers shall have a signed Delegation of
30 Authority ~~XXX that provides~~ providing an adequate level of operational
31 authority from all participating Agencies. The Delegation of Authority will
32 include appropriate supervisory authority, and a process for completion of
33 employee performance evaluations.

34
35 ~~XXX When appropriate,~~ The Dispatch/Coordination Center Manager may ~~XXX,~~
36 ~~where appropriate,~~ complete a Delegation of Authority for staff that identifies
37 roles and responsibilities for Acting Center Manager, Coordinator on Duty,
38 Floor Supervisor, and/or Internal Duty Officer.

40 Dispatch/Coordination Center Functional Responsibilities

42 National Interagency Coordination Center

43 The NICC has established the Coordinator-On-Duty (NICC COD) position. The
44 NICC COD is responsible for managing the daily operation of the NICC and for
45 resource allocation decisions in alignment with NMAC direction.

- 1 The National Interagency Coordination Center is responsible for the following:
- 2 • **Positioning and Movement of Resources**
- 3 NICC is responsible for, in conjunction with the GACCs, ensuring a
4 coordinated response to wildland fire incidents and/or all-hazard incidents
5 under the National Response Framework or other appropriate authorities.
6 NICC positions resources (personnel, aircraft, supplies, and equipment) to
7 meet existing and anticipated incident, preparedness, severity, and wildland
8 and prescribed fire needs regardless of geographic location or agency
9 affiliation. NICC coordinates movement of resources across Geographic
10 Area boundaries. NICC allocates resources according to National Multi-
11 Agency Coordinating Group (NMAC) direction when competition for
12 wildland fire resources occurs among Geographic Areas.
- 13 • **Management of National Aviation Resources**
- 14 As directed or delegated by NMAC, NICC allocates national resource
15 aviation assets to the Geographic Areas based upon national priorities.
16 These national resources include:
- 17 ○ Very Large Airtankers (VLATs)
 - 18 ○ Type 1 and Type 2 Airtankers
 - 19 ○ Modular Airborne Fire Fighting System (MAFFS) Airtankers
 - 20 ○ Type 1 and Type 2 helicopters
 - 21 ○ infra-red aircraft
 - 22 ○ lead planes and aerial supervision modules
 - 23 ○ smokejumper aircraft.
- 24 NICC has established authorities and procedures for dispatching aviation
25 resources. These authorities and procedures include:
- 26 ○ aircraft ordering protocols for fire, logistical and administrative flights
 - 27 ○ tracking of all aircraft ordered through NICC that cross Geographic
28 Area boundaries
 - 29 ○ mechanisms for disseminating availability and commitment status
30 throughout the dispatch/coordination system
 - 31 ○ Procedures for mobilization and use of large transport aircraft (NICC is
32 the sole source for large transport aircraft).
- 33 • **Management of National Support Resources**
- 34 NICC mobilizes national support resources such as National Interagency
35 Radio Support Cache radio systems and kits, Incident Remote Automatic
36 Weather Stations, Project Remote Automatic Weather Stations, National
37 Contract Mobile Food Services, and National Contract Mobile Shower
38 Facilities. Refer to the National Interagency Mobilization Guide for more
39 information.
- 40 • **Allocation of Other National Resources**
- 41 As directed or delegated by the National Multi-Agency Coordinating Group
42 (NMAC), NICC mobilizes national program resources such as National
43 Interagency Buying Teams, Administrative Payment Teams, Burned Area
44 Emergency Response Teams, and National Fire Prevention and Education
45 Teams to the Geographic Areas based upon national priorities. Refer to the
46 *National Interagency Mobilization Guide* for more information.

- 1 • **Predictive Services and Intelligence**
2 Predictive Services is responsible for providing weather, fuels, and
3 intelligence products that support the decision-making process at the local,
4 state/regional, geographic, and national levels. NICC Predictive Services
5 produces and disseminates (among other products) a monthly/seasonal
6 outlook that covers the next one to four month period.
7
8 NICC ensures that procedures are in place for gathering, accessing and
9 disseminating information, and maintains a current Standard Operating
10 Procedure that outlines duties and procedures of the predictive services
11 program. NICC is also responsible for maintaining a Predictive services
12 and Intelligence website to meet these mission requirements.
13
14 NICC Predictive Services has identified and maintains open lines of
15 communication with interagency partners. NICC Predictive Services
16 ensures that contacts and roles are maintained and understood for the
17 National Weather Service, NIFC, NICC, and GACCS. Predictive Services
18 staff participate in planned briefings, meetings and conference calls,
19 monthly/seasonal assessments, etc.
20
21 NICC Predictive Services, in coordination with the National Weather
22 Service (NWS) has an Annual Operating Plan that outlines products and
23 services provided by each office. NICC Predictive Services ensures that
24 provisions within the AOP that affect local dispatch centers are coordinated
25 with and communicated to those centers.
- 26 • **International and Department of Defense Assistance**
27 NICC serves as the focal point for international assistance requested by
28 NMAC under existing agreements. NICC also serves as the focal point for
29 international assistance requested from NMAC either under existing
30 agreements or by the US Department of State. NICC also serves as the
31 focal point for any requests for assistance from the Department of Defense.
32 XXX For more information, see the National Interagency Mobilization
33 Guide, Chapter 40 at <http://www.nifc.gov/nicc/>
34
- 35 **Geographic Area Coordination Centers**
36 The GACCs have established the Coordinator-On-Duty (COD) position. The
37 COD is responsible for managing the daily operation of the GACC and for
38 resource allocation decisions in alignment with NMAC direction.
39
40 Geographic Area Coordination Centers (GACCs) are responsible for the
41 following:
- 42 • **Positioning and Movement of Resources**
43 GACCs are responsible for, in conjunction with NICC and local dispatch
44 centers, ensuring a coordinated response to wildland fire incidents and/or
45 all-hazard incidents under the National Response Framework or other
46 appropriate authorities. GACCs mobilize and position resources

1 (personnel, aircraft, supplies, and equipment) internally among local
2 dispatch centers to meet existing and anticipated incident, preparedness,
3 severity, and wildland and prescribed fire needs regardless of geographic
4 location or agency affiliation. GACCs coordinate movement of resources
5 within Geographic Area boundaries and allocate resources according to
6 Geographic Area Multi-Agency Coordinating Group (GMAC) direction
7 when competition for wildland fire resources occurs within the Geographic
8 Area. GACCs will ensure adequate fire suppression capability for local
9 and/or Geographic Area managers, and enable sound planning and
10 preparedness at all management levels.

11
12 Geographic Areas will establish priorities for their incidents and wildland
13 fires and report them to NICC. GACCs will notify NICC and adjoining
14 GACCs of the commitment of National Resources within their Area, and
15 will notify the local dispatch offices and the NICC of Geographic Area
16 drawdown decision and actions.

17
18 Activities associated with the National Response Framework will be
19 accomplished utilizing established dispatch coordination procedures. The
20 affected GACC will coordinate ordering points with Regional Response
21 Coordination Centers (RRCC) and Joint Field Offices (JFO).

22 • **Management of Aviation Resources**

23 GACCs have established authorities and procedures for dispatching aviation
24 resources. These procedures include:

- 25 ○ aircraft ordering protocols for fire, logistical and administrative flights;
- 26 ○ procedures for tracking of all aircraft within Geographic Area
27 boundaries;
- 28 ○ mechanisms for disseminating availability and commitment status
29 throughout the dispatch/coordination system;
- 30 ○ ordering and operational procedures between the GACC, dispatch
31 center(s) and airtanker base(s);
- 32 ○ procedures for flight following (including protocols for use of
33 Automated Flight Following (AFF) XXX and initial call on the
34 National Flight Following Frequency);
- 35 ○ procedures for ordering and establishing TFR's and operating
36 guidelines for airspace deconfliction for Military Air Space (MTR,
37 SUA, MOA) and Restricted Areas. GACCs will participate in planned
38 airspace meetings annually.
- 39 ○ procedures for ordering and utilization of FAA temporary towers.
- 40 ○ procedures for reporting through the SAFECOM system.

41 • **Predictive Services and Intelligence**

42 GACC Predictive Services is responsible for providing weather, fuels and
43 intelligence products that support the decision-making process at the local,
44 state, geographic and national levels. GACCs provide timely
45 communications on information and decisions that affect the interagency
46 dispatch community.

1
2 GACCS ensure that procedures are in place for gathering, accessing and
3 disseminating information, and maintain a current Standard Operating
4 Procedure that outlines duties and procedures of the predictive services
5 program. GACCs are also responsible for maintaining a Predictive services
6 and Intelligence website to meet these mission requirements.

7
8 Each GACC prepares an intelligence report that consolidates fire and
9 resource status information received from each of the local dispatch centers
10 in its area. This report is sent to NICC and to the local dispatch centers,
11 caches, and agency managers in the geographic area.

12 GACC Predictive Services maintains open lines of communication with
13 interagency partners and ensures that contacts and roles are maintained and
14 understood for the National Weather Service, NIFC, NICC, and adjacent
15 GACCS. Predictive Services staff participate in planned briefings,
16 meetings and conference calls, monthly/seasonal assessments, etc.

17
18 GACC Predictive Services, in coordination with the National Weather
19 Service (NWS) has an Annual Operating Plan that outlines products and
20 services provided by each office. GACC Predictive Services ensures that
21 provisions within the AOP that affect local dispatch centers are coordinated
22 with and communicated to those centers.

23 24 **Local Dispatch Centers**

25 Local Dispatch centers are responsible for initial attack dispatching,
26 coordination of communications, intelligence gathering and dissemination, and
27 logistical support for local incidents and field operations.

28 • **Initial Attack Dispatching**

29 Local dispatch centers are the focal point for the report of, and initial
30 response to wildland fires, and under appropriate authorities, other
31 emergency incidents at the local level. Deployment of response resources is
32 made in accordance with local processes and procedures as outlined in the
33 dispatch center's mobilization guide.

34
35 Each dispatch office with the responsibility for initial response to wildland
36 fires shall have a pre-planned response plan that allocates resources to new
37 wildland fires in accordance with fire management direction, initial attack
38 agreements, and established ordering procedures. The preplanned response
39 plan will be reviewed and updated annually prior to fire season.
40 Additionally, each center will have a method to document actions taken and
41 resources sent to wildland fires. Centers may use either a manual or
42 computer aided dispatch system.

43
44 Each dispatch center shall have maps posted that depict initial attack
45 response areas, land ownership, jurisdictional and protection boundaries,
46 hazards, and resource concerns. Each center will also ensure that Computer

- 1 Aided Dispatch (CAD) and Geographic Information System (GIS) products
2 are current and functioning.
3
- 4 Dispatch centers will have protocols in place for frequency management,
5 priority use of frequencies, and procedures for obtaining additional
6 frequencies.
7
- 8 Local Dispatch centers will have protocols in place for timely request and
9 dissemination of fire weather forecasts, spot weather forecasts, Fire
10 Weather Watches, and Red Flag Warnings to firefighters, incident
11 commanders, and field-going personnel.
12
- 13 All required reference material will be current and accessible, and expired
14 or out-of-date material will be removed.
- 15 ● **Intelligence**
16 The intelligence function is responsible for gathering and disseminating
17 incident, resource, weather and predictive services information. Each
18 dispatch center will ensure that locations and conditions of the fire weather
19 stations are known and a current weather station catalog is available.
20 Weather data will be archived daily in WIMS and seasonal inputs will be
21 maintained, including vegetative state, fuel moisture values, daily state of
22 the weather observations, and updating breakpoints.
 - 23 ○ *FS- Dispatch centers are required to have a person trained in the*
24 *National Fire Danger Rating System (NFDRS) assigned to data quality*
25 *assurance responsibilities.*
26
 - 27 Dispatch centers will ensure that coordination/communication with the local
28 NWS Forecast Office occurs annually prior to fire season.
29
 - 30 Local dispatch centers will have a process in place for submission of the
31 daily situation report and ICS-209's.
32
 - 33 Dispatch Centers with websites will ensure current intelligence and weather
34 information is posted.
 - 35 ● **Expanded Dispatch and Incident Business Management**
36 Expanded Dispatch is a functional branch of the Incident Support
37 Organization (ISO) that supports incidents and expands as local fire
38 conditions and activity dictates. Expanded Dispatch is established when a
39 high volume of activity indicates that increased dispatch and coordination
40 capability is required.
41
 - 42 Each dispatch center will have an Expanded Dispatch Operating Plan which
43 provides specific details about when, where and how to implement an
44 Expanded Dispatch. The plan will identify logistical support facilities
45 available for Expanded Dispatch use. These facilities will be pre-identified,

1 procured, and available for immediate setup, along with necessary
2 equipment.

3
4 The Expanded Dispatch workspace will be separate from, but accessible to,
5 the initial attack organization. The area should have adequate office space,
6 including suitable lighting, heating/ cooling systems, and security.

7 Expanded Dispatchers will have access to communications equipment
8 including telephones, fax machines, copiers, and computer hardware with
9 adequate data storage space. ~~XXX Additionally, the Expanded Dispatch
10 facility will contain an area suitable for briefings.~~

11
12 Qualified personnel should be on site in order to adequately staff required
13 Expanded Dispatch functions. Expanded Dispatch supervisors are
14 responsible for establishing a staffing and operating schedule for Expanded
15 Dispatch, including operational period changes, briefings, and strategy
16 meetings.

17 • **Aviation**

18 Each dispatch center will have procedures established for dispatching of
19 aviation resources. These procedures will include:

- 20 ○ aircraft ordering protocols for fire, logistical and administrative flights.
- 21 ○ procedures for disseminating availability and commitment status
22 throughout the dispatch/coordination system,
- 23 ○ procedures for coordination with airtanker bases,
24 ○ for airtanker, smokejumper and rappeller use and restrictions,
- 25 ○ procedures for flight following (including protocols for use of
26 Automated Flight Following (AFF) ~~XXX and initial call on the
27 National Flight Following Frequency~~),
- 28 ○ procedures for ordering and establishing TFR's,
- 29 ○ procedures for airspace de-confliction for Military Air Space (MTR,
30 SUA, MOA) and Restricted Areas, and current Aviation flight hazard
31 maps or military operating area sectionals,
- 32 ○ procedures for requesting FAA Temporary Towers,
- 33 ○ procedures for reporting through the SAFECOM system.

34
35 ~~XXX Accident Notification XXX From Chapter 11~~

36
37 ~~XXX When an accident occurs, agency notification requirements will be
38 followed. As soon as the accident is verified, the following should be notified:~~

- 39 • Local dispatch center
- 40 • Unit Fire Management Officer
- 41 • Agency Administrator

42
43 ~~XXX Additional notifications should occur in the dispatch/coordination system,
44 from the local dispatch center to the NICC through the GACC.~~

1 Incident Emergency Management Planning XXX From Chapter 7

2

3 To achieve successful medical response, agency administrators will ensure that
4 their units have completed the following items prior to each field season:

- 5 ● an Incident Emergency Plan that identifies medical evacuation options,
6 local/county/state/federal resource capabilities, capacities, ordering
7 procedures, cooperative agreements, role of dispatch centers, and key
8 contacts or liaisons;
- 9 ● standardized communication center protocols that include the following
10 components:
 - 11 ○ Determine the nature of the emergency
 - 12 ○ If the emergency is a medical injury/illness, determine if the
13 injury/illness is life threatening
 - 14 ○ If the injury is life threatening, then clear designated frequency for
15 emergency traffic
 - 16 ○ Identify the on-scene point of contact by position and last name (i.e.
17 TFLD Smith)
 - 18 ○ Ensure that the Medical Unit Leader (if assigned) is contacted
19 immediately
 - 20 ○ Identify number injured, patient assessment(s) and location (geographic
21 and/or GPS coordinates)
 - 22 ○ Identify on-scene medical personnel by position and last name (i.e.
23 EMT Jones)
 - 24 ○ Identify preferred method of patient transport
 - 25 ○ Determine any additional resources or equipment needed
 - 26 ○ Document all information received and transmitted on the radio or
27 phone
 - 28 ○ Document any changes in the on-scene point of contact or medical
29 personnel as they occur;
- 30 ● for incidents that require the preparation of an IAP, an incident medical plan
31 that satisfies the requirements found in NWCG memo number 025-2010
32 This will include:
 - 33 ○ an expanded block eight of the ICS-206 Medical Plan detailing
34 available resources (ground and air), roles, responsibilities, and hazard
35 mitigations.

36

37 For more information, refer to Chapter 7, or NWCG 025-2010 at

38 <http://www.nwcg.gov/general/memos/nwcg-025-2010.html>

39

40 Dispatch/Coordination Center Reference Material

41

42 All coordination/dispatch centers will have XXX the following reference
43 materials available XXX to all dispatchers. See Appendix P for a list of
44 minimum required reference materials.

45 XXX FOLLOWING LIST MOVED TO APPENDIX P

46

- ~~National Interagency Mobilization Guide~~

Release Date: January 2013

19-13

- 1 ● *Geographic Area Mobilization Guide*
- 2 ● *Interagency Standards for the ROSS Operations Guide*
- 3 ● *Interagency Standards for Fire and Fire Aviation Operations*
- 4 ● *WIMS User Guide*
- 5 ● *National Predictive Services Handbook*
- 6 ● *Interagency Situation Report User's Guide*
- 7 ● *ICS 209 Program User's Guide*
- 8 ● *North American Emergency Response Guidebook (DOT)*
- 9 ● *Interagency Helicopter Operations Guide*
- 10 ● *Aircraft Identification Guide*
- 11 ● *Interagency Air Tanker Bases Directory*
- 12 ● *Interagency SEAT Operations Guide*
- 13 ● *Interagency Aerial Supervision Guide*
- 14 ● *Interagency Smokejumper Operations Guide*
- 15 ● *National Retardant Requirements Contract*
- 16 ● *Interagency Call When Needed Helicopter Contract*
- 17 ● *Interagency Airspace Guide*
- 18 ● *Interagency Air Tanker Base Operations Guide*
- 19 ● *Military/National Guard Operating Plan (if applicable)*
- 20 ● *Aviation Safety Plans*
- 21 ● *AP1B*
- 22 ● *Frequency Guides*
- 23 ● *National Regional/State/Local Aviation Plans*
- 24 ● *local airport, SEAT base, air tanker base, helibase and smoke jumper base*
- 25 *locations*
- 26 ● *current and complete Interagency Aviation Mishap Response Guide*
- 27 ● *Fire Danger Operating Plan or other preparedness operating plan**
- 28 ● *Current Fire Danger Pocket Cards**
- 29 ● *Fire Management Plan**
- 30 ● *Mutual aid/initial attack agreements**
- 31 ● ** Local Dispatch Centers only.*

Training

- 34 Dispatch/Coordination center staff will be trained in, and follow established
- 35 procedures for, the use of applications utilized in center operations XXX
- 36 (Resource Ordering and Status System, computer aided dispatch programs,
- 37 FireCode, SIT Report/209, WIMS, Automated Flight Following, etc.).
- 38
- 39 Personnel will be cross trained in each function (i.e., aircraft, crews, overhead,
- 40 equipment, intelligence) in order to provide staffing coverage. Dispatch
- 41 personnel will be trained in and follow Center procedures for the following (as
- 42 applicable):
- 43 ● Resource Ordering and Status System (ROSS),
- 44 ● Computer Aided Dispatch (CAD),

- 1 • Fire Code,
- 2 • Automated Flight Following (AFF),
- 3 • Unit Identifiers,
- 4 • SIT Report/209
- 5 • Other applications (i.e. WFDSS, I-Suite)

6
7 All Center employees will have a documentation file for current season training,
8 past season fire training, certifications and experience, fire experience,
9 performance evaluations and have task books initiated appropriate to their
10 training needs. All supervisors will be familiar with safety and accident
11 reporting processes (i.e. Safety Management Information System (SMIS),
12 SAFENET, SAFECOM)

13 .
14 All employees will have current red cards produced by the Incident
15 Qualification and Certification System (IQCS) as per chapter 13.

- 16 • **BLM-** *BLM employees are required to complete the BLM Fire and Aviation*
17 *Employee Orientation Checklist, available at the BLM Fire Operations*
18 *website.*

20 **Facilities and Equipment**

21
22 All Dispatch/Coordination Centers will have a telephone system with an
23 adequate number of lines for normal business volume, and the capability to
24 expand as conditions dictate. Centers will have teleconference capabilities
25 commensurate with the anticipated volume of business.

26
27 Copying, facsimile, computer, and GIS systems shall meet operational needs
28 (quantity and capability) and comply with agency standards. Software will be
29 compatible with IRM and agency requirements for security.

30
31 All facilities shall have an evacuation plan, security plan, and safety practices in
32 place to safe guard the health and welfare of employees.

33
34 Adequate facilities will be available to host an expanded dispatch or MAC group
35 and shall include telephones, computer access, copiers, and basic office supplies.
36 Rooms for MAC Group use will have adequate IT equipment and support.

37 All centers will have adequate workspace with room for reference materials and
38 other necessary items to perform assigned duties. Individual workspace should
39 be provided away from the initial attack floor for each permanent employee, and
40 a break room area should be provided for employees.

41
42 Employees will have access to a locked area to store data that may contain
43 personally identifiable information (PII) or personal items.

44
45
46

1 Radio Systems

- 2 Radio systems will have an adequate number of frequencies to provide for
- 3 separation of incidents and use by all interagency partners. Base station and
- 4 repeater transmissions shall be recorded and maintained in accordance with
- 5 agency records management policies. Radio systems may have alert tones
- 6 available for use as determined by local center policies.