

2011 COLORADO STATEWIDE WILDLAND FIRE MANAGEMENT ANNUAL OPERATING PLAN

BETWEEN THE

UNITED STATES DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT – COLORADO

NATIONAL PARK SERVICE – INTERMOUNTAIN REGION

BUREAU OF INDIAN AFFAIRS – SOUTHWEST REGION

**UNITED STATES FISH AND WILDLIFE SERVICE – MOUNTAIN
PRAIRIE REGION**

UNITED STATES DEPARTMENT OF AGRICULTURE

FOREST SERVICE – ROCKY MOUNTAIN REGION

and

COLORADO STATE FOREST SERVICE

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References

RMA Mob Guide
 RMA Aviation AOP
 RMA Weather and Fuels
 RMA Dispatch AOP
 NWCG Interagency Incident Business Management Handbook
 Rocky Mountain Great Basin IIBMH Supplements

2011 COLORADO STATEWIDE WILDLAND FIRE MANAGEMENT ANNUAL FIRE OPERATING PLAN

PREAMBLE

This annual operating plan is prepared pursuant to the Statewide Cooperative Wildland Fire Management and Stafford Act Response Agreement for the state of Colorado signed and dated June 1, 2011.

PURPOSE

This Statewide Wildland Fire Management Annual Operating Plan (SAOP) is applicable to all signatory parties within the State of Colorado. It addresses how signatories will implement the Statewide Agreement. County level Annual Operating Plans will tier to this SAOP and further define local level issues. This SAOP is not intended to force or suggest that any signatory operate outside their statutory authorities, policies, mission, or business practices. It will identify common approaches in wildland fire management and also agency specific approaches.

RECITALS

National Response Framework activities will be accomplished utilizing established dispatch coordination concepts. Situation and damage assessment information will be transmitted through established fire suppression intelligence channels.

Jurisdictional agencies are responsible for all planning documents (i.e. land use, resource and fire management plans and decision support documents) for a unit's wildland fire and fuels management program.

Protecting Agencies implement the actions documented and directed by the appropriate planning documents and decision support documents for initial and extended attack on wildfire incidents. They provide the supervision and support including operational oversight, direction and logistical support to Incident Management Teams.

INTERAGENCY COOPERATION

Agencies party to this plan will operate under the concepts defined in the Department of Homeland Security's National Incident Management system (NIMS) and National Wildfire Coordinating Group (NWCG) guidance.

Jurisdictional Roles

The agency having jurisdiction has overall responsibility for that incident; multi-jurisdictional incident will result in shared responsibilities.

It is intended that all agencies/jurisdictions that manage, or are threatened by, an extended attack wildfire should participate in the development and approval of a strategic decision document for management of the incident. Agencies/jurisdictions will provide an agency administrator or representative to participate in the development of the incident objectives, strategies, and delegations of authority. The representative will have the authority to make decisions regarding financial obligations, resource ordering and management objectives. Agreements will be developed to clarify jurisdictional relationships and define roles and responsibilities among local, State, tribal, and Federal fire protection entities, based on each entity's enabling protection authorities and assistance/mutual aid responsibilities.

Colorado State Forest Service (CSFS) - CSFS is the lead Colorado State Agency for Wildfires. CSFS' role in wildfire incidents that meet criteria and are declared state emergencies by the Governor is defined in the Colorado State Emergency Operations Plan. Furthermore, CSFS provides the framework and structure that allows fire departments and counties to participate in cross-boundary Inter-Agency Wildfire response. CSFS provides technical assistance to all counties and local fire protection districts upon request. Upon mutual agreement between a County Sheriff (or representative) and the State Forester (or representative), CSFS will assume management responsibilities when wildfires exceed the County's resources or management ability. By Statute CSFS may cooperate and assist any Federal Agency in Wildland Fire Management. CSFS is not responsible for initial attack of wildland fires.

United States Department of Agriculture - Forest Service (USFS) - The USDA Forest Service (USFS) is responsible for all management activities on National Forest and Grasslands. For this SAOP, the primary role of the USFS is wildland fire management, where the protection of human life is the overriding priority. Setting subsequent priorities will be based on the values to be protected, human health and safety, and the cost of protection. The USFS will serve in a support role during structural fire protection operations and may assist in exterior structure protection measures where wildfires threaten improvements or where structures threaten wildland natural resources.

United States Department of the Interior - Bureau of Land Management (BLM) -

The BLM is responsible for wildland fire suppression activities on BLM lands. The protection of Human Life is the overriding priority. Subsequent priorities will be based on values at risk, and cost of protection. BLM supports closest forces concept for initial attack on BLM lands. In some counties (i.e., Larimer) through cooperative agreement with BLM, the USFS has initial attack responsibilities for BLM lands. The protection of human life is the overriding priority. Subsequent priorities will be based on values at risk, and cost of protection. BLM supports closest forces concept for initial attack on BLM lands.

United States Department of the Interior - National Park Service (NPS) -

The NPS is responsible for all wildland fire management activities on National Park lands. The NPS supports closest forces concept for initial attack within the park; however, the Incident Commander (IC) must coordinate with the park Duty Office for the appropriate decision for the management of the fire. Fire dispatching will be through the local Interagency Zone Dispatch Centers who will notify and/or coordinate with county and park as needed. Local communications or local Dispatch Center will notify the park of any reported fire affecting or threatening park land. For boundary fires, county communications or dispatch center will notify all affected agencies.

United States Department of the Interior - Bureau of Indian Affairs (BIA) -

The BIA is responsible for all wildland fire management activities on BIA lands. The BIA supports closest forces concept for initial attack within BIA boundaries. The initial attack IC must coordinate with the BIA Duty Office for the Appropriate Management Response decision.

United States Department of the Interior - US Fish and Wildlife Service (FWS) -

The US Fish and Wildlife Service (FWS) is responsible for all wildland fire management activities on National Wildlife Refuge and National Fish Hatchery lands in Colorado. Currently all fire management activities on all FWS units in Colorado are managed by a FWS Fire Management Officer, however, all FWS units participate as an interagency partner in local Service First/Blended Unit zone Fire Management organizations. The FWS supports closest forces concept for initial attack within FWS boundaries. Fire dispatching will be through the local Interagency Zone Dispatch Center, who will notify and/or coordinate with refuge/hatchery staff as needed.

Interagency Zone Dispatch Centers

There are six (6) interagency Zone Dispatch Centers and one Regional Coordination Center that operate within the State. The operating procedures and guidelines for these centers are documented within the 2011 Colorado Interagency Dispatch Annual Operating Plan incorporated by reference in this SAOP.

Interagency Resources

All wildland fire agencies are limited by current staffing and funding levels. Wildfire is normally a seasonal event in Colorado and as such, fire suppression capability will vary by time of year. Initial attack, mutual aid, or assistance for hire among Federal, county, local and CSFS entities is described in local operating plans or in local agreements.

The protecting agency has the primary responsibility to negotiate with local government fire forces and to develop agreements that clearly establish responsibilities for protection of wild lands and structures within their protection boundaries. Agreements will follow the Red Book/Blue Book, Fireline Handbook, RMA Interagency Mobilization Guide and Interagency Incident Business Management Handbook, and other Agency Manuals.

Local fire entities that are not covered under a state or county cooperative agreement cannot be a signatory to a local operating plan as provided for in this agreement. Individual agreements with these entities can be made between any federal agency and a local government fire force.

Dispatching local government fire forces should follow all the protocols stated in the RMA Interagency Mobilization Guide (Mobilization of Local Firefighting Forces).

There may be situations when additional fire personnel are necessary for mobilization and the need can be filled by supplemental personnel available to the fire department. Supplemental fire resources can be hired by local fire entities or CSFS. Federal agencies may hire additional personnel under the AD Pay Plan or Contracting.

The Jurisdictional Agency has overall responsibility for the incident. Jurisdictional Agency is also the agency to be billed for any incidents in Colorado (see Exhibit A).

Standards/Qualifications

All personnel will meet standards set forth in the most current version of NWCG PMS 310-1 (Wildland Fire Qualification System Guide). NWCG allows for accepting local qualifications within local jurisdictions. All cooperators dispatched outside of their local jurisdiction will meet NWCG standards. NWCG allow agencies to require more stringent standards than the minimum for their agency specific personnel.

PREPAREDNESS

Protection Planning

CSFS :

- CSFS role is defined in ESF-4a, Colorado Emergency Operating Plan, see Exhibit H)
- CSFS develops a Colorado State Preparedness plan for the Governor annually.
- CSFS maintains Cooperator Resource Rate Forms (CRRF), which identify local resources available for fire suppression Statewide and Nationally and enable entry into ROSS.
- CSFS maintains cooperative fire protection agreements with each county in Colorado.

Federal Agencies -- Preparedness planning for federal agencies will follow guidelines outlined in local unit land resource management plans and/or fire management plans.

Protection Areas and Boundaries

Areas will be defined in local AOPs. Local AOPs exist for individual counties or for groups of counties.

Methods of Fire Protection and Suppression

Mutual Aid Fire Protection:

CSFS – Since CSFS does not have initial attack responsibilities, CSFS does not participate in mutual aid in the context of statewide annual operating planning.

Federal Agencies - Mutual Aid is the initial attack assistance provided by a supporting Agency at no cost to the jurisdictional (protecting) agency for an established time period (Mutual Aid Period). Supporting agencies may, upon request (or voluntarily) take initial attack action in support of the jurisdictional agency, and should notify the jurisdictional agency of lands involved or threatened. The jurisdictional agency is not obligated to reimburse a supporting agency for cost incurred during the Mutual Aid Period. It is understood that no supporting agency will be required to assist, or commit resources to a jurisdictional agency, if doing so may jeopardize the security of lands or the responsibilities of the supporting agency. Mutual aid periods should be defined in local AOPs.

Public Use Restrictions

CSFS – CSFS will coordinate with all Jurisdictions prior to recommending Statewide Fire Restrictions or Bans to the Governor.

Restrictions are managed at the local/zone level. Information can be found at <http://www.cofireban.info/>.

Burning Permits/Smoke Permits

CSFS – burning permits and smoke permits are under the jurisdiction of the State Department of Public Health and Environment. CSFS follows state and federal regulations managed by the Colorado Air Pollution Control Division (APCD).

Federal Agencies – Parties to this SAOP will follow state and federal regulations managed by Air Pollution Control Division (APCD).

link: <http://www.cdphe.state.co.us/ap/>

Prescribed Fire (Planned Ignitions) and Fuels Management:

The host agency (responsible for a prescribed fire that is declared a wildfire) will be responsible for all costs associated with suppression efforts. The Agencies will not hold each other responsible under this provision for escaped prescribed fire originating on private land, or on state or federal lands not protected by one of the Agencies to this Plan.

If the Agencies conduct a cooperative prescribed fire that is declared a wildfire the responsibility of suppression costs, should it escape, shall be agree upon and documented in the project plan.

Federal Agencies (billing for prescribed fires) will follow the guidance set in the Inter-Agency Agreement for Fire Management as signed by the federal agency administrators.

OPERATIONS

Fire Notifications - Fire notifications will be outlined/documentated in local AOPs.

Phone numbers for the different agencies can be found in the Rocky Mountain Mob Guide.

Boundary Line Fires

As defined in local AOPs. A fire adjacent to a protection boundary or located in an area of undetermined jurisdiction will be the initial attack responsibility of protecting agencies on both sides of the boundary. If multiple agencies are engaged in a fire on or near common boundaries, the agency representatives shall convene as soon as possible to mutually agree upon the fire strategy and delegate an IC. If the fire is confined to a single jurisdiction, that agency will designate an IC. It shall be the responsibility of the jurisdictional agency to provide or mobilize replacement forces.

Structure Protection

See Interagency Standards for Fire and Fire Aviation Operations 2011 (Red Book), Chapter 5, page 5-14, lines 18-46; page 5-15, lines 1 – 46 and page 5-16, lines 1-36.

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

CSFS – may assist with exterior structural fire protection

Personal Protective Equipment (PPE)

CSFS/Local - local AOPs will define PPE requirements within local jurisdictions. Assignments out of local jurisdiction require RMA Mob Guide and NWCG standards for PPE.

Federal - All fireline personnel, including those involved in initial attack during the mutual aid period, shall be equipped with personal protective equipment that meets standards identified in the Interagency Standards for Fire and Aviation Operations – NFES 2724 (Red Book) Chapter 7, including hard hat, eye protection, Nomex shirt and

trousers, leather gloves, leather boots with lug soles (minimum 8 inch high) and a fire shelter.

Response to Wildland Fire

CSFS – Fires originating on non-Federal land will be suppressed unless specifically identified otherwise in local AOPs by the AHJ.

Federal Agencies - Response to wildland fires is based on ecological, social and legal consequences of the fire. The appropriate response to the fire is dictated by:

- The circumstances under which a fire occurs
- The likely consequences to firefighter/public safety and welfare
- The natural/cultural resource values to be protected

Decision Support System

All parties to this SAOP will use a Decision Support System and document their management decisions in response to wildland fire. Wildland fires can be managed for more than one objective and objectives can change as fire spreads across the landscape (National Federal Wildland Fire Management Policy-2009).

Federal Agencies will use the Wildland Fire Decision Support System (WFDSS) for this purpose. The non-federal agencies are encouraged to participate in the WFDSS for supporting decisions during multi-jurisdictional incidents.

CSFS requires that Decision Support System documentation be completed for all fires that receive an EFF or FEMA declaration.

Special Management Considerations

Non-federal lands – CSFS supports the Jurisdictional Agency position (generally aggressive suppression unless noted otherwise in local CWPPs/AOPs).

Federal Lands – In compliance with Land Management Plans, appropriate suppression strength and tactics will be utilized. Cost sharing will be negotiated on a case-by-case basis (based upon those strategy and tactics).

Delegation of Authority

Parties to this AOP accept that each agency has their own procedures for delegation of authority. Timelines on initiating a delegation of authority will be defined as needed in local AOPs.

Preservation of Evidence and Cause Determination: Investigation process.

Non-federal lands - CSFS requires the County Sheriff to conduct a fire cause investigation on all fires where CSFS has assumed/been delegated management.

Federal Lands – Federal Agencies each have Agency specific policy implemented at local unit level.

USE AND REIMBURSEMENT OF INTERAGENCY FIRE RESOURCES

Cost Share Agreement

Cost share agreements should be prepared when a wildfire burns across or threatens jurisdictional boundaries, and exceeds the mutual aid period. The intent is to appropriately distribute the financial burden based on a method agreed upon by a representative from each affected jurisdiction. A cost share agreement should be negotiated as soon as practical. (See Exhibit E for example cost share agreement.)

CSFS – When a wildfire is accepted by the State as an EFF incident, a cost share agreement may be negotiated between CSFS and affected jurisdictional Agencies (must be used if there is a Federal Agency involved but not used if only county or State lands involved). (See Exhibit E)

Federal Agencies – Federal Agencies signatory to this agreement agree not to bill one another.

Training

Trainees/Applicants will submit their nominations according to their agency policy.

Communications Systems

Frequency lists/guides will be developed and placed in County AOPs

All Parties - to this SAOP may use the others radio frequencies as needed to conduct emergency operations. No party to this AOP will use, or authorize others to use, another agency's radio frequencies for routine day-to-day operations.

Fire protection districts and departments on incidents, under the auspices of the county, are granted permission to use federal radio frequencies, if needed, to assure safety of the operation. All agencies to this plan are authorized to transmit on Air-to-Ground frequencies during wildfire incidents.

All agencies, fire protection districts and fire departments which use USFS and DOI frequencies for tactical or command purposes must have radios programmed with narrow band mode to facilitate clear transmission and reception. Incidents which exceed initial attack may utilize Zone plans for tactical or command radio traffic. The Type 3 Incident

Communication Plan uses standardized frequencies available to all Agencies and Departments in that Zone.

Fire Weather Systems - Fire Potential/Fire Weather Products Available:

Rocky Mountain Area Predictive Services (RMAPS) and the National Weather Service (NWS) provide a variety of products that are designed to support strategic and tactical decisions. Specifically, RMAPS products such as the 7-Day Significant Fire Potential Outlook, Web-Based Multi-Media Briefing, 30-Day Significant Fire Potential Outlook and Seasonal Outlooks are designed to support long-term strategic decisions at the local, GACC and national levels. These outlooks can be found at: <http://gacc.nifc.gov/rmcc/predictive/outlooks.html>

NWS products are designed for tactical decision support. These products include (but are not limited to), Fire Weather Forecasts, Spot Forecasts and Smoke Management Forecasts. Specific office locations and products can be found at: <http://www.weather.gov/>

The Rocky Mountain Annual Operating Plan between Land Agencies and the National Weather Service can be found at: http://gacc.nifc.gov/rmcc/predictive/2011_aop_rma.pdf

Aviation Operations

Agency Guides (See Exhibit B). Local ordering procedures will be in local AOPs. Aviation Operations/billing procedures between counties and the State are described in local AOP. Aircraft used must be DOI/USFS carded for use on fires where federal resources are being used or where federal land is involved.

Aircraft use may be considered as mutual aid with the terms of use outlined in local Annual Operating Plans. Outside of Mutual Aide, costs for aircraft should be the responsibility of the entity, Department or Agency on which jurisdiction the aviation resources are used, unless negotiated otherwise in cost share agreements. Any arrangements should be documented in an appropriate Cost Share agreement.

Aviation Ordering

CSFS – orders are placed by county sheriff or his representative, fire protection district chief or his representative, following RMA MOB Guide procedures for aircraft ordering. Information on order will be delivered to State FDO and copy of resource order sent to CSFS Fire Division.

Federal Agencies – follow MOB Guide direction and other agency specific direction.

Billing Procedures: see Exhibit A.

Cost Recovery

Indirect Costs

CSFS – the indirect rate, also known as the facilities and administration rate is determined by a process provided for in the Indirect Cost Negotiation Agreement defined in the Office of Management and Budget (OMB) Circular A-21, to recover those costs that cannot be directly charged to the project. The U.S. Department of Health and Human Services is the cognizant federal agency that determines the rate with Colorado State University. The rate for the period of this plan will be 26%.

Federal – Will be according to Federal Agency direction.

Wildland Urban Interface (WUI) - All costs associated with a managed natural ignition fire or an escaped prescribed fire (burning onto private lands) will be borne by the Agency Having Jurisdiction at the point of ignition unless adjacent agencies enter into an incident specific cost share or project agreement.

Aviation Resources Costs – Aircraft use may be considered as mutual aid costs with the terms of use outlined in local Annual Operating Plans. Negotiated cost arrangements should be documented in an appropriate Cost Share Agreement

GENERAL PROVISIONS

Modification:

Revisions or updates to this SAOP that are consistent with the intent of the Statewide Agreement dated June 1, 2011 are allowed without a formal modification to the Agreement. Modifications to this SAOP must be acknowledged in writing by signatories to this SAOP.

Annual Review

This SAOP will be reviewed by November 30, 2011 or as needed prior to November 30, 2011.

Duration of Plan

This SAOP remains in effect until superseded by the 2012 SAOP.

Previous SAOPs Superseded

No previous statewide SAOP is in place for Colorado.

Authorized Representatives

By signature below, all signatories to this SAOP certify that the individuals (Agency Representative, Agency Administrator, Unit Administrator) listed in this document are authorized to act in their respective agencies for matters related to this SAOP.

Execution

This SAOP will be considered executed and viable (among those agencies that accept and sign the signature page) when all agencies have signed and will be considered in effect from June 1, 2011 until superseded by the 2012 SAOP.

SIGNATURES of Authorized Agency Representatives

Colorado State Forest Service

Richard Homan 11/18/11
State Forester or
Designee Date:

USFS Region 2

Maureen
Regional Forester or
Designee

Date: 12/13/11

National Park Service
Intermountain Region

Michael J. Quinn 1/9/12
Regional Director or
Designee Date:

Bureau of Indian Affairs

W. J. Hall 18 Jan. 2012
Agency
Administrator Date:

Fish and Wildlife Service

Barbara Boyle 11-28-2011
Agency
Administrator Date:

Bureau of Land Management

David R. K. 12/14/11
State Director or
Designee Date:

TRISH FRESQUEZ - HERNANDEZ

National Park Service
Intermountain Region
CONTRACTING OFFICER
NATIONAL PARK SERVICE

*
Contracting Officer

1/9/12
Date:

*The NPS will not be responsible for the payment of invoices issued between the period 6/1/11 – 1/9/12 since the AOP was not signed by the NPS until 1/9/12.

EXHIBIT A

Billing Procedures for Reimbursable Billings and Payments

A) Non-Billable Items:

The following items are NOT considered billable by the Agencies:

1. Agency Overhead personnel performing agency specific duties and not assigned to the incident
2. Non-expendable accountable property
3. Agency specific Burned Area Emergency Rehabilitation (BAER) beyond suppression damage rehab
4. Mutual aid costs unless otherwise stipulated in a cost share agreement.

Billable and Shareable Items:

Support Costs Not On Resource Orders: There are associated costs that both State and Federal Agencies incur in providing resources to an incident. Personnel, equipment, supplies or services provided by a supporting agency and essential to filling the resource order, which are necessary and reasonable, shall be considered as reimbursable. While, on the surface, they are not ordered by and for the incident, they are necessary to mobilize ordered resources or acquire services for the incident and are valid charges (i.e. mobilization of crews, equipment contractors etc). These associated costs that are a result of the incident are considered to be an added cost to the agency. While these activities may not be documented on a resource order, they will be billed using agency specific financial system reports.

Examples include but are not limited to:

- **Dispatcher:** performing dispatch activity in support of the incident.
- **Airbase personnel:** includes personnel working in support of the incident.
- **Warehouse personnel:** includes local and regional cache/service center personnel performing activity in support of the incident.
- **Mobilization centers:** includes personnel performing activities within a mob center in support of the incident. These mobilization centers are established by agencies to support the incident.
- **Transportation cost:** includes personnel performing activities in support of the incident or mobilization centers. This may also include salaries, mileage and lodging/per diem.

- **Temporary incident payment center activity:** includes personnel performing activities in support of the incident, which may include salaries, travel expenses, supplies and temporary facility rental.
- **Backfill:** appropriate backfill billable to the incident:
 - (i) base hours of assigned resource or backfill but not both entities;
 - (ii) overtime hours of assigned resource or backfill but not both entities.
- **Invoice Preparation:** includes charges by agency staff for the preparation of incident billing documents/packages.

B) **Suppression Billings**

1. **Federal Billings:** Federal Agencies will not bill each other for fire suppression support. Federal Agencies will submit bills for their reimbursable costs to the State whenever a local county is the protecting Agency and a billing is appropriate.
2. **Billing Procedures**
 - a. When Colorado is the supporting agency and the incident is within the state of Colorado, the Colorado State Forest Service will bill the jurisdictional Federal Agency. When Colorado is the supporting agency and the incident is outside the state of Colorado, the Colorado State Forest Service submits its billing to the jurisdictional Federal Agency.
 - b. Agencies will share their respective individual incident Resource Order numbers for cross referencing purposes, if requested.
 - c. When Colorado local/county agencies are the supporting agency, CSFS will receive, audit and pay the supporting agency, then submit bill for reimbursement to the jurisdictional agency.

3. Billing Addresses:

All bills for services provided to the Colorado State Forest Service will be mailed to the following address for payment:

Appropriate bills will be sent to the following agency addresses:

BLM Bureau of Land Management Attn: Beverly Derringer 2850 Youngfield Street Lakewood, Colorado 80215 Phone: 303-239-3958 Fax: 303-239-3811 Cell: 303-619-6973 Email: bderring@blm.gov	Bureau of Indian Affairs Attn: Mike Perry 1001 Indian School Road NW Albuquerque, NM 87104 Phone: 505-563-3007 Fax: 505-563-3019 Email: mike.perry@bia.gov
National Park Service Linda Turner Intermountain Region 12795 W. Alameda Park Denver, CO 80225 Phone: 303-969-2948 Fax: 303-969-2037 Email: linda_turner@nps.gov	Fish and Wildlife Service US Fish and Wildlife Service Attn: Pat Richardson, Fire Admin Officer 134 Union Blvd., Suite 300 Lakewood, CO 80228 Phone: 303-236-4359 Fax: 303-236-4792 Email: pat_richardson@fws.gov
USDA Forest Service – Region 2 Attn: Denise Tomlin 740 Simms Street Golden, CO 80401-4720 Phone: 303-275-5316 Fax: 303-275- Cell: 303-378-0785 Email: dtomlin@fs.fed.us	State of Colorado Colorado State Forest Service Attn: Terrie Craven Fire Division, Bldg 1049 5060 Campus Delivery Fort Collins, CO 80523-5060 Phone: 970-491-8466 Fax: 970-491-3445 Email: terrie.craven@colostate.edu

4. Billing Estimates and Time Frames:

Each Agency will notify the respective administrative headquarters of any reimbursable claims that they intend to make and will strive to provide an estimate of the amount involved within 120 calendar days in each reimbursable action. Absent a written extension of time granted by the reimbursing agency, the final itemized claim should be submitted to the reimbursing agency within 240 calendar days of the suppression action.

C) Electronic Funds Transfer (EFT):

Colorado shall designate a financial institution or an authorized payment agent through which a federal payment may be made in accordance with U.S. Treasury Regulations, Money, and Finance at 31 CFR 208, which requires that federal payments are to be made by EFT.

D) Billing Content: Bills will contain, at a minimum

- Cooperator name, address, phone number and agency financial contact
- Invoice or bill number
- Agreement number
- Inclusive dates
- Name of incident and incident number
- Location and jurisdictional unit
- Appropriate incident number and State and Federal job code
- Summary cost reports generated by the Agency to support the billing, including applicable cost share agreements.
- Signature and title of Agency official.

Cost source documents will not be required unless summary cost data is disputed or needed to fulfill review requirements (i.e., FEMA). Summary cost data will include, but is not limited to, a list of personnel expenses including base, overtime, and travel and a listing by vendor name and amount spent for supplies and services procured.

Any party may assess an administrative charge on reimbursable costs related to the Colorado Statewide Cooperative Wildland Fire and Stafford Act Agreement.

The Overhead Assessment Rate for the Colorado State Forest Service is a fixed percentage rate as determined by a process provided for in the indirect Cost Negotiation Agreement as in Office of Management and Budget (OMB) Circular A-21, to recover those costs that cannot be directly charged to the project. The rate for the effective dates of this SAOP will be 26%.

The Overhead Assessment Rate for the US Forest Service is published in the Annual Program Direction. The rate for the effective dates of this SAOP will be 7.7%.

The Overhead Assessment Rate for the Bureau of Land Management is published in Instruction Memo 2009-105. The rate for the effective dates of this SAOP will be 17.1%.

The Overhead Assessment Rate for the National Park Service is published in NPS Assessment and Restoration Handbook. The rate for the effective dates of this SAOP will be 16.84%.

The Overhead Assessment Rate for the US Fish and Wildlife Service is published in FWS Manual Part 274. The rate for the effective dates of this SAOP will be 17.1% or 22%.

The Overhead Assessment Rate for the Bureau of Indian Affairs is published in Memorandum dated July 20, 2010 for Fiscal Year 2011 Burden Rate. The rate for the effective dates of this SAOP will be 17.79%.

E) Payment Due:

Whenever this Plan provides for billing, the agency receiving the bill has an obligation to pay in accordance with the terms of this Plan. All bills will be paid in accordance with the paying Agency's prompt payment procedures.

- i. **Contested Billings:** Written notice that a bill is contested will be mailed to the billing Agency within 120 calendar days of issuance of the final bill and will fully explain the contested items. Contested items will be resolved not later than 60 days following receipt of the written notice.
- ii. **Obligations:** For yearend obligation purposes, the Federal Agencies will submit estimated unpaid obligation figures to the State by June 1 and to the State for the Counties by December 1. The State will submit estimated unpaid obligation figures to the Federal Agencies by September 1 for the current billing year. All obligations will be submitted by incident name, date, incident number and FireCode.

F) Fee Basis Acquisition of Services:

Annual local operating plans and procurement documents establish billing procedures for Fee Basis Protection Services.

G) Non-Suppression (e.g., Fuels Treatment) Billings:

The Agencies to this Plan may bill for activities not related to fire suppression within their authorities.

For example, this may include reimbursement to the State for expenses incurred on a

prescribed fire project. Billing arrangements for such activities will be documented on financial or project plans (see Exhibit D) and an indirect cost rate will be assessed.

Billings will outline services performed and include a copy of, or reference, the applicable operating plan.

See B 3. above for billing addresses.

EXHIBIT B

Aviation Guides

BLM

DOI DMs 350-354/ OPMs

BLM 9400

BLM National Aviation Plan, National Aviation Office

BLM Colorado State Aviation Plan

Colorado Interagency Single Engine Air Tanker Operations Plan

San Luis Valley Public Lands Center Aviation Management Plan

USFS Pike & San Isabel, Cimarron & Comanche, BLM Royal Gorge FO Aviation Management Plan

USFS Grand Mesa, Uncompahgre, Gunnison; BLM Grand Junction, Montrose, Gunnison, Uncompahgre; NPS Black Canyon of the Gunnison, Curecanti NRA Interagency Aviation Plan.

Craig/Routt Fire Management Unit, Unit Aviation Plan

UCR Aviation Management Plan

Grand Junction Air Tanker Base Operations Plan

USFS

FWS

NPS

BIA

CSFS

CSFS Desk Guide: Aviation Resources

EXHIBIT C

Supplemental Fire Department Resources

D. Supplemental Resource Guidelines

There are situations when additional support personnel are necessary for national mobilization and the need can be filled by supplemental personnel available to the department. When this situation arises, resources will be mobilized via the process outlined here and documented with the current CSFS Cooperator Resource Rate Form (CRRF) component of the state Annual Operating Plan (AOP) and in each county AOP.

When mobilizing Supplemental Fire Department Resources outside of the fire district or mutual aid zone, the following will apply, based on NWCG #004-2009 dated 2/6/09. For purposes of this exhibit, the following definition of Supplemental Fire Department Resources will apply:

"Supplemental Fire Department Resources - Overhead tied to a local fire department generally by agreement who are mobilized primarily for response to incidents/wildland fires outside of their district or mutual aid zone. They are not a permanent part of the local fire organization and are not required to attend scheduled training, meetings, etc. of the department staff."

While on assignment, these individuals are department employees and the department will be reimbursed for their actual costs as defined in this document.

D.1. Mobilization

Mobilization will follow established ordering procedures as identified in the National, Geographic, and Local Mobilization Guides. Resources will be mobilized by the Host Dispatch Zone in which the department is located. Personnel will be provided a copy of the resource order request after confirmation of availability and prior to departure from their home jurisdiction. Resource orders shall clearly indicate incident assignment, incident location,

The hourly compensation rates identified in the AOP are computed as follows:

1) Regular Compensation Rate: The rates listed include base hourly rate determined above plus employee benefits. Employee benefits include those costs actually incurred by the department for the employment of these individuals, such as employer liability, workers compensation, employer share of social security, etc.

2) Overtime Compensation Rate: Overtime compensation rates are paid based on a 7 day work week beginning on day one of mobilization. Compensation rates are paid at time and a half of the base hourly rate for all hours worked in excess of 8 hours per day for the first 5 days and full time and one half for all hours worked during the remainder of the work week. Compensation includes travel time.

3) Hazard Pay Rate: While the NWCG direction provides for hazard pay premium compensation, as the sponsoring agency, CSFS's standard business practices do not include hazard pay for state employees or cooperators. Therefore, hazard pay will not be afforded to supplemental resources.

D.5. Days off at Incident

Days off at the incident will be paid for 8 hours. Work/rest guidelines will be followed, and mandatory days off will follow current guidelines (IIBMH 12.7-2 #4). Once travel to the home unit commences, days off will not be paid.

D.6. Transportation and Per Diem

Per diem reimbursements will be based on the Federal Travel Regulations. The payment rate for privately-owned vehicles (POVs) used to support Supplemental Fire Department Resources shall be at the current Federal Travel Regulation rate.

2011 PAYRATES									
Amendment to CSFS CRRF			Volunteer and Supplemental Fire Resources					Classification Level Matrix	
OPM General Schedule	Area Command	Command	Operations	Air Ops	Plans	Logistics	Finance	Support	2011 Colo Supp Resource Payrates
GS-2						RADO			12.89
GS-3			FFT2	ABRO	DPRO	SECG SEC2		EDRC	14.63
GS-4			FALA FFT1	HECM		EOPI		CDER	16.31
GS-5		ICT5	ENOP	TOLC	SCRN WOBS	BCMG EOPM INCM ORDM RCOM SECM	CLMS CMSY EQTR INUR PTRC		18.25
GS-6		ICT4	CRWB DOZB ENGB FALB FELB FIRB STAM TRPB WHSP	AOBS DECK RAMP	DOCL FOBS TNBP	COMT		BUYM EDSD	20.34
GS-7		PIOF		HMGB MOGS SEMG	GISB IARR	COCO EMTB IMSA IMST		COTR CREP GMEC INTS IRIN	22.61

Attachment 1 - Positions not included in this matrix must be submitted to the CSFS Fire Division for rate determination.

1 of 2

2011 PAYRATES									
Amendment to CSFS CRRF			Volunteer and Supplemental Fire Resources					Classification Level Matrix	
OPM General Schedule	Area Command	Command	Operations	Air Ops	Plans	Logistics	Finance	Support	2011 Colo Supp Resource Payrates
GS-8		SOFR	DZOP STCR STDZ STEN STLM STPL TFLD YPOP	ATBM HEB2	CTSP DMOB FEMO HRSP RESL SITL	COML EMTI FACL FDUL GSUL IMSM MEDL SPUL	COMP COST TIME	ACDP EDSP IADP	25.04
GS-9			FALC	HEB1 HLCO THSP-SEAT Coordinator			PROC	READ	27.65
GS-10		ICT3	DIV8 STPS	ASGS ATGS	FBAN LTAN	EMTP		CORD INTL PETM	30.45
GS-11		ICT2 THSP-Deputy	OPBD OSC2	AOBD	PSC2 SOPL	LSC2 SUBD SVBD	FSC2 IBA2	ARCH AREP MOCO PETL	33.48
GS-12	ACAC ACLC ACPC	PIO1 SOF1	OSC1		PSC1	LSC1	FSC1 IBA1		40.10
GS-13	ACDR	ICT1 THSP- Deputy ICT1							47.69

Attachment 1 - Positions not included in this matrix must be submitted to the CSFS Fire Division for rate determination.

2 of 2

EXHIBIT D

Supplemental Project Plan Template

SUPPLEMENT NUMBER _____

TO COOPERATIVE WILDLAND FIRE MANAGEMENT AND STAFFORD ACT RESPONSE AGREEMENT PROJECT AND FINANCIAL PLAN

I. INTRODUCTION

Brief description, where located, status of environment analysis, status compliance if applicable, design/specifications status.

List authorizing law (Examples: Reciprocal Fire Protection Act, 42 U.S.C. 1856 or Cooperative Funds and Deposits Act, PL 94-148).

II. SCOPE AND DURATION

The description of this project is to _____. It is anticipated that this project will begin _____ and will end _____.

III. PRINCIPAL CONTACTS

Principal contacts for each Agency for the administration of the project are:

Name _____

Address _____

Telephone _____

FAX _____

IV. DETAILED PROJECT DESCRIPTION

- A. Specific duties and tasks to be performed. Identify desired end results.
- B. Identify tools and equipment needed and who will supply them.
- C. Identify size of crew and who will be providing transportation
- D. Other

V. SUPERVISION AND TECHNICAL OVERSIGHT

VI. REIMBURSEMENT

Describe any relevant reimbursement and billing procedures, including to whom to send payment and the billing address.

List which Agency is reimbursing the other and detail items to be reimbursed. If this is a Cost Share Supplemental Project Plan, list all Agencies, contributions, cash, non-cash, and in-kind. Include: salaries, travel, supplies, equipment use, indirect cost, project total, estimated reimbursement, and job code to be charged. Reimbursement shall be made only for actual expenses incurred, not to exceed the estimated total reimbursement. Itemized documentation in support of all expenses is required.

Unit Administrator _____

Date _____

Unit Administrator _____ Date _____

2011 Colorado Statewide Annual Operating Plan

EXHIBIT E.

EXAMPLE COST SHARE AGREEMENT TEMPLATE

INSTRUCTIONS – COST SHARE AGREEMENT

Numbered instructions correspond to form items that require further explanation. Supplemental agreements will be numbered consecutively following the original (#1) for each fire. Supplements may be added at any time. Where insufficient room is available for necessary information, additional sheets or addendums may be added. Small revisions to this agreement may be completed on a single page, describing the change to the original agreement, and obtaining new signatures from those involved.

A Master Cooperative Wildland Fire Management Agreement exists between all major wildland fire protection agencies in Colorado. This agreement authorizes general mutual aid, including reciprocal and cooperative fire protection services elaborated upon in local annual operating plans. Other cooperative agreements exist between fire management agencies that authorize fire management services between Agencies at the sub-geographic level. The objective of the Supplemental Fire Suppression and Cost Share Agreement is to establish and document the cost sharing and basic organizational structure in response to specific fires.

Supplemental Fire Suppression and Cost Share Agreements will be negotiated between agencies involved in specific on-the-ground fire suppression activities. These agreements are mandatory when more than one jurisdictional responsibility for fire protection is affected by the placement of the fire. The agreement will not affix liability for fire cost payment by either Agency based upon responsibility for the fire origin. The designated representatives of each Agency with forces on the fire are responsible for completing and signing the agreement.

1. List the fire name agreed upon by Agencies involved.
2. Give the origin or best estimate of origin location by legal description.
3. Estimate the size at the time of the Supplemental Agreement.
4. List the Agencies involved in fire suppression operations, and respective agency fire numbers.
5. List the date and time that the agreement is in effect. That time could be prior to or following the time that negotiations are made for the agreement.
6. Check the appropriate command structure for the fire. Definitions:

UNIFIED COMMAND – A method for all Agencies with jurisdictional responsibility to contribute to determining the overall objectives for the incident; interagency ICS team structure.

SINGLE COMMAND STRUCTURE – One Agency manages the incident with liaison and concurrence of objectives from other involved Agencies.

List the appropriate personnel filling ICS positions on the fire.

7. List any special conditions or resource objectives, i.e., dozer restrictions, mechanized restrictions, bald eagle nest, high value plantation. Operational responsibility for the fire will be defined in this section (if appropriate). Respond to this item only if Agency forces have specific segments of the fire. This information will not determine cost responsibility, unless specified in Item 11. Examples are: Divisions A and B; all structural protection areas; specific campground.
8. List the Agency responsible for structural protection, and any pertinent control information or contacts.
9. List operation conditions or directions pertaining specifically to: air operations, base camp and food service, and fire investigation. Costs pertaining to these decisions shall be documented in Item #10.
10. Fire suppression costs shall be determined from the information supplied in this item. There are several ways to determine the best cost share mix. A, B, and C are typically used on smaller, less complex incidents on lands with similar values and uses; D and E on larger, more complex incidents, such as those with both wildland urban interface and wildlands:
 - A. Each Agency pays for its own resources – fire suppression efforts are primarily on jurisdictional responsibility lands.
 - B. Each Agency pays for its own resources – services rendered approximate the percentage of jurisdictional responsibility, but not necessarily performed on those lands.
 - C. Cost share by percentage of ownership or Agency jurisdictional responsibility.
 - D. Cost is apportioned by geographic division. Examples of geographic divisions are: Divisions A and B (using a map as an attachment); privately owned property with structures; or specific locations such as campgrounds.
 - E. Reconciliation of daily estimates (for larger, multi-day incidents). This method relies upon daily agreed to cost estimates, using Incident Action Plans or other means to determine multi-Agency contributions. Reimbursements can be made upon estimates instead of actual bill receipts.

The following are not reimbursable:

- Responsibility for tort claims or compensation for injury costs.
- Non suppression rehabilitation costs are the responsibility of the jurisdictional Agency.
- Non-expendable property purchases will be the responsibility of the Agency making the purchase.

Support costs (i.e. office dispatchers, warehouse workers, etc.), unless they are charging to an emergency code assigned to the incident.

The cost centers that should be considered in this agreement:

- Fireline Resources: Dozers, engines, fallers, transports, water tenders, hand crews, line overhead.
 - Fire Camp Operations and Support: Overhead, buses, camp crews, communications, food, refrigerator units, showers, toilets, water trucks, cache supplies, rescue/med, camp facility.
 - Air Support: Helicopters, (with support) air tankers.
 - Cost apportionment by period (i.e. state mobilization or conflagration, Fire Management Assistance Grant declaration, additional jurisdictional involvement).
12. List any specific conditions relative to this agreement, such as: dispatch procedures, one Agency representing another, notifications, incident information, coordinated intelligence, etc.
13. Signatures of authorized personnel. List any attachments to the agreement. Give the date of the last revision or former Supplemental Agreement for the same fire.

Exhibit E. (Continued)

EXAMPLE COST SHARE AGREEMENT TEMPLATE

The purpose of this agreement is to provide for a coordinated cooperative fire suppression operation on this fire and to describe the cost divisions. This agreement is a supplement to the Master Cooperative Wildland Fire Management Agreement or (list other agreement and number) between the Agencies listed.

1. Fire Name: _____ Origin Date _____ Time _____
2. Origin: Township _____ Range _____ Section _____
3. Estimated Size _____ Acres at the time of this agreement.
4. Agency _____ Fire # _____ Accounting Code _____
Agency _____ Fire # _____ Accounting Code _____
Agency _____ Fire # _____ Accounting Code _____
Agency _____ Fire # _____ Accounting Code _____
Agency _____ Fire # _____ Accounting Code _____
5. This agreement becomes effective on: _____ at _____
_____ and remains in effect until amended or terminated.
6. Overall direction of this incident will be by () Unified Command, or by () Single Command structure. Identify below personnel filling the following positions:

Position	Name(s)	Agency
Incident Commander	_____	_____
Agency Administrator	_____	_____
Representative	_____	_____
Liaison	_____	_____
Finance	_____	_____
Operations	_____	_____
7. Suppression action will be subject to the following special conditions and land management considerations:

8. Geographic responsibility (if appropriate) by Agency is defined as follows:

Agency _____ Geographic Responsibility _____

Agency _____ Geographic Responsibility _____

Agency _____ Geographic Responsibility _____

Agency _____ Geographic Responsibility _____

9. The Agency responsible for structural protection will be: _____

10. Special operational conditions agreed to (include as appropriate Air operations, base camp, food service, fire investigation, security, etc.) List cost share information in Item #11:

11. Fire Suppression COSTS will be divided between Agencies as described:

Cost Centers:	Agency:	Agency:	Agency:

12. Other conditions relative to this agreement (Notifications, incident information, etc):

13.

_____	_____	_____	_____
Agency	Agency	Agency	Agency
_____	_____	_____	_____
Signature	Signature	Signature	Signature
_____	_____	_____	_____
Title/Date	Title/Date	Title/Date	Title/Date

List of Attachments (if any): _____/_____/_____

EXHIBIT F.

USE OF AND REIMBURSEMENT FOR SHARED RESOURCES IN STAFFORD ACT ALL-HAZARD RESPONSE ACTIONS

1. Stafford Act Declarations: Transfers performed for this Agreement are under the Disaster Relief Act, 42 U.S.C. § 5147. This Agreement is automatically incorporated by reference into any Resource Order that is issued under it, constituting a binding obligation. The billings, inclusive of copies of this Agreement, the Mission Assignment and subsequent Resource Order(s), and expenditure documentation, will define the specific services, supplied goods and costs (by sub-object class code) for each order, and subsequent obligation and payment. Reimbursement payments for all-hazard incident response activities will be accomplished by submission of billings, which are inclusive of copies of the Resource Orders that reflect the Mission Assignment- requested services and goods, and the expenditure back-up documentation, to the primary Emergency Support Function (ESF) agency (i.e., the agency to issue the mission assignment or sub-tasking). The primary ESF agency will review, approve the documentation, and return to the sub-tasked agency for forwarding to FEMA for reimbursement.

2. Federal Reimbursable Assistance: Federal Reimbursable Assistance resources must be requested by the primary ESF Federal agency or supplied through established dispatch systems and must be recorded by the Mission Assignment and subsequent Resource Order process. Resources not documented in this manner are not reimbursable. Funds to cover eligible expenses will be provided through and limited by reimbursement from FEMA. Expenditures eligible for reimbursement for Federal Agencies in accordance with 44 CFR 206, subpart A, section 206.8 paragraph c include:

- a) Overtime, travel and per diem of permanent Federal agency personnel.
- b) Wages, travel and per diem of temporary Federal agency personnel assigned solely to performance of services directed by the (FEMA) Associate Director or the (FEMA) Regional Director in the major disaster.
- c) Cost of work, services, and materials procured under contract for the purposes of providing assistance directed by the (FEMA) Associate Director or the Regional Director.
- d) Cost of materials, equipment, and supplies (including transportation, repair and maintenance) from regular stocks used in providing directed assistance.
- e) All costs incurred which are paid from trust, revolving, or other funds and whose reimbursement is required by law.
- f) Other costs submitted by an agency with written justification or otherwise agreed to in writing by the (FEMA) Associate Director or the (FEMA) Regional Director and the agency.

3. State Reimbursement Process: State Reimbursement refers to those resources that are to be reimbursed by the primary ESF Federal agency. State Reimbursement resources

must be requested by the primary ESF Federal agency or supplied through established dispatch systems and must be recorded by the Mission Assignment and subsequent Resource Order process. Resources not documented in this manner are not reimbursable. Funds to cover eligible expenses will be provided through and limited by reimbursement from FEMA. Expenditures eligible for reimbursement include:

- a) Wages, overtime, travel and per diem of State personnel.
- b) Wages, travel and per diem of temporary State personnel assigned solely to performance of services directed by the (FEMA) Associate Director or the (FEMA) Regional Director in the major disaster.
- c) Cost of work, services, and materials procured under contract for the purposes of providing assistance directed by the (FEMA) Associate Director or the Regional Director.
- d) Cost of materials, equipment, and supplies (including transportation, repair and maintenance) from regular stocks used in providing directed assistance.
- e) All costs incurred which are paid from trust, revolving, or other funds and whose reimbursement is required by law.
- f) Other costs submitted by an agency with written justification or otherwise agreed to in writing by the (FEMA) Associate Director or the (FEMA) Regional Director and the agency.

4. Duration of Assignments: Consideration must be given to the health and safety of personnel when assigned to incidents. Parties agree that Incident Commanders will release resources to their primary responsibilities as soon as priorities allow. Incident Commanders shall also adhere to rest and rotation policies of respective responding agencies. Mobilization activities shall be accomplished utilizing established dispatch coordination concepts per the current National Interagency Mobilization Guide.

5. Procurement: The State receives its procurement authority from its own laws, and is therefore not subject to Federal procurement laws. Whenever the State is responsible for the management of an incident (including an incident within the Direct Protection Area of a Federal Agency), the State will comply with State laws and regulations covering procurement. Procurement costs by one Party in support of another that are reasonable and prudent may be charged back to the Protecting Agency. All property procured under a Mission Assignment becomes the property of FEMA.

6. Loaned Equipment: Equipment loaned by one Party to another shall become the responsibility of the borrower, and shall be returned in the same condition as when received, reasonable wear and tear excepted. The borrower will repair or reimburse for damages in excess of normal wear and tear and will replace or reimburse items lost or destroyed.

7. Billing Procedures

A. Incident Billings:

1. When Colorado is the supporting agency and the incident is within the State, the State will bill the jurisdictional Federal Agency. When the State is the supporting agency and the incident is outside the State's *jurisdiction*, the State submits its billing to the Primary Federal Agency.

Agencies will share their respective individual incident Resource Order numbers for cross referencing purposes, if requested.

2. **Billing Estimates/Timeframes:** On incidents where costs are incurred pursuant to Annual Operating Plans, the billing Party shall submit a bill or estimate for reimbursement as soon as possible, but not later than 180 days after the incident is controlled. If the total cost is not known at the time of initial billing, a partial bill, so identified, may be submitted. A final bill, so identified, will be issued within 270 days after control of the incident. After the final billing has been sent, and if additional costs are identified, a supplemental billing may be issued if agreeable to applicable Parties.

For obligation purposes, the Federal Agencies will submit unpaid obligation figures to the (State/Tribe) by *(to be determined by individual State/Tribe fiscal year)*. The (State/Tribe) will submit unpaid obligation figures to the appropriate Federal Agency by September 1 for the previous Federal fiscal year. All obligations will be submitted by incident name, date, mission assignment number (MA), and federal job code.

3. **Billing Content:** Bills will be identified by incident name, date, MA, location, jurisdictional unit, and supported by documentation to include but not limited to: separate invoice by MA; list of personnel expenses including base, overtime, and travel; and supplies/services procured by vendor name and dollar amount. Billings for State incident assistance may include administrative overhead, not to exceed X% indirect cost rate negotiated annually with the Parties to this agreement.

8. Billing Addresses:

All bills for services provided to the (State/Tribe) will be mailed to the following address for payment: See Exhibit A – at B. 3. for address of other agencies.



9. **Payment Due Dates:** All bills will have a payment due date 60 days after the date of issuance. If payment cannot be made before the 60 days expire, then a 30-day extension, with oral or written justification, may be requested.
10. **Disputed Billings:** Written notice that a bill is contested will be mailed to the billing agency within 60 days of issuance of the final bill, and will fully explain the area of dispute. Contested items will be resolved not later than 60 days following receipt of written notice. The uncontested portion of the bill will be paid and a new bill will be issued for the contested amount.
11. **Payments:** Payments will refer to the bill number and incident name and will be sent to the appropriate billing address.

EXHIBIT G

Documents Required To Transfer Money Between Federal Agencies And The Board Of Governors Of The Colorado State University System Acting By And Through Colorado State University On Behalf Of The Colorado State Forest Service

1. Type of document(s) required by Federal agencies to **TRANSFER** monies to the Colorado State Forest Service

FEDERAL AGENCIES	FIRE SUPPRESSION	RURAL FIRE ACTIVITIES	PRESCRIBED FIRES
U.S. Forest Service	Cooperative Fire Agreement	Grant	Participating Agreement
U.S. Bureau of Land Management	Cooperative Agreement/Contract	Cooperative Agreement	Cooperative Agreement/Contract
U.S. National Park Service	Cooperative Agreement	Grant	Cooperative Agreement
U.S. Fish & Wildlife Service	Purchase Order	Cooperative Agreement	Purchase Order
U.S. Bureau of Indian Affairs	Purchase Order	Cooperative Agreement	Purchase Order

2. Type of document(s) required by Federal Agencies to **TRANSFER** monies to other Federal Agencies

FEDERAL AGENCY BUYER	FIRE SUPPRESSION	RURAL FIRE ACTIVITIES	PRESCRIBED FIRES
U.S. Forest Service	Not applicable	AD-672	AD-672
U.S. Bureau of Land Management	Interagency Agreement Articles; IGO 1681-3	Interagency Agreement Articles; IGO 1681-3	Interagency Agreement Articles; IGO 1681-3
U.S. National Park Service	Interagency Agreement (IDEAS) Without Articles (NPS form not numbered)	Interagency Agreement (IDEAS) Articles IGO 1681-3 (IDEAS)	Interagency Agreement (IDEAS) Articles IGO 1681-3 (IDEAS)
U.S. Fish & Wildlife Service	Interagency Agreement/Intra-Agency Agreement	Interagency Agreement/Intra-Agency Agreement	Interagency Agreement/Intra-Agency Agreement
U.S. Bureau of Indian Affairs	Interagency Agreement	Interagency Agreement	Interagency Agreement

(For internal operating procedures or internal documents, contact your local Contracting Officer/Assistance Officer or Grants & Agreements Specialist.)

3. Type of document(s) required by Federal Agencies to **RECEIVE** monies from other Federal Agencies

FEDERAL AGENCY SELLER	FIRE SUPPRESSION	RURAL FIRE ACTIVITIES	PRESCRIBED FIRES
U.S. Forest Service	Not applicable	AD-672	AD-672
U.S. Bureau of Land Management	Interagency Form 1681-3 Attached Other Agency Form	Interagency Form 1681-3 Attached Other Agency Form	Interagency Form 1681-3 Attached Other Agency Form
U.S. National Park Service	Interagency Agreement (Will accept other Agency format, but needs to meet basic NPS key elements)	1681-3 (WORD) Statement of Work Attached Other Agency Form	1681-3 (WORD) Statement of Work Attached Other Agency Form
U.S. Fish & Wildlife Service	Interagency Agreement (Other Agency Form acceptable)	Interagency Agreement Initiated by Other Agency (Other Agency Form acceptable)	Interagency Agreement (Other Agency Form acceptable)
U.S. Bureau of Indian Affairs	Interagency Agreement	Interagency Agreement	Interagency Agreement

(For internal operating procedures or internal documents, contact your local Fiscal/Financial/Budget Officer.)

4. Type of document(s) required by Federal Agencies to **RECEIVE** monies from the Colorado State Forest Service

FEDERAL AGENCY BUYER	FIRE SUPPRESSION	RURAL FIRE ACTIVITIES	PRESCRIBED FIRES
U.S. Forest Service	Bill for Collection to the State	Bill for Collection to the State	Bill for Collection to the State
U.S. Bureau of Land Management	Bill for Collection to the State	Bill for Collection to the State	Bill for Collection to the State
U.S. National Park Service	Bill for Collection to the State	Bill for Collection to the State	Bill for Collection to the State
U.S. Fish & Wildlife Service	Bill for Collection to the State	Bill for Collection to the State	Bill for Collection to the State
U.S. Bureau of Indian Affairs	Bill for Collection to the State	Bill for Collection to the State	Bill for Collection to the State

(For internal operating procedures or internal documents, contact your local Grants and Agreements Specialist/fiscal/financial/budget officer.)

EXHIBIT H

Colorado Emergency Operations Plan ESF 4a

Wildfire Suppression

Emergency Support Function #4a

Colorado State Emergency Operations Plan

LEAD AGENCY: Colorado State Forest Service

SUPPORTING AGENCIES: American Red Cross; Colorado State Fire Chiefs' Association; Colorado Volunteer Organizations Active in Disaster (COVOAD); Department of Corrections; Department of Law; Department of Military and Veterans Affairs; Department of Natural Resources; Department of Public Safety/Division of Fire Safety; Department of Transportation; Division of Emergency Management.

I. PURPOSE

The purpose of this ESF is to provide procedure for the response to wildfires within the state that exceed the capabilities of local and county resources to manage.

II. SCOPE

The scope of this ESF is to describe the general response of the Colorado State Forest Service and other supporting agencies in response to an emergency wildfire incident in Colorado.

III. SITUATION

Wildfires occur as unscheduled emergency events in wildland fuels (prairie or forest vegetation) and also in fuels that include a combination of wildland and man-introduced fuels (houses and improvements). Wildfires involve or threaten human life, residential housing, other improvements, and natural resources. Due to natural fuels build-up and increased population in wildland urban interface areas, wildfires exceeding the control efforts of local and county resources are becoming more common and more complex. Wildland firefighting in Colorado is interagency in nature involving state, county, local,

Federal, and tribal partners. Colorado State Forest Service is the organizational bridge between Federal agencies and county/local partners.

IV. PLANNING ASSUMPTIONS

- A. Wildfires which exceed the capabilities of local and county resources will occur.
- B. Wildfires will threaten lives, property, and natural resources.
- C. Successful management of catastrophic wildfires will require organized interagency cooperation at all levels of government.
- D. Agreements are in place between local, county, State, Federal, and tribal entities defining cooperation, roles, and access to resources.

V. CONCEPT OF OPERATIONS (also see flow chart – Appendix 1)

- A. Wildfires that exceed county capabilities and/or pose significant threat to the state will be managed by the Colorado State Forest Service within the protocol of existing local, county, State, Federal, and tribal agreements. (Agreements are listed in Section IX)
- B. CSFS will utilize all resources available under existing agreements and with assistance of the supporting state agencies to this ESF #4a to safely, efficiently, and effectively manage wildfires.
- C. Ordering and tracking of resources is accomplished through six Interagency Dispatch Centers and one Interagency Regional Coordination Center. Agreements are in place that provides access to resources throughout the nation.

VI. ESF ACTIONS

In preparation for and execution of its fire management mission, ESF #4a will:

- A. Preparedness

1. Maintain current agreements.
2. Provide for the implementation of the State Wildfire Preparedness Plan.
3. Provide for the training and equipping of fire departments within the limitations of available funding.
4. Participate on regional and national Incident Management Teams as appropriate.
5. Participate in Interagency wildfire preparedness meetings and exercises.

B. Response

1. Receive Fire Information, Fire Response or other appropriate fire information that relates to potential for CSFS fire response.
2. Provide for notification of Fire Division, Area Forester, District(s) and/State Forester or his designee of all matters pertaining to potential fire incidents and information pertaining to all fire related activities as appropriate.
3. Provide for notification of Division of Emergency Management (DEM), Federal Emergency Management Agency (FEMA), Office of the Governor, and Division of Fire Safety of all information concerning the reported incident based on potential of incident to exceed county capabilities to manage or as directed by the Fire Division or State Forester. Notification of other ESF 4a supporting agencies as needed.
4. Facilitate the determination to accept incident as an EFF incident.
5. Coordinate with Federal, State, local government agencies and Dispatch Centers including Rocky Mountain Coordination Center on all appropriate issues and information related to fire restrictions or closures as situation warrants.
6. Take requests for Single Engine Air Tanker (SEAT) pre-positioning and relay to SEAT Coordinator. Pursues requests and bring to closure any issue pertaining to pre-positioning or safety issues concerning SEAT.
7. Advise State Forester of CSFS personnel assigned to incidents by instate or out-of-state assignments. Track the number of and the potential need of additional CSFS personnel being assigned to incidents on a scheduled basis or as requested by State Forester, for response and or coverage needs statewide.
8. Provide for participation on Rocky Mountain Area Multi-agency Coordination Group (MAC) to set suppression priorities, designate the use of potential suppression resources, and coordinate and represent in the absence of other local governments their suppression resources.
9. Assess the need for support to area, district, State office, and Area Dispatch

centers during suppression efforts.

10. Keep all CSFS Area's, Districts, Divisions, and projects informed of activities, situations, and the need for support or assistance from ESF #4a supporting agencies on any incident as needed.

C. Recovery

Provide for the turn-back of incident to local authorities as complexity levels fall within local capabilities to manage the incident.

D. Mitigation

Facilitate after action report.

VI. RESPONSIBILITIES

A. Colorado State Forest Service

1. Identify, train, and provide CSFS personnel for wildfire response.
2. Task personnel, as necessary, to accomplish support responsibilities.
3. Provide assistance to local jurisdiction fire organizations, counties, state agencies, and Federal partners as requested.
4. Notify ESF #4a supporting agencies upon activation, as needed.
5. Maintain database inventories of wildfire service facilities, equipment, and key personnel throughout the state.
6. Monitor status of all wildfire service operations and provide updates to SEOC.
7. Arrange for direct liaison between fire chiefs and incident to coordinate requests for firefighting assistance in wildfire protection operations.
8. Document and report emergency disaster-related expenditures to qualify for State or Federal reimbursement.
9. Contributes to the incident after-action report.

B. Governor's Office

1. Execute annual FEMA/State Agreement
2. Implement Disaster Emergency Fund for Executive Order Suppression Declarations
3. Provide Colorado National Guard Activation
4. Execute annual Preparedness Plan

C. Division of Emergency Management

1. Provide liaison to regional wildfire Multi-Agency Coordination Group
2. Assist in coordination of National Guard activation and assistance
3. Coordinate evacuation and sheltering between local authorities, Division of Emergency Management, and Incident Management Team
4. Track and maintain list of Fire Restrictions and Fire Bans
5. Assist in and provide for back-up Rocky Mountain Interagency Coordination Center operations facilities
6. Manage wildfire Executive Order funds for transfer to CSFS

D. Department of Corrections

1. Provide trained and qualified wildfire suppression handcrews
2. Provide trained and qualified wildfire mitigation handcrews

E. Department of Military and Veteran Affairs

1. Provide Colorado NG Air Resources for wildfire suppression
2. Provide Colorado NG personnel for wildfire transportation, security, and suppression needs

F. Department of Transportation

1. Coordinate permanent and mobile electronic road signs as needed for prevention, evacuation, road closure, response, and mitigation activities
2. Provide as equipment as needed and available

G. Division of Fire Safety

Coordinate structural protection between Incident Management Team, local authorities and the Division of Emergency Management using established Interagency Wildland Dispatch Protocol and State Mobilization Plan procedures

H. Department of Natural Resources

Provide Department resources as necessary for inter-department communication and incident support.

I. Colorado State Patrol

1. Provide for evacuation from wildfire areas in coordination with local authorities
2. Provide for road closures as needed during fire suppression efforts

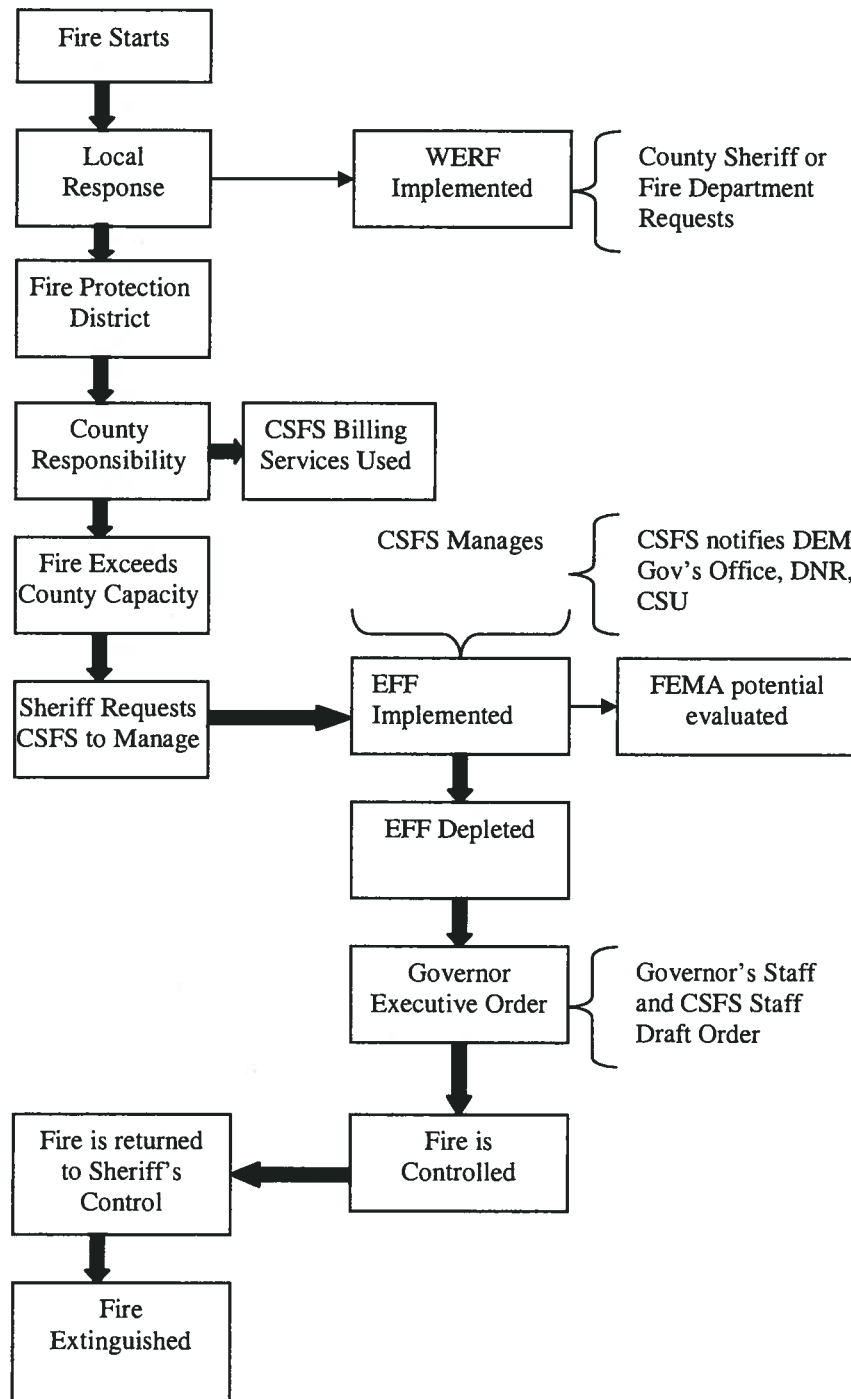
VIII. Finance Management

- A. Follows protocol established in local, county, State, Federal, and tribal agreements.
- B. CSFS follows Colorado State University Business and Finance protocol.
- C. State agencies supporting ESF #4a are responsible for providing financial support for their operations. Each agency and department is responsible for maintaining appropriate documentation to support requests for reimbursement, submitting bills in a timely fashion, and for closing out mission assignments.
- D. Each State agency is responsible for establishing effective administrative controls to guide the expenditure of funds during the emergency. Accurate activity and expenditure logs, invoices, and other financial transaction records are required for Federal reimbursement requests. Record keeping is also necessary to facilitate closeouts and to support post-emergency audits.
- E. Governor's Executives Orders for Wildfire Incidents are coordinated between the Office of the Governor, the Office of State Planning and Budget, the Division of Emergency Management, CSFS, and Colorado State University. All appropriate business and finance rules apply.

IX. List of Reference Documents

- A. County/State Agreement for Cooperative Fire Protection
- B. State/Federal Agreement for Cooperative Fire Protection
- C. State/FEMA Agreement for Fire Management Assistance
- D. Annual Operating Plans
- E. Colorado Mobilization Plan
- F. Cooperator Resource Rate Forms

Wildfires occur as unscheduled emergency events. The role of the state is to provide technical advice and assistance to local government, assume the management of wildfires that exceed the capacity of local governments upon the request of the sheriff or when wildfires threaten to become state emergencies or disasters, and at all times, provide for the safety of firefighters and the public.



Initial response comes from local fire departments; fire protection districts; sheriffs offices; USFS, BLM, NPS, FWS, BIA.

CSFS may provide technical assistance during initial response and will provide state resources upon request.

Agreements between CSFS, federal agencies, and counties provide a path for local fire departments to participate in fire response outside their local jurisdiction.

Wildland fire response is implemented through 6 Interagency Dispatch Centers.

Annual Operating Plans established with all responding agencies in a County facilitate coordinated response.

CSFS is the lead state agency for wildland fire management (Colorado Emergency Operating Plan ESF 4a).

CSFS manages the Wildfire Emergency Response Fund (WERF); the Emergency Fire Fund (EFF); the Wildfire Preparedness Fund; and FEMA Fire Management Assistance Grants (FMAG).



CSFS Process for Federal Incident Invoice Review

After fires occur within the state of Colorado, the federal agencies meet quarterly with CSFS Fire Division personnel to consolidate and review agency costs in order to reconcile any applicable cost-share agreements and finalize incident billings. During this process, it is important for CSFS to review and validate federal expense to include eligible and appropriate expenses in those cost-share reconciliation calculations.

These reconciliations should occur as quickly as possible after each incident, within the time table identified below, which is in line with the Colorado Cooperative Fire Management Agreement and meets FEMA's requirement to close fires within 12 months. In addition, any federal expense for a county fire must be provided to that county prior to the end of the fiscal year (December 31). Interim agency costs should be included in the preliminary reconciliation calculations, but final invoices between agencies will not be issued until the review and validation process described below has been completed.

Per the Colorado Cooperative Fire Management Agreement, "a final bill, so identified, will be issued [by federal agencies to CSFS] within 270 days after control of the fire...and will be supported with adequate documentation." CSFS will take the following actions to review and verify the invoice documentation:

- 1. At 60 days post EFF fire, the Fire Division Fiscal Manager will send a letter to the federal agency(ies) asking for their final expense reports from the fire to be submitted within 30 days. This letter will include all deadline dates for CSFS audit, federal response, and CSFS payment.
- 2. **For state EFF (Emergency Fire Fund) fires:** Within 30 days of receipt of final expense reports, the Fire Division Fiscal Manager, with assistance from the Accounting Tech and Incident Business Specialist, will review the fire finance package, compare the federal expense reports to documentation from the fire and validate as much expense as possible.
 - 2a. After review of the fire finance package, the Fire Division Fiscal Manager will select a sample of remaining unsupported federal expenses by percentage, dollar threshold and/or areas of high risk (e.g., aviation), and request backup documentation from the federal agency with 30 days for response.
 - 2b. After review of sample documentation provided, expenses outside the time period or ineligible expense for the fire will be reviewed and deducted from the

eligible agency expense, based on applicable cost-share agreement, mutual aid period and EFF/FEMA period.

- 2c. At the end of the 30-day period, the Fire Division Fiscal Manager will submit any necessary deductions to Incident Business Specialist for inclusion in the interagency cost-share reconciliation documentation. The Incident Business Specialist will immediately notify federal agency(ies) of final invoice amount with any adjustments documented.
- 2d. After final federal expense has been validated, the final cost-share reconciliation will be agreed to by CSFS and the federal agencies with final amounts for invoicing.
- 2e. Federal agencies will have 30 days to submit their final bill, so identified. Once the final invoice is received, the Incident Business Specialist will submit for payment within 30 days.
- 2f. The CSFS Fire Division Fiscal Manager will notify the federal agency in writing that the fire is closed and no further expenses will be considered for reimbursement.
- **3. For non-EFF fires where a county is the responsible party:** When CSFS receives an invoice from a federal agency, the Fire Division Fiscal Manager will contact the CSFS District Forester for a contact person in the county who should receive the invoice and documentation. A time will be arranged for a discussion between the county and CSFS to talk about the county's review.
 - 3a. All documentation received from a federal agency for non-EFF county fires will be scanned and emailed to the appropriate county contact, with a copy to CSFS District Forester within five days of receipt.
 - 3b. If county requests additional documentation, they must do so within 30 days, and the Fire Division Fiscal Manager or Incident Business Specialist will contact federal agency with request. The federal agency will have 30 days to respond.
 - 3c. At the end of the 30-day period, the Fire Division Fiscal Manager will submit any necessary deductions, based on the county review, to Incident Business Specialist who will immediately notify federal agency(ies) of final invoice amount with any adjustments documented.
 - 3d. Federal agencies will have 30 days to submit their final bill, so identified. Once the final invoice is received, the Incident Business Specialist will submit for payment within 30 days.

- 3e. The CSFS Fire Division Fiscal Manager will notify the federal agency in writing that the fire is closed and no further expenses will be considered for reimbursement.

Figure 1 **Timeline**

Post Fire	Deadline
2 Months	Request final expense reports from federal agencies
3 Months	Final expense reports due from federal agencies
4 Months	CSFS review against fire documentation and request audit sample documentation
5 Months	Audit response due from federal agencies
6 Months	CSFS final adjustments made to federal invoices (if any)
7 Months	Final invoice due from federal agencies
8 Months	Final payment and written notification to federal agencies
9 Months	Submit allowable expenses to FEMA (if applicable) for review
10 Months	Draw and disburse money from FEMA
11 Months	Final closeout of FMAG grant

Figure 1- This timeline outlines critical dates in the fire billing process for CSFS.