

Interagency Standards for Fire and Fire Aviation Operations

Department of the Interior
Bureau of Land Management
National Park Service
U.S. Fish and Wildlife Service
Bureau of Indian Affairs

Department of Agriculture
Forest Service

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Chapter 1	Federal Wildland Fire Management Policy Overview
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Chapter 3	NPS Program Organization and Responsibilities
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NATIONAL INTERAGENCY FIRE CENTER

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To: Agency Personnel

From: Fire and Aviation Directors
Bureau of Land Management
U.S. Forest Service
U.S. Fish and Wildlife Service
National Park Service
Bureau of Indian Affairs

Subject: *Interagency Standards for Fire and Fire Aviation Operations*

The Fire and Aviation Directors of the Bureau of Land Management, U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs have directed the Interagency Standards for Fire and Fire Aviation Operations Group (ISOG) to annually revise, publish, and distribute the federal *Interagency Standards for Fire and Fire Aviation Operations*, and issue errata to this document.

The *Interagency Standards for Fire and Fire Aviation Operations*, states, references, or supplements policy and provides program direction for Bureau of Land Management, U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs fire and fire aviation program management.

Employees engaged in fire suppression and fire management activities will comply with interagency and agency-specific health, safety, and fire management policy documents.

For the Bureau of Land Management, this document provides policy and guidance as referenced in *BLM Manual Section (MS) 9200 Fire Program Management*.

For the USDA Forest Service, this document provides guidance for implementing safe and effective fire and aviation management operations based on policy in *Forest Service Manual 5100 and 5700*.

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For the U.S. Fish and Wildlife Service this document provides guidance for implementation of 621 FW 1.

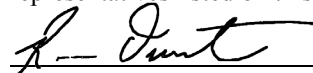
For the National Park Service this document supplements *Reference Manual 18*.

For the Bureau of Indian Affairs, this document provides guidance on field level fire operations, in addition to policy referenced in the *Indian Affairs Manual (IAM) Section 90*.

This document addresses specific action items that are contained in the *Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)*.

The contents of this book are not to be modified. Supplemental agency-specific direction of a more restrictive nature may be issued separately.

Suggestions for modification of the publication should be sent to your agency representatives listed on this page.



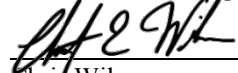
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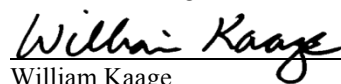
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**Some forms in PDF fillable or MSWord format are available online at https://www.nifc.gov/policies/pol_ref_redbook.html.*

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1 **Chapter 1**
2 **Federal Wildland Fire Management Policy Overview**

3 **Scope**

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

16 **Purpose**

17 The *Interagency Standards for Fire and Fire Aviation Operations* provides fire
18 and fire aviation program management direction for Bureau of Land
19 Management, U.S. Forest Service, U.S. Fish and Wildlife Service, National Park
20 Service, and Bureau of Indian Affairs managers. Employees engaged in fire
21 management activities will continue to comply with all agency-specific health
22 and safety policy. Other references, such as the *National Wildfire Coordinating*
23 *Group (NWCG) Incident Response Pocket Guide (PMS 461, NFES 1077)* and
24 the *NWCG Wildland Fire Incident Management Field Guide (PMS 210)* provide
25 operational guidance.

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

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

33 **Guiding Principles of the Federal Wildland Fire Management Policy**

- 34 1. Firefighter and public safety is the first priority in every fire management
35 activity.
- 36 2. The role of wildland fire as an essential ecological process and natural
37 change agent will be incorporated into the planning process. Federal agency
38 land and resource management plans set the objectives for the use and
39 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 – *Review and Update of the 1995 Federal Wildland Fire Management*
36 *Policy (January 2001)*

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

2 1. **Safety**

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

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

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

9 3. **Response to Wildland Fire**

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

17 4. **Use of Wildland Fire**

18 Wildland fire will be used to protect, maintain, and enhance resources and,
19 as nearly as possible, be allowed to function in its natural ecological role.
20 Use of fire will be based on approved FMPs and will follow specific
21 prescriptions contained in operational plans.

22 5. **Rehabilitation and Restoration**

23 Rehabilitation and restoration efforts will be undertaken to protect and
24 sustain ecosystems, public health, safety, and to help communities protect
25 infrastructure.

26 6. **Protection Priorities**

27 The protection of human life is the single overriding suppression priority.
28 Setting priorities among protecting public communities and community
29 infrastructure, other property and improvements, and natural and cultural
30 resources will be done based on the values to be protected, public health
31 and safety, and the costs of protection. Once people have been committed to
32 an incident, these human resources become the highest value to be
33 protected.

34 7. **Wildland Urban Interface**

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

- 1 8. **Planning**
2 Every area with burnable vegetation must have an approved FMP. FMPs
3 are strategic plans that define a program to manage wildland and prescribed
4 fires based on the area's approved land management plan (LMP). FMPs
5 must provide for firefighter and public safety; include fire management
6 strategies, tactics, and alternatives; address values to be protected, and
7 public health issues; and be consistent with resource management
8 objectives, activities of the area, and environmental laws and regulations.
- 9 9. **Science**
10 FMPs and fire programs will be based on a foundation of the best available
11 science. Research will support ongoing efforts to increase our scientific
12 knowledge of biological, physical, and sociological factors. Information
13 needed to support fire management will be developed through an integrated
14 interagency fire science program. Scientific results must be made available
15 to managers in a timely manner and must be used in the development of
16 LMPs, FMPs, and implementation plans.
- 17 10. **Preparedness**
18 Agencies will ensure their capability to provide safe, cost-effective fire
19 management programs in support of land and resource management plans
20 through appropriate planning, staffing, training, equipment, and
21 management oversight.
- 22 11. **Suppression**
23 Fires are suppressed at minimum cost, considering firefighter and public
24 safety, benefits and all values to be protected consistent with resource
25 objectives.
- 26 12. **Prevention**
27 Agencies will work together with their partners, other affected groups, and
28 individuals to prevent unauthorized ignition of wildland fires.
- 29 13. **Standardization**
30 Agencies will use compatible planning processes, funding mechanisms,
31 training and qualification requirements, operational procedures, values-to-
32 be protected methodologies, and public education programs for all fire
33 management activities.
- 34 14. **Interagency Cooperation and Coordination**
35 Fire management planning, preparedness, prevention, suppression,
36 restoration and rehabilitation, monitoring, research, and education will be
37 conducted on an interagency basis with the involvement of cooperators and
38 partners.
- 39 15. **Communication and Education**
40 Agencies will enhance knowledge and understanding of wildland fire
41 management policies and practices through internal and external
42 communication and education programs. These programs will be
43 continuously improved through the timely and effective exchange of
44 information among all affected agencies and organizations.

1 **16. Agency Administrator and Employee Roles**

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

8 **17. Evaluation**

9 Agencies will develop and implement a systematic method of evaluation to
10 determine effectiveness of projects through implementation of the 2001
11 Federal Wildland Fire Management Policy. The evaluation will assure
12 accountability, facilitate resolution in areas of conflict, and identify resource
13 shortages and agency priorities.

14 *–Review and Update of the 1995 Federal Wildland Fire Management Policy*
15 *(January 2001)*

16 ***Guidance for Implementation of Federal Wildland Fire Management Policy***
17 ***(February 13, 2009)***

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

23 *–Guidance for Implementation of Federal Wildland Fire Management*
24 *Policy (February 13, 2009), page 3.*

25 The following guidelines should be used to provide consistent implementation
26 of federal wildland fire policy:

- 27 1. Wildland fire management agencies will use common standards for all
28 aspects of their fire management programs to facilitate effective
29 collaboration among cooperating agencies.
- 30 2. Agencies and bureaus will review, update, and develop agreements that
31 clarify the jurisdictional inter-relationships and define the roles and
32 responsibilities among local, state, tribal, and federal fire protection entities.
- 33 3. Responses to wildland fire will be coordinated across levels of government
34 regardless of the jurisdiction at the ignition source.
- 35 4. Fire Management Plans will be intergovernmental in scope and developed
36 on a landscape scale.

- 1 5. Wildland fire is a general term describing any non-structure fire that occurs
2 in the wildland. Wildland fires are categorized into two distinct types:
 - 3 a. Wildfires – Unplanned ignitions or prescribed fires that are declared
4 wildfires.
 - 5 b. Prescribed Fires – Planned ignitions.
 - 6 6. A wildland fire may be concurrently managed for one or more objectives
7 and objectives can change as the fire spreads across the landscape.
8 Objectives are affected by changes in fuels, weather, topography; varying
9 social understanding and tolerance; and involvement of other governmental
10 jurisdictions having different missions and objectives.
 - 11 7. Management response to a wildland fire on federal land is based on
12 objectives established in the applicable Land/Resource Management Plan,
13 and/or the Fire Management Plan.
 - 14 8. Initial action on human-caused wildfire will be to suppress the fire at the
15 lowest cost with the fewest negative consequences with respect to
16 firefighter and public safety.
 - 17 9. Managers will use a decision support process to guide and document
18 wildfire management decisions. The process will provide situational
19 assessment, analyze hazards and risk, define implementation actions, and
20 document decisions and rationale for those decisions.
- 21 – *Guidance for Implementation of Federal Wildland Fire Management*
22 *Policy (February 13, 2009), page 7.*

23 **Definitions**

24 **Wildland Fire**

25 Any non-structure fire that occurs in vegetation or natural fuels. Wildland fire
26 includes prescribed fire and wildfire.

27 **Fire Type**

28 Wildland fires are categorized into two distinct types:

- 29 • Wildfires – Unplanned ignitions or prescribed fires that are declared
30 wildfires.
- 31 • Prescribed fires – Planned ignition.

32 **Wildfire Management Objectives**

33 A wildfire may be concurrently managed for one or more objectives as specified
34 in the L/RMP and FMP. Objectives can change as the fire spreads across the
35 landscape and are affected by changes in fuels, weather, and/or topography;
36 varying social understanding and tolerance; and involvement of other
37 governmental jurisdictions having different missions and objectives.

- 38 • *FS – All wildfires will have a protection objective.*

1 Response to Wildfire

2 Response to wildfire will be coordinated with all affected agencies/cooperators
3 regardless of the jurisdiction at the ignition point.

4 Management response to a wildfire on federal land is based on objectives
5 established in the applicable L/RMP and FMP. A wildfire may be concurrently
6 managed for more than one objective. Unplanned natural ignitions may be
7 managed to achieve L/RMP and FMP objectives when risk is within acceptable
8 limits.

- 9 • **BLM** – *All known human caused fires, except escaped prescribed fires, will*
10 *be suppressed in every instance and will not be managed for resource*
11 *benefits.*
- 12 • **NPS** – *Refer to RM-18, Chapter 2 for further guidance.*
- 13 • **FWS** – *All escaped prescribed fires will be suppressed. When reporting in*
14 *FMIS, the cause of the wildfire will be “Escaped RX” and the narrative will*
15 *document the link between the prescribed fire and the wildfire.*
- 16 • **FS** – *Human caused fires and trespass fires must be suppressed safely and*
17 *cost effectively and must not be managed for resource benefits.*

18 Response to wildfire is based on ecological, social, and legal consequences of
19 the fire. The appropriate response to the fire is dictated by:

- 20 • The circumstances under which a fire occurs;
- 21 • The likely consequences to firefighter/public safety and welfare; and
- 22 • The natural/cultural resource values to be protected.

23 Initial Response

24 The initial decisions and actions taken in reaction to a reported incident.

25 Initial Attack (IA)

26 A preplanned response to a wildfire given the wildfire’s potential. Initial Attack
27 may include size up, patrolling, monitoring, holding action or suppression.

28 Extended Attack

29 Actions taken on a wildfire that has exceeded the initial response.

30 Extended Attack Incident

31 An incident that exceeds the capability of the initial attack resources and/or
32 organization to successfully manage the incident to conclusion.

33 Suppression

34 Management action to extinguish a fire or confine fire spread beginning with its
35 discovery.

36 Protection

37 The actions taken to mitigate the adverse effects of fire on environmental, social,
38 political, economic, and community values at risk.

1 Prescribed Fire

2 Any fire intentionally ignited by management actions in accordance with
3 applicable laws, policies, and regulations to meet specific objectives.

4 Fire Operations Doctrine**5 Purpose of Fire Operations Doctrine**

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

12 The Nature of Fire Operations

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

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 Fire Preparedness

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

1 developing fire operations capabilities and on performing successful fire
2 operations.

3 **Fire Operations Command Philosophy**

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

20 **Fire Leadership**

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

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 is
34 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. Successful
37 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

1 management goal is other than full suppression, or when conditions dictate a
2 limited suppression response, decisiveness is still essential and an aggressive
3 approach toward accomplishment of objectives is still critical.

4 **Principles of Suppression Operations**

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

14 **Principles of Fire Suppression Action**

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

20 1. **Objective**

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

25 2. **Speed and Focus**

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

31 3. **Positioning**

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

39 4. **Simplicity**

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

1 5. **Safety**

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

6 **Cost Effective Fire Operations**

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

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1 **Chapter 2**
2 **BLM Wildland Fire and Aviation Program**
3 **Organization and Responsibilities**

4 **Introduction**

5 This chapter provides policy and guidance for Bureau of Land Management fire
6 and aviation program management as referenced in *BLM Manual Section (MS)*
7 *9200 Fire Program Management*. These standards are based on Department of
8 Interior (DOI) and Bureau policy. They are intended to ensure safe, consistent,
9 efficient, and effective fire and aviation operations for a fire organization to
10 manage state and/or local unit fire workload or meet approved national program
11 resource allocations. BLM employees engaged in fire management activities
12 (including fire program management, fire suppression, and fire program/incident
13 support) will adhere to the standards in this document. This chapter will be
14 reviewed and updated annually.

15 **BLM Fire Operations Website**

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

22 **National Wildfire Coordinating Group (NWCG) Relationship to BLM**

23 NWCG is a national group whose function is to provide leadership and
24 establish, implement, maintain and communicate policy, standards, guidelines,
25 and qualifications for wildland fire program management and support the
26 National Incident Management System. Refer to Chapter 8 for more
27 information.

28 BLM provides a representative to the NWCG Executive Board and
29 representatives to various NWCG committees and subcommittees. These
30 representatives are responsible for accomplishing tasks as directed by the
31 NWCG Executive Board, ensuring proposed policies, guidelines, or standards
32 are reviewed by pertinent agency personnel prior to implementation by NWCG,
33 and providing a consolidated BLM position during NWCG decision-making
34 processes.

35 NWCG policies, guidelines or standards, if adopted by BLM, are implemented
36 through the BLM directive system.

1 Fire and Aviation Directorate

2 The BLM Fire and Aviation Directorate (FAD) consists of the Assistant
3 Director (FA), Deputy Assistant Director (FA), Fire Operations Division Chief,
4 Aviation Division Chief, Fire Planning and Fuels Management Division Chief,
5 Support Services Division Chief, Budget and Evaluation Chief, External Affairs
6 Division Chief, and the Equal Employment Opportunity Manager.

7 Program Manager Responsibilities**8 Assistant Director, Fire and Aviation (FA-100)****9 Deputy Assistant Director, Fire and Aviation (FA-100)**

- 10 • Develops policies and standards for firefighting safety, training, prevention,
11 suppression, and use of wildland fires on Bureau lands.
- 12 • Provides guidance to State Directors on the use of prescribed fire and fuels
13 management to achieve management objectives.
- 14 • Integrates fire and aviation management programs with natural resource
15 management programs.
- 16 • Establishes position competencies, standards, and minimum qualifications
17 for Fire Management Officers, Fire Management Specialists, and leaders
18 based on federal interagency standards.
- 19 • Reviews and evaluates state fire and aviation management programs.
- 20 • Represents the BLM in the coordination of overall fire and aviation
21 management activities at National Interagency Fire Center (NIFC), on intra-
22 and interagency fire committees, groups, and working teams.
- 23 • In conjunction with federal fire directors, establishes priorities for
24 assignment of critical resources during wildland fire emergencies.
- 25 • Initiates or participates on Boards of Review concerning actions taken on
26 selected wildland fires.
- 27 • Negotiates cooperative agreements and/or modifications of existing national
28 level agreements to improve fire and aviation management activities on
29 Bureau lands.
- 30 • Makes determinations on wildland fire management program funding to
31 states, and recommends approval to the BLM Director.
- 32 • Serves as the Bureau's focal point for the Large Fire Cost Review (LFCR)
33 process and initiates, facilitates, and provides oversight for the LFCR
34 process. The AD coordinates with the appropriate state director, assembles
35 a LFCR team, provides a Delegation of Authority, initiates the LFCR, and
36 provides briefings to the Bureau Director, as appropriate.
- 37 • Serves as designated contact for the United States Department of the
38 Treasury for the certification and revocation of Certifying Officers and
39 Assistant Disbursing Officers (CO/ADO) and Designated Officials for
40 emergency incident payments.
- 41 • Supervises the Senior Program Advisor position located at the Washington
42 Headquarters Office. This position provides connectivity between the

- 1 Director's Office, the other BLM Directorates, the BLM State Offices, the
2 Department's other offices such as the Office of Wildland Fire, and the
3 Forest Service National Office in D.C. and maintains a day-to-day physical
4 presence with the rest of the Bureau's national level leadership to fully
5 integrate programs and leverage capability. This position maintains
6 frequent, routine contact with those organizations on a variety of topics
7 ranging from current fire activity to strategic interdisciplinary, interagency,
8 or intergovernmental policy and processes for the protection of lives,
9 property, and the resources.
- 10 • Supervises the Safety and Occupational Health Specialist who develops and
11 implements safety programs, accident investigation procedures, and safety
12 trend analyses.
 - 13 • Supervises the National Critical Incident Response Program Manager, Fire
14 Management Specialist (Veterans Initiatives), and Senior Fire Advisor
15 (Sage Grouse) positions.

16
17 **Equal Employment Opportunity Manager (EEO) (FA-120)**

- 18 • Manages the Equal Employment Opportunity (EEO) program in accordance
19 with legal, regulatory, and policy requirements.
- 20 • Manages and directs the Counseling Program, and Alternative Dispute
21 Resolution (ADR) programs, in accordance with Equal Employment
22 Opportunity Commission (EEOC) regulations and BLM policy as well as
23 for other NIFC agencies.
- 24 • Advises managers and aggrieved persons of employee rights and
25 responsibilities, procedural options and timeframes in conflict situations and
26 formulates proposed resolutions.
- 27 • Negotiates with managers, aggrieved persons and their representatives to
28 informally resolve EEO matters, and executes final settlement agreements.
- 29 • Manages the Affirmative Employment Program (AEP).
- 30 • Develops and maintains the accessibility program for the disabled, required
31 under Section 504 of the Rehabilitation Act of 1973, as amended, and the
32 Americans with Disability Act (ADA of 1990).
- 33 • Conducts analyses to evaluate progress in meeting equal employment
34 opportunity program goals.
- 35 • Administers training activities for the organization.
- 36 • Provides managers and supervisors with guidance and advice on issues
37 related to EEO/civil rights program activities.
- 38 • Represents the organization in meetings with public and private groups,
39 universities, minority and women's organizations, other DOI components,
40 and other federal agencies.

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

- 42 • Manages all aspects of the business responsibilities and programs under the
43 jurisdiction of NIFC for the benefit of the BLM and cooperating agencies.

- 1 • Directs the accomplishment of the approved operating budget, exercising
2 appropriate control to assure program quality goals are met according to
3 established standards.
- 4 • Interprets Departmental and Bureau policies and directives as they affect
5 BLM-NIFC programs.
- 6 • Participates in the BLM-wide and interagency task force activities as a
7 leader or member.
- 8 • Responsible for the NIFC Site and Facilities Management, NIFC Safety and
9 Health program, Business Practices, Human Resources, Information
10 Resource Management, Maintenance and Security, National Radio Cache,
11 Remote Automated Weather Stations (RAWS) program, and
12 Transportation.
- 13 • Is a focal point and frequent spokesperson for the Bureau and the national
14 level management, assures a public awareness of Bureau programs and
15 coordinates with key officials in affected federal agencies, states, and
16 occasionally with other entities such as: foreign governments, private
17 individuals, private organizations, vendors, suppliers, transportation groups,
18 airlines, and others.
- 19 • Supports the implementation of the BLM's Automation/Modernization/
20 Information Resource Management (IRM) initiatives as they apply to
21 BLM/NIFC.

22 **Fire Operations Division Chief (FA-300)**

- 23 • Serves as the principal technical expert on fire operations to the Assistant
24 Director (FA), Deputy Assistant Director (FA), and to the BLM state fire
25 programs.
- 26 • Provides the Assistant Director (FA) and the Deputy Assistant Director
27 (FA) technical advice, operational oversight, and leadership in all aspects of
28 fire operations.
- 29 • Performs annual fire program preparedness reviews. Evaluates compliance
30 with policies, objectives, and standards. Assesses operational readiness and
31 provides technical assistance to solve identified problems. Performs other
32 operations reviews as required/requested.
- 33 • Assists the Assistant Director (FA) and Deputy Assistant Director (FA), in
34 the formulation and establishment of national policies and programs
35 pertinent to wildland fire preparedness, suppression, shared national
36 resources, safety, training, and equipment.
- 37 • Serves as the BLM technical expert on national interagency mobilization
38 and utilization of fire suppression resources.
- 39 • Develops national plans, standards, and technical guides for the BLM and
40 interagency fire management operations.
- 41 • Supervises the Branch of Radio Operations (FA-350) which is responsible
42 for policy, guidance, and governance, as well as tactical and operational
43 national radio planning for the Bureau to meet the needs of all business
44 users (law enforcement (LE), fire, cadastral survey, recreation, and natural

- 1 resource programs). FA-350 is responsible for managing the BLM's
2 nationwide radio frequency (RF) assignments; conducting management
3 control reviews; user satisfaction surveys; Exhibit 300 Business Case;
4 operational analysis; equipment test plans; testing resources for the DOI
5 Technical Service Center (TSC); implementation of facilities standards, and
6 management of equipment lifecycles.
- 7 • Serves as the BLM representative to the National Multi Agency
8 Coordinating Group (NMAC).
 - 9 • Certifies Area Command and Type 1 Command and General Staff task
10 books and red cards for the national and Washington offices.
 - 11 • Provide written daily National Multi-Agency Coordinating Group briefings
12 to the Assistant Director and Deputy Assistant Director, Fire and Aviation;
13 BLM state fire management officers; and geographic MAC members in
14 FIAT state at National Preparedness Level (PL) 3 and above.

15 **Budget and Evaluation Division Chief (FA-400)**

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

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

- 37 • Serves as principal aviation advisor to the Assistant Director (FA), Deputy
38 Assistant Director (FA), other staffs, states, and to the DOI.
- 39 • Identifies and develops Bureau aviation policies, methods and procedures,
40 as well as standardized technical specifications for a variety of specialized
41 firefighting missions for incorporation into the directives system.

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

17 **Fire Planning and Fuels Management Division Chief (FA-600)**

18 Serves as principal advisor to the Assistant Director (FA), Deputy Assistant
19 Director (FA), Fire Leadership Team, and other BLM staffs for the following
20 wildland fire programs:

- 21 • **Fire Planning** - Responsible for the development and implementation of
22 the Bureau-wide fire planning program and policies. Provides guidance and
23 assistance in administering the technical and operational aspects of BLM's
24 fire planning program.
- 25 • **Fuels Management** - Responsible for the development and coordination of
26 the BLM's fuels management program to restore and maintain healthy,
27 resilient landscapes, reducing wildfire risks to communities and other
28 values. Recommends the distribution of program funds to regions and
29 tracks all fuels management fund distributions and prior year carryover
30 funds. Develops and maintains a national database for fuels management
31 accomplishments.
- 32 • **Community Assistance** - Responsible for the development and
33 coordination of the BLM's community assistance program which includes
34 fire prevention, education, mitigation efforts on adjacent non-federal lands
35 and cooperator assistance.
- 36 • **Fire Investigation and Trespass** - Responsible for the development and
37 coordination of the BLM's fire investigation and trespass programs.
- 38 • **Smoke Management** - *Responsible for the development and coordination*
39 *of the BLM's smoke management program.*

1 **External Affairs Division Chief (FA-700)**

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

36 **State Director**

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

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 **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. Establishes a fire organization to meet state/unit fire management objectives based on national, state, and local priorities and within national allocations.	X	X
3. Develops fire management standards and constraints that are compliant with agency fire policies.	X	X
4. Ensures incident responses will be based on current and approved Resource Management Plans (RMPs) and FMPs.	X	X
5. Completes fire training as outlined in Instruction Memorandum No. FA IM-2016-007 within two years of being appointed to a designated management position. Ensures that personnel delegated fire program responsibilities have completed fire training requirements.		X
6. 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

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
8. Ensures only trained, certified fire and non-fire personnel are available to support fire operations at the local and national level.	X	X
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. Agency Administrators are required to personally visit fires 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 preparedness and 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, copy of the Wildland Fire Decision Support System (WFDSS) Published Decision, and an Agency Administrator Briefing to Incident Management Teams.		X
17. Provides a written Delegation of Authority and/or expectations to the unit's Type 3, 4, and 5 Incident Commanders annually prior to fire season.		X
18. Ensures resource advisors are identified, trained, and available for incident assignment. Refer to <i>Resource Advisors Guide for Wildland Fire</i> PMS 313, NFES 1831, January 2004.		X
19. Attends post fire closeout on Type 1 and Type 2 fires (attendance may be delegated).		X

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
20. 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
21. Ensures compliance with National and State Office policy for prescribed fire activities. Participates in periodic reviews of the prescribed fire program.	X	X
22. Ensures prescribed fire plans that are approved meet agency policies.	X	X
23. Ensures the prescribed fire plan has been reviewed and recommended by a qualified technical reviewer who was not involved in the plan preparation.		X
24. Ensures the <i>Agency Administrator Ignition Authorization</i> (PMS 485) is signed and dated with the time frame identified before the prescribed fire is ignited.		X
25. Ensures Unit Safety Program is in place, has a current plan, has an active safety committee that includes the fire program.	X	X
26. Annually updates and reviews the <i>Agency Administrator's Guide to Critical Incident Management</i> (or equivalent).	X	X
27. Ensures that a current emergency medical response plan is in place and accessible.		X
28. Ensures current fire and weather information is posted (hardcopy, web, etc.), and available for all employees.		X

1 **Manager's Oversight**

- 2 Agency Administrators are managers that have wildland fire decision authority
3 for a defined area, as specified by delegation. Agency Administrators are
4 required to personally visit fires each year. Appendix A contains information to
5 support the Agency Administrators during these visits.

1 **Post Incident Review**

2 Appendix B (*Manager's Supplement for Post Incident Review*) emphasizes the
3 factors that are critical for ensuring safe and efficient wildland fire suppression,
4 and provides examples for managers to use in their review of incident operations
5 and Incident Commanders.

6 **Fire Training for Agency Administrators**

7 Agency Administrators and their acting must complete fire training within two
8 years of being appointed to a designated management position. Refer to
9 Instruction Memorandum No. FA IM-2016-007 for training requirements.

10 Agency Administrator qualifications and training will be entered into the IQCS.
11 Upon certification, the Agency Administrator (AADM) competency will be
12 awarded in the IQCS. An Incident Qualification Card may be issued allowing
13 mobilization of the AADM through ROSS.

14 **State Fire Management Officer (SFMO)**

15 The State Fire Management Officer (SFMO) provides leadership for their
16 agency fire and fire aviation management program. The SFMO is responsible
17 and accountable for providing planning, coordination, training, technical
18 guidance, and oversight to the state fire management programs. The SFMO also
19 represents the State Director on interagency geographic area coordination
20 groups and Multi-Agency Coordination (MAC) groups. The SFMO provides
21 feedback to Districts/Field Offices on performance requirements.

22 **District/Zone/Field Office Fire Management Officer**

23 The District/Zone/Field Office Fire Management Officer (FMO) is responsible
24 and accountable for providing leadership for fire and fire aviation management
25 programs at the local level.

26 The Fire Management Officer:

- 27 • Determines local fire program requirements to implement land use
28 decisions through the Fire Management Plan (FMP) to meet land
29 management objectives;
- 30 • Negotiates interagency agreements and represents the District/Field Office
31 Manager on local interagency fire and fire aviation groups;
- 32 • Meets Fire Staff Performance Requirements for Fire Operations; and
- 33 • Fulfills FMO Safety and Health Responsibilities for the Fire Program.

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

1 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
3. Ensures the Fire Management Plan (FMP) reflects the agency commitment to firefighter and public safety by establishing a fire organization to meet state/unit workload or national allocations, while utilizing the full range of fire management activities available for ecosystem sustainability.	X	X
4. Ensures Individual Fire Reports (DI-1202s) are completed, signed/approved, and entered into WFMI.	X	X
5. Ensures only trained and qualified personnel are assigned to fire and fire aviation duties.	X	X
6. Ensures the unit safety program is implemented and provides direction for fire and non-fire safety regulations, training, and concerns.	X	X
7. Ensures completion of a Risk Assessment (RA) for fire and fire aviation activities, and non-fire activities so mitigation measures are taken to reduce risk.		X
8. Ensures compliance with work/rest guidelines during all fire and fire aviation activities.	X	X
9. Ensures fire and fire aviation management employees understand their role, responsibilities, authority, and accountability.	X	X
10. Organizes, trains, equips, and directs a qualified work force.	X	X
11. Establishes and implements a post incident assignment performance review process for each employee.	X	X
12. Develops, implements, evaluates, and documents fire and fire aviation training to meet current and anticipated needs.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
13. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X
14. Monitors fire suppression activities to recognize when complexity levels exceed program capabilities. Increases managerial and operational resources to meet the need.	X	X
15. Monitors fire season severity predictions, fire behavior, and fire activity levels. Ensures national fire severity funding and national preposition funding is requested in a timely manner, used, and documented in accordance with agency standards.	X	X
16. Monitors the expenditure of Short-Term Severity and State Discretionary Preposition funding.	X	X
17. Ensures agreements with cooperators are valid and in compliance with agency policy, and that attached Annual Operating Plans are current.	X	X
18. Develops, maintains, and implements current operational plans (e.g., dispatch, preparedness, prevention, drawdown).		X
19. 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
20. Develops, maintains, and implements restrictions procedures in coordination with cooperators whenever possible.	X	X
21. Ensures that the use of fire funds complies with department and agency policies.	X	X
22. Reviews and approves appropriate overtime authorization requests for personnel providing fire suppression coverage during holidays, special events, and abnormal fire conditions.		X
23. Ensures a process is established to communicate fire information to public, media, and cooperators.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
24. Annually convenes and participates in pre-and post-season fire meetings where management controls and critical safety issues are discussed.	X	X
25. Oversees pre-season preparedness review of fire and fire aviation program.	X	X
26. Initiates, conducts, and/or participates in fire program management reviews and investigations.	X	X
27. Personally participates in periodic site visits to individual incidents and projects.	X	X
28. Utilizes the Risk and Complexity Assessment (Appendix E and F) to ensure the proper level of management is assigned to all incidents.	X	X
29. Ensures transfer of command on incidents occurs as per Chapter 11.		X
30. Ensures incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X
31. Ensures that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFDSS) for all fires that escape initial attack.	X	X
32. Ensures that an accurate and defensible decision is published in the Wildland Fire Decision Support System (WFDSS) for all fires managed for multiple objectives.	X	X
33. Ensures IMT briefing packages are developed prior to fire season.		X
34. 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
35. 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

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
36. Ensures required unit personnel are trained in fire cause determination and fire trespass.	X	X
37. Ensures compliance with National and State Office policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X
38. Annually updates and reviews the <i>Agency Administrator's Guide to Critical Incident Management</i> (or equivalent).	X	X
39. Ensures that all fire employees review and update their emergency contact information annually, either in Employee Express or in hard copy format.	X	X
40. 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
41. Ensures standards in current National and Local Mobilization Guides are followed.	X	X
42. Complies with established property control/management procedures.	X	X
43. Certifies Area Command and Type 1 Command and General Staff positions.	X	

- 1 Requirements for fire management positions are outlined in the *Interagency Fire*
2 *Program Management Qualifications Standards and Guide* (IFPM) Standard.
3 The supplemental Qualification Standard for professional GS-0401 Fire
4 Management Specialist positions, approved by the Office of Personnel
5 Management, is also included in the IFPM Standard. The *Interagency Fire*
6 *Program Management Qualifications Standards and Guide* can be found in its
7 entirety on the IFPM website at <https://www.ifpm.nifc.gov>.

8 **Delegation of Authority**

9 **Delegation for State Fire Management Officers (SFMO)**

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

- 14 • Serve as the State Director's authorized representative on geographic area
15 coordination groups, including MAC groups.

- 1 • Coordinate and establish priorities on uncommitted fire suppression
- 2 resources during periods of shortages.
- 3 • Coordinate logistics and suppression operations statewide.
- 4 • Relocate agency pre-suppression/suppression resources within the
- 5 state/region based on relative fire potential/activity.
- 6 • Correct unsafe fire suppression activities.
- 7 • Direct accelerated, aggressive initial attack when appropriate.
- 8 • Enter into agreements to provide for the management, fiscal, and
- 9 operational functions of combined agency operated facilities.
- 10 • Suspend prescribed fire activities when warranted.
- 11 • Give authorization to hire Emergency Firefighters in accordance with the
- 12 DOI Pay Plan for Emergency Workers.
- 13 • Monitor (and approve if delegated) emergency Short-Term fire severity
- 14 funding and State Discretionary Preposition funding expenditures not to
- 15 exceed the state's annual authority.
- 16 • Ensure national fire severity funding and national preposition funding is
- 17 requested in a timely manner, used, and documented in accordance with
- 18 agency standards.
- 19 • Appendix C provides a sample "Delegation of Authority."

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

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

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

1 Preparedness Reviews

2

3 The *Review and Update of the 1995 Federal Wildland Fire Management Policy*
4 (*January 2001*) states that, “Agencies will ensure their capability to provide
5 safe, cost-effective fire management programs in support of land and resource
6 management plans through appropriate planning, staffing, training, equipment,
7 and management oversight.” The Assistant Director, Fire and Aviation,
8 accomplishes this in part through the fire preparedness review process. Fire
9 preparedness reviews assess fire programs for compliance with established fire
10 policies and procedures as outlined in the current *Interagency Standards for Fire*
11 *and Fire Aviation Operations* and other pertinent policy documents. Reviews
12 identify organizational, operational, procedural, personnel, or equipment
13 deficiencies, and recommend specific corrective actions.

14 BLM review schedules

- 15 • BLM Districts conduct fire preparedness reviews annually.
- 16 • BLM State Offices conduct state-wide fire preparedness reviews every two
17 years.
- 18 • The BLM National Office conducts national fire preparedness reviews of
19 each BLM state fire program every four years.

20 BLM Operational Duty Officer (ODO)

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

- 27 • Monitor unit incident activities for compliance with BLM safety policies.
- 28 • Coordinate and set priorities for unit suppression actions and resource
29 allocation.
- 30 • Keep unit Agency Administrators, suppression resources, and information
31 officers informed of the current and expected situation.
- 32 • Plan for and implement actions required for future needs.
- 33 • Document all decisions and actions.

34 ODOs will provide operational oversight of these requirements as well as any
35 unit specific duties assigned by the local fire managers through the local unit fire
36 operating plan. ODOs will not fill any ICS incident command functions
37 connected to any incident. In the event that the ODO is required to accept an
38 incident assignment, the FMO will ensure that another qualified and authorized
39 ODO is in place prior to the departure of the outgoing ODO.

1 State and National Duty Officers

- 2 Each state will maintain a state-level duty officer during fire season and
3 dedicated telephone number. State duty officers are responsible for:
- 4 • Establishing a process to identify available assets or needs within their state;
 - 5 • Communicating availability of or need for assets to other state duty officers;
 - 6 • Maintaining information on the Asset Intelligence Spreadsheet;
 - 7 • Approving asset assignments; and
 - 8 • Facilitating movement of assets using established dispatch/coordination
9 system protocols.
- 10 FA-320 will maintain a national duty officer and dedicated telephone number.
11 The national duty officer is responsible for:
- 12 • Monitoring and supporting the Asset Intelligence Spreadsheet;
 - 13 • Providing coordination and prioritization of prepositioned assets between
14 states if the need arises;
 - 15 • Resolving disagreements of asset priorities and/or mobilizations by
16 elevating issues to the Division Chief, Fire Operations (FA DC) or delegate;
 - 17 • Facilitating movement of assets using established dispatch/coordination
18 system protocols; and
 - 19 • Providing briefings and updates to the FA DC/BLM NMAC representative
20 as requested.
- 21 All state and national duty officer telephone numbers are listed on the Asset
22 Intelligence Spreadsheet.

23 Incident Business

- 24 A consolidated view of fire business practices, supporting policy, and regulation
25 is contained in the *BLM Standards for Fire Business Management*, available at:
26 http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/I
27 [B-new/OrangeBk.html](http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/I).

**28 BLM Fire Management Position Titles and Fire Department Cooperator
29 Equivalencies**

- 30 Bureau of Land Management units that choose to use fire department cooperator
31 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

1 **Safety and Occupational Health Program**

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

1 Safety and Health Responsibilities for the Fire Program

PERFORMANCE REQUIRED	State Safety Manager	District/Zone Safety Manager	Unit FMO	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 suppression and non-suppression related activities and crews are briefed on RAs prior to beginning work.			X	X
3. An individual has been designated as the Unit Safety Officer.	X			X
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

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
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</i> , <i>1112-2 Manual</i> , <i>Wildland Fire Incident Management Field Guide</i>).			X	
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</i>)			X	
11. Procedures are in place to monitor Work Capacity Test (WCT) results and ensure medical examination policies are followed.			X	
12. Safety Data Sheets (SDS) 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 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	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</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</i>)			X	X
19. Injury data is monitored and reviewed to determine trends affecting the health and welfare of employees.		X		X
20. Ensures facility and work area inspections are conducted to ensure requirements are met. <i>29 CFR 1960 and 485 DM, Chapter 5 requirements.</i>	X	X		X

1 Employee Safety and Health Program Responsibility

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

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

15 Emergency Notification and Contact Information

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

- 20 • **Injury on a BLM Fire**
21 The responsible unit Fire Management Officer (FMO)/Operational Duty
22 Officer will notify their State Duty Officer (or Fire Operations Group
23 (FOG) representative) immediately. The State Duty Officer (or FOG
24 representative) will then ensure the appropriate local agency GACC
25 operational representative is notified.
- 26 • **BLM Employee Injury**
27 Injured employee's home unit FMO is notified. The FMO will then notify
28 their State Duty Officer (or FOG representative) immediately. If the
29 employee injury occurs in another state, the State Duty Officer (or FOG
30 representative) will ensure that the hosting State Duty Officer (or FOG
31 representative) is notified of the injury.
- 32 • **Great Basin Smokejumpers**
 - 33 ○ From the Scene:
 - 34 ■ The accident is reported to the smokejumper spotter, Great Basin
35 Smokejumper Liaison Officer (LO), and local dispatch.
 - 36 ■ When the accident involves a jump injury, the spotter and/or
37 ground contact will convey the medical needs and nature of the
38 injury to the local dispatch.
 - 39 ■ If cellular phone or satellite phone coverage is available, a ground
40 contact will call the Great Basin Smokejumper LO or DO with
41 details about the accident.

- 1 ○ From the Great Basin Smokejumper Duty Officer:
 - 2 ▪ The Great Basin Smokejumper Duty Officer will notify the base
 - 3 manager.
 - 4 ▪ The smokejumper base manager will notify the National
 - 5 Interagency Fire Center (NIFC) Fire Operations Chief of
 - 6 Preparedness and Suppression Standards (or acting).
 - 7 ▪ BLM Operations Chief of Preparedness and Suppression Standards
 - 8 will inform necessary parties up the chain of command and notify
 - 9 the NIFC External Affairs Office.
 - 10 ▪ The Great Basin Smokejumper Duty Officer or Base Manager will
 - 11 notify the BLM State Duty Officer (or FOG Representative).
 - 12 ▪ The Great Basin Smokejumper Duty Officer will confirm an
 - 13 agency representative will accompany the injured party to the
 - 14 hospital.
- 15 ○ From the BLM Great Basin Smokejumper Base Manager:
 - 16 ▪ The smokejumper base manager will contact their base manager
 - 17 counterpart if a visiting jumper is injured.
 - 18 ▪ The smokejumper base manager will notify the emergency contact
 - 19 of the injured smokejumper if the injured smokejumper is unable
 - 20 to do so.

21 All fire and aviation employees are required to review and update their
22 emergency contact information annually, either in Employee Express or in hard
23 copy format. This information will only be used for emergency purposes and
24 only by those authorized to make contact with the employee and/or their
25 personal contact(s) and will be maintained in accordance with the provisions of
26 the Privacy Act of 1974.

27 **Employee Advocacy**

28 Fire operations doctrine acknowledges the inherent danger of fire operations and
29 the potential for serious injury or death to firefighters. When these occur, it is
30 important that Bureau employees are provided the best and most appropriate
31 care and support possible. Managers should consult their human resources
32 experts to ensure that applicable Departmental and Bureau human resources
33 policies and guidelines are followed. In addition, the *Bureau of Land*
34 *Management Line of Duty Death (LODD) Response Guide* provides information
35 to assist managers in dealing with the many complexities of these occurrences.

36 The *LODD Response Guide* is available in the Toolbox section of the BLM Fire
37 Operations Website.

1 **BLM Fire and Aviation Honor Guard**

2 The BLM Fire and Aviation Honor Guard represents the highest ideals of honor,
3 dignity, professionalism and respect in serving the agency, the fire community,
4 and the families, friends and co-workers of those who have lost their lives in the
5 line of duty.

6 The Honor Guard was established to appropriately pay tribute to and honor the
7 memory of employees who perish in the line of duty. The Honor Guard also
8 responds to requests for their participation at events of state and national
9 significance.

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

17 For more information, refer to
18 https://www.blm.gov/nifc/st/en/prog/fire/honor_guard.html.

19 **Employee Conduct**

20 All employees, cooperators, contractors, and volunteers who participate in
21 wildland fire operations have the duty to treat each other with respect and to
22 maintain a work environment free of misconduct and harassment.

23 Misconduct includes but is not limited to alcohol misuse, driving while
24 intoxicated, the use of illegal drugs, hazing, insubordination, disregard for
25 policies and procedures, and the destruction or theft of government property.

26 Harassment is coercive or repeated, unsolicited and unwelcome verbal
27 comments, gestures, or physical contacts and includes retaliation for confronting
28 or reporting harassment.

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

34 **Examples of Harassment and Misconduct**

- 35 • **Physical conduct** – Unwelcome touching, standing too close, looking up
36 and down, inappropriate or threatening staring or glaring, obscene,
37 threatening, or offensive gestures.

- 1 • **Verbal or written misconduct** – Inappropriate references to body parts;
2 derogatory or demeaning comments, jokes, or personal questions; sexual
3 innuendoes; offensive remarks about race, gender, religion, age, ethnicity,
4 or sexual orientation, obscene letters or telephone calls, catcalls, whistles or
5 sexually suggestive sounds.
- 6 • **Visual or symbolic misconduct** – Display of nude pictures, scantily-clad,
7 or offensively-clad people; display of offensive, threatening, demeaning, or
8 derogatory symbols, drawings, cartoons, or other graphics; offensive
9 clothing or beverage containers, bumper stickers, or other articles.
- 10 • **Hazing** – Hazing is considered a form of harassment. “Hazing” is defined
11 as “any action taken, or situation created intentionally, to produce mental or
12 physical discomfort, embarrassment, or ridicule.”
- 13 • **Alcohol** – The use of alcohol during any work period is strictly prohibited.
14 The performance of job duties while under the influence of alcohol is
15 prohibited. Underage personnel alcohol use is prohibited at all times.

16 **BLM Mobile Fire Equipment Policy**

17 **Introduction**

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

22 **Policy and Guidance**

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

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

39 **Fire Equipment Committees**

40 There are three levels of fire equipment committees: National, State, and
41 Interagency. Fire equipment committees address the broad spectrum of

1 equipment subjects and make recommendations. State committees will report to
2 the respective State Fire Management Officer. The BLM Fire Equipment Group,
3 BLM Dozer/Heavy Equipment Committee, and the BLM Engine Committee
4 report to the Fire Operations Group (FOG). Equipment committees should invite
5 other agency equipment leads to share ideas, transfer technology, and coordinate
6 efforts.

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

8 The BLM National Fire Equipment Program (NFEP) is located at NIFC. This
9 unit is responsible for the development, ordering, inspection, receiving, and
10 distribution of new fire equipment that will meet or exceed the minimum
11 performance standards established by the BLM Fire Equipment Group and the
12 BLM Engine Committee. The NFEP website is located within the BLM Fire
13 Operations website.

14 **BLM Fire Equipment Status Report (FES)**

15 Each state will submit an FES report to the NFEP annually by April 15. The
16 FES is required to gather baseline data including the license number, type,
17 make/model and location on mobile asset types (i.e., engines, off-highway
18 vehicles and support vehicles). The Division of Fire Operations will issue an
19 annual reminder notification to the Fire Operations Group (FOG) requesting this
20 information. The FES is available at the NFEP section of the BLM Fire
21 Operations website.

22 **BLM Engine Use Report (EUR)**

23 All BLM engines will utilize the Engine Use Report. The EUR should be printed
24 and completed daily as part of the Fire Equipment Maintenance and Procedure
25 Record (FEMPR) and entered into the BLM EUR Share Point on a monthly
26 basis. Access will be granted by the respective state Fire Operations Group
27 (FOG) representative. The EUR is available at the Engine section of the BLM
28 Fire Operations website.

29 **Equipment Development**

30 The BLM NFEP has established a fire equipment development process to ensure
31 that new fire equipment or technologies meet or exceed established performance
32 standards. All new fire equipment will follow this development process and will
33 be tested and evaluated under actual field conditions prior to being made
34 available for general ordering.

35 **Fire Equipment Standardization**

36 Standardization of fire equipment aids in the ability to produce equipment that
37 effectively meets the Bureau's mission by providing cost effective equipment
38 with the least impact on fire programs. Standardization also contributes to the
39 ability to provide effective, consistent, and quality training to the BLM fire
40 program workforce. The BLM Fire Equipment Group and the BLM Engine

1 Committee have the responsibility to establish and approve minimum
2 performance standards for all BLM-specific fire equipment.

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

4 Bureau of Land Management fire engine and command vehicle identifier
5 standards have been established by the national Fire Operations Group and can
6 be found at the BLM Fire Operations website.

7 **Improvement and Deficiency Reporting**

8 The BLM Fire Equipment Improvement and Deficiency Reporting System is
9 used to collect improvement recommendations and deficiency reports for all
10 BLM fire equipment. The reporting system enables the BLM NFEP to build a
11 comprehensive database to document problems, identify trends, and establish
12 priorities for development and modification of new and existing equipment.

13 District/Field Offices are required to submit timely and detailed deficiency
14 reports for problems encountered with BLM fire equipment. Reports will also be
15 submitted for suggestions for improvement. Submitted reports will receive
16 immediate attention. The NFEP will immediately verify receipt of the deficiency
17 report and will follow-up with the submitting District/Field Office to correct the
18 deficiency or work to incorporate the improvement suggestion. The
19 Improvement and Deficiency Reporting System can be found on the BLM
20 National Fire Equipment Program website, located within the BLM Fire
21 Operations website.

22 **Acquisition of Working Capital Fund Equipment**

23 The National Operations Center (NOC) located in Denver manages the Working
24 Capital Fund (WCF). Each class of vehicle has an established replacement cycle
25 based on miles or hours, vehicle replacement costs, and residual value. The
26 WCF acquires funds through Fixed Ownership and Use Rates determined by the
27 replacement cycle. At the end of the replacement cycle, adequate funds to
28 replace the vehicle are available. For new vehicle purchases, funds are
29 acquired/secured by the receiving unit and the new purchase is added to the
30 WCF. The NOC monitors vehicle usage and replacement cycles, and notifies the
31 NFEP when vehicles need to be replaced. The NFEP then coordinates with the
32 receiving unit to order the replacement vehicle. When the order is placed, the
33 NFEP works with the BLM Fleet Manager, the receiving unit, contracting, and
34 the vendor to fill the order.

35 **Funding**

36 Procurement of nonstandard equipment with fire management funds when
37 standard equipment is available must have written approval by the Fire
38 Operations Division Chief (FA-300) and the State Fire Management Officer.
39 Most fire vehicles are funded through the WCF. Other types of fire equipment
40 are funded through the normal budget process at the state and local level.
41 Specialized equipment may be funded in a variety of ways including through the

1 Fire and Aviation Directorate, special project allocations, available mid or year
2 end funds, state or local funding, interagency agreement, or through the WCF.

3 **BLM Mobile Fire Equipment Ordering**

4 Ordering of BLM mobile fire equipment is completed through the NFEP at
5 NIFC. Available equipment is listed in the BLM Fire Equipment Ordering
6 System (FEOS) web page. Contact the National Fire Equipment Program for
7 additional information.

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

13 All WCF 600 class vehicles must be ordered through FEOS. If states order their
14 own equipment using WCF funds, they must have approval from the WCF Fleet
15 Manager, State Fire Management Officer, and the Fire Operations Division
16 Chief (FA-300) prior to ordering.

17 **Equipment Modification/Retrofitting**

18 Modification proposals must be submitted through the Improvement and
19 Deficiency reporting system or applicable FOG subcommittee for consideration
20 and approved through the NFEP. Unauthorized modifications and retrofits have
21 the potential to negatively impact equipment quality and safety and void
22 manufacturer warranties. In such cases, the financial burden of corrective action
23 will be borne by the home state/unit preparedness funding.

24 **600 Class Command Vehicle Procurement Standards**

25 The 600-class vehicles below have been developed and configured specifically
26 for the roles/asset types listed. New, replacement, or upgraded procurements
27 outside of the listed roles/asset types requires State Fire Management Officer
28 and Division Chief, Fire Operations (FA-300) approval utilizing the New Fire
29 Fleet Request form located at
30 web.blm.gov/internal/fire/fire_ops/nfep_policy.htm. An electronic copy of all
31 approvals will be provided to the National Fire Equipment Program (NFEP)
32 manager prior to order.

- 33 • 644 Crew Carrier: FPDSS funded hand crew.
- 34 • 651/653 Command Truck: District/Unit AFMO, Fire Operations
35 Specialist/Supervisor, FPDSS funded hand crew, FPDSS funded wildland
36 fire module, FPDSS funded helitack crew.
- 37 • 652 Superintendent Truck: FPDSS funded hand crew, FPDSS funded
38 wildland fire module, FPDSS funded helitack crew.
- 39 • 661 Helitack Support: FPDSS funded helitack crew.

1 All 600-class vehicles will be ordered by NFEP through the BLM Fire
2 Equipment Ordering System (FEOS). NFEP will route all FEOS orders through
3 the individual State Fire Operations Group representative.

4 **Property Transfer/Replacement**

5 Surplus and early turn-in fire vehicles may be transferred to another unit for
6 continued service with the approval of the State Fire Management Officer and
7 the WCF Manager. In these instances, the vehicle remains in the same class, and
8 the FOR and use rates will continue to be charged to the unit acquiring the
9 vehicle. Units may dispose of fire vehicles prior to the normal replacement date.
10 In these instances, no future replacement is automatically provided and there is
11 no accrued credit for the FOR collected on that unit prior to disposal. Units
12 acquiring this type of equipment continue payment of the FOR and use rates.
13 Mobile fire equipment transfers to other agencies or organizations must be
14 approved by the NFEP and FA-300 prior to initiating any transfer actions.

15 **Conversions**

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

- 18 • Proposed changes meet current and future preparedness requirements
19 identified in Resource/Land Management Plans and Fire Management
20 Plans.
- 21 • Proposed changes result in an overall cost savings to the government.

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

- 24 • Increased production rates which may offset additional costs.
- 25 • The requesting states availability of sufficient funds to cover additional
26 costs.

27 BLM units will use the standard form available on the BLM Fire Operations
28 website to provide required documentation for approval for conversions,
29 transfers, and excess vehicles.

30 **BLM Engine Equipment Inventory**

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

33 **Fire Equipment Maintenance and Care Standards**

34 BLM fire equipment will be maintained to reflect the highest standards in
35 performance and appearance, and will meet the following standards:

- 36 • Equipment exterior:
 - 37 ○ Clean and waxed
 - 38 ○ Free of debris
 - 39 ○ Items secured

- 1 o Windows and mirrors cleaned
- 2 o All mechanical systems in good working order
- 3 • Equipment interior:
 - 4 o Cab and compartments free of dirt and debris
 - 5 o Cab free of loose items
 - 6 o Equipment stored in appropriate compartments and organized
 - 7 o Windows and mirrors cleaned
 - 8 o Mechanical systems in good working order
- 9 Equipment will be stored in sheltered areas away from environmental elements
- 10 whenever possible to prevent damage to critical seals, mechanical components,
- 11 and the high-visibility finish.

12 **Fire Equipment Maintenance and Procedure Record (FEMPR)**

13 The Fire Equipment Maintenance Procedure and Record (FEMPR) will be used
14 to document daily inspections and all maintenance for all WCF Class 600 fire
15 equipment and any other vehicles used for fire suppression operations. The
16 FEMPR shall be maintained and archived to record historic maintenance for the
17 duration of the vehicle's service life. This historical data is beneficial in
18 determining trends, repair frequency, and repair costs. The FEMPR can be found
19 at the BLM Fire Operations website.

20 Apparatus safety and operational inspections will be performed at the intervals
21 recommended by the manufacturer and on a daily and post-fire basis as required.
22 For engines and water tenders, all annual inspections will include a pump gpm
23 test to ensure the pump/plumbing system is operating at or above the
24 manufacturer's minimum rating for the pump.

25 **Equipment Bulletins and Equipment Alerts**

26 The purpose of an Equipment Bulletin (EB) or an Equipment Alert (EA) is to
27 share accurate and timely information regarding potential equipment problems
28 and/or needed repairs. The EB is primarily intended to inform the equipment
29 users of recommendations for repairs, potential hazards, or general information
30 related to the overall maintenance, awareness, and safe operation of fire
31 equipment. The EA is time sensitive and addresses potentially serious hazards or
32 risks. The alert includes a specific action that the user must act upon.

33 Unexpected issues involving wildland fire vehicles which do not fall under other
34 types of wildland fire reviews and investigations and/or other applicable federal,
35 state or specific agency requirements must be reported. If an unexpected vehicle
36 issue warrants an EB or EA it is issued by the National Fire Equipment Program
37 Manager through the Operations Advisory Team and the Capital Equipment
38 Committee. Members of these groups must ensure the information reaches all
39 levels of the organization.

1 **BLM Implementation of the Department of the Interior (DOI)**
2 **Authorization for Use of Government Passenger Carrier(s) for Home-to-**
3 **Work Transportation**

4 The BLM recognizes the need for domiciling fire vehicles for specific positions
5 during fire season in order to provide for more immediate response to wildfires
6 during off-duty hours, and has been granted this authority by DOI.

- 7 • Only those positions authorized and pre-identified within the DOI
8 memorandum will have the authority to domicile designated government
9 vehicles.
- 10 • This authority is intended only for individuals in first response fire
11 leadership roles who may be responding to initial attack fires directly from
12 their home after hours.
- 13 • Government vehicles are used solely for official business and domiciled
14 only during core fire season months when there is a heightened level of
15 current or expected fire activity.
- 16 • Authorized positions will be recertified every two years and may be revised
17 at that time.
- 18 • Units are responsible for maintaining documentation of home-to-work use
19 of government vehicles. This documentation will be reviewed during annual
20 fire and aviation preparedness reviews. A BLM standard tracking form has
21 been developed and may be used for this purpose. It can be found on the
22 BLM Fire Operations website at
23 http://web.blm.gov/internal/fire/fire_ops/toolbox.htm.

24 **Lights and Siren Response**

25 Responding to BLM wildland fire incidents normally does not warrant the use of
26 emergency lights and siren to safely and effectively perform the BLM mission.
27 However, there may be rare or extenuating circumstances when limited use of
28 lights and sirens are appropriate and necessary due to an immediate threat to life.

29 Those BLM state organizations that determine a lights and sirens response is
30 necessary to meet mission requirements must develop an operating plan that is
31 signed and approved by the State Director and forwarded to the Chief, Division
32 of Fire Operations, BLM FA. The operating plan must ensure the following:

- 33 1. All vehicles (command, engines, etc.) will be properly marked, equipped,
34 and operated in accordance with state statutes, codes, permits, and BLM
35 unit requirements.
- 36 2. Drivers will complete training in the proper use of lights and sirens
37 response in accordance with National Fire Protection Association (NFPA)
38 1451 and 1002 standards, as well as any state requirements.
- 39 3. Engine drivers responding with lights and sirens will be minimally qualified
40 as engine operator with a qualified engine boss in the engine; otherwise,
41 driver must be engine boss qualified. Command vehicle drivers will be
42 minimally qualified as single resource boss.
- 43 4. Lights and sirens will meet NFPA and state code requirements.

- 1 5. Posted speed limits will be followed at all times, regardless of response
2 type.
- 3 6. Operators will stop or reduce speed as circumstances dictate prior to
4 proceeding through all intersections.
- 5 7. Traffic light changing mechanisms (e.g., Opticons) will only be used under
6 formal written agreement with state and local governments. They will be
7 used only when they are necessary to create safe right-of-way through urban
8 high-traffic areas. All pertinent state and local statutes and procedures will
9 be adhered to.
- 10 8. Authorization to respond with lights and sirens does not cross state lines.
11 No driver will be authorized by one state to operate with lights and sirens in
12 another state.

13 **BLM Firefighters**

14 **Introduction**

15 Firefighters operate within the Incident Command System (ICS), which is a
16 component of the National Incident Management System (NIMS).

17 In the ICS, firefighters are either assigned as single resource overhead
18 (individuals assigned to specific supervisory or functional positions) or as
19 members of an organized unit. The individuals within these units are trained to
20 provide different levels and types of tactical, logistical, and managerial
21 capability.

22 These units include:

- 23 • **Hand Crews** – Vehicle mobile firefighters that specialize in the use of hand
24 tools, chainsaws, portable pumps, and ignition devices for tactical
25 operations. Hand crew types include Interagency Hotshot Crews (IHC)s,
26 Type 2 Initial Attack Crews, Type 2 Crews, and Fire Suppression Modules.
- 27 • **Engine Crews** – Engine mobile firefighters that specialize in the use of
28 engines for tactical operations.
- 29 • **Helitack** – Helicopter mobile firefighters that specialize in the use of
30 helicopters for tactical and logistical operations.
- 31 • **Smokejumpers** – Fixed wing aircraft and parachute mobile firefighters that
32 specialize in the use hand tools, chainsaws, and ignition devices for tactical
33 operations.

34 **BLM Firefighter Priority for Use**

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

1 BLM Fire Operations Group National Preposition Strategy

- 2 The Fire Operations Group (FOG) has established an Asset Intelligence
3 Spreadsheet for priority placement and prepositioning of suppression resources.
4 Information can be found on the FOG website at
5 http://web.blm.gov/internal/fire/fire_ops/fog.htm.

6 Mobilization of BLM Firefighters

7 BLM firefighters are mobilized to perform the following functions:

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

15 There are six funding mechanisms for mobilizing BLM firefighters:

- 16 • Preparedness funding
- 17 • Suppression funding
- 18 • Short-term severity (State-level/Regional-level Severity) funding
- 19 • National-level severity funding
- 20 • National preposition funding
- 21 • State discretionary preposition funding

22 Preparedness Funding

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

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

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

32 Suppression Funding

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

36 Short-Term Severity (State-Level Severity)

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

- 1 • Wind events;
 - 2 • Cold dry front passage;
 - 3 • Lightning events; and/or
 - 4 • Unexpected events such as off-road rallies or recreational gatherings.
- 5 Each state director and the Fire and Aviation division chiefs for Operations and
6 Aviation have been delegated the authority to expend “short-term” severity
7 funds per fiscal year. This discretionary severity authorization can be expended
8 for appropriate severity activities without approval from Fire and Aviation.
9 States will establish a process for requesting, approving, and tracking short-term
10 severity funds.

11 **National-Level Severity Funding**

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

- 13 • Preparedness plans indicate the need for additional preparedness/
14 suppression resources;
- 15 • Anticipated fire activity will exceed the capabilities of local resources;
- 16 • Fire season has either started earlier or lasted longer than identified in the
17 Fire Danger Operating Plan;
- 18 • An abnormal increase in fire potential or fire danger (e.g., high fine fuel
19 loading, fuel dryness) not planned for in existing preparedness plans; and/or
- 20 • There is a need to mitigate threats to values identified in Land and Resource
21 Management Plans with AD, Fire and Aviation concurrence.

22 In addition to the above criteria, the AD, Fire and Aviation may consider other
23 factors when approving requests for national severity.

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

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

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

1 In order to support the BLM national aviation strategy, which includes
2 prioritized allocation based on need, air resource mobility, and cost containment,
3 a state may be directed to release an air resource to another state. All charges
4 related to releasing an air resource will be covered by Fire and Aviation or the
5 receiving state.

6 **National Preposition Funding**

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

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

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

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

- 1 ○ Responding assets, sending/receiving FOG representatives, and the
- 2 temporary host unit will negotiate length of assignment and crew
- 3 rotation, and ensure that prepositioned personnel meet work/rest
- 4 requirements.

5 BLM preposition funding request information can be found at the BLM Fire
6 Operations website.

7 **State Discretionary Preposition Funding**

8 Each State Director has been delegated the authority to expend preposition
9 funding for prepositioning activities in amounts determined by the BLM Fire
10 Leadership Team. This discretionary preposition funding authorization can be
11 expended for appropriate preposition activities (according to the criteria
12 established for National Preposition Funding) without approval from the AD,
13 FA.

14 Each state will establish a process to document requests and approvals, and
15 maintain information in a file.

16 **BLM Fire Training and Workforce Development**

17 **BLM Fire Training and Workforce Development Program**

18 The BLM National Fire Training and Workforce Development Program is
19 located at NIFC and works for the BLM Chief, Preparedness/Suppression
20 Standards. The program develops the wildland firefighting workforce through
21 qualification standards, training standards, and workforce development
22 programs in support of BLM fire management.

23 ***BLM Standards for Fire Training and Workforce Development***

24 The BLM Fire Training and Workforce Development Program, in coordination
25 with the BLM Fire Operations Group and the BLM Fire Training Committee, is
26 responsible for publishing the *BLM Standards for Fire Training and Workforce*
27 *Development*. The *BLM Standards for Fire Training and Workforce*
28 *Development* provides fire and aviation training, qualifications, and workforce
29 development program management direction. This document is available at
30 https://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.

31 Personnel hired by the BLM must meet requirements established in the position
32 description. If the position description requires Incident Command System
33 qualifications, only qualifications and minimum requirements specified in the
34 NWCG Wildland Fire Qualifications Systems Guide (PMS 310-1) will be
35 applied as selective factors and/or screen-out questions. To avoid reducing
36 candidate pools, BLM-specific requirements that are supplemental to the PMS
37 310-1 may not be used as selective placement factors/screen-out questions.
38 Supplemental BLM-specific training or qualification requirements may only be
39 used as selective factors and/or screen-out questions when requested and

1 justified by the selecting official, and approved by human resources. Impacts to
 2 the candidate pool must be addressed in the justification. As with all other BLM
 3 or DOI-specific training/experience requirements (e.g., Do What's Right
 4 training, purchase card training) that newly hired employees from other agencies
 5 may not have, the supervisor and IQCS certifying official are responsible for
 6 reconciling that employee's training and IQCS record after the employee has
 7 entered on duty. This may be accomplished by providing additional
 8 training/experience or by manually awarding competencies as per established
 9 IQCS protocol.

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

11 **Administratively Determined (AD) and Emergency Firefighters (EFF)**

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Defensive Driving (If operating GOV, including rental or leased, vehicle for official purposes.)	- Prior to operating motor vehicle for official purposes. - Once every three years.	- DOI Learn or Instructor- led - Unit Safety Manager
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.	- Instructor-led - Unit Safety Manager

12 **Agency Permanent, Career Seasonal, and Temporary Firefighters**

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Safety Orientation	- Once	- Instructor-led - Supervisor
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, SMKJ, Engine Crew)	- Instructor-led - Unit Safety Manager

Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Defensive Driving	<ul style="list-style-type: none"> - Prior to operating motor vehicle for official purposes - Once every three years 	<ul style="list-style-type: none"> - DOI Learn or Instructor-led - Unit Safety Manager
First Aid/ Cardiopulmonary Resuscitation (CPR)	<ul style="list-style-type: none"> - Upon initial employment - Every 3 years or per certifying authority 	<ul style="list-style-type: none"> - Instructor-led - Unit Safety Manager
HAZMAT - First Responder Awareness Level	<ul style="list-style-type: none"> - Upon initial employment - Annually 	<ul style="list-style-type: none"> - Instructor-led - Unit Safety Manager
<i>USGS Hazard Communications – GHS</i>	<ul style="list-style-type: none"> - Upon initial employment 	<ul style="list-style-type: none"> - Instructor-led, DOI Learn - Unit Safety Manager, Unit Hazardous Materials Coordinator
Do What's Right/EEO/ Diversity	<ul style="list-style-type: none"> - Annually 	<ul style="list-style-type: none"> - Instructor-led, DOI Learn, or as determined by EEO Manager - FMO (Do What's Right) - EEO Manager

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

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

2 All regular drivers of specialized vehicles (e.g., engines, water tenders, crew
3 carriers, fuel tenders, helicopter support vehicles) must complete BL-300 *Fire*
4 *Vehicle Driver Orientation* (initially) and RT-301 *Fire Vehicle Driver Refresher*
5 *Training* (annually). Course materials are available at the BLM Fire Training
6 website at https://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.

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

10 **BLM Firefighter Mandatory Physical Fitness Standards**

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

1 Employees serving in wildland fire positions that require a fitness rating of
2 arduous as a condition of employment are *required* to perform physical fitness
3 conditioning for one hour of duty time each work day. Special exceptions such
4 as being assigned to an incident, travel status, injuries, details, etc., may be
5 granted. BLM employees wholly funded by fire preparedness and/or fuels who
6 maintain a fitness rating of arduous may be *authorized* one hour of daily duty
7 time for physical fitness conditioning. Participation will be negotiated with the
8 employee's supervisor. Employees serving in positions that require a fitness
9 rating of moderate or light may be authorized up to three hours per week.

10 Units will maintain a fitness program that ensures BLM firefighters will possess
11 the physical ability to perform the duties of their positions safely and effectively
12 while ensuring compliance with the requirements of the Work Capacity Test
13 (WCT).

14 Information on the WCT and the DOI MSP is located in Chapter 13 of this
15 publication. Fitness and conditioning information may be found at
16 <https://www.nifc.gov/FireFit/index.htm>.

17 **BLM National Fire Operations Fitness Challenge**

18 The BLM national fire operations fitness challenge encourages and recognizes
19 achievement in physical fitness by BLM firefighters. The fitness challenge
20 provides a common system by which BLM firefighters can measure current
21 fitness, establish fitness goals, and track fitness improvement. The fitness
22 challenge is voluntary, but BLM firefighters are encouraged to participate and,
23 at a minimum, meet the level 1 achievement. The fitness challenge tests
24 participants in four basic exercises: push-ups, pull-ups, sit-ups and a timed run
25 of either 1.5 or 3.0 miles. Test results are compiled into a final overall score.
26 Unit and state offices are encouraged to support and recognize achievement in
27 firefighter fitness. The BLM FA Division of Fire Operations will recognize high
28 achievers annually. Specific information on the fitness challenge, the points
29 chart, and the score sheet are located in the Toolbox section of the BLM Fire
30 Operations Website.

31 Achievement levels:

- 32 • Level 1: 100 points, minimum 20 points per event
- 33 • Level 2: 100 points, minimum 25 points per event
- 34 • Level 3: 200 points, minimum 25 points per event
- 35 • Level 4: 300 points, minimum 25 points per event
- 36 • Level 5: 400 points (maximum score)

1 Scoring:

Points	3-mile Run	1.5-mile Run	Pull-ups (3 minutes)	Push-ups (3 minutes)	Sit-ups (3 minutes)
20	26:43	11:40	6	23	36
25	25:20	11:00	7	25	40
50	22:30	9:30	10	35	60

2 **Interagency Fire Program Management Standards**

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

- 6 • Establishes minimum qualifications standards for 12 key fire management
 7 positions. These standards include 1) basic requirements, 2) specialized
 8 experience requirements, 3) NWCG incident management qualifications, 4)
 9 additional required training.
- 10 • Provides a “complexity rating for program management” table, which is
 11 used to determine overall complexity of the unit-level fire program. This is
 12 used because qualification standards for some of the 12 identified positions
 13 are tied to fire program complexity.

14 State- and unit-level fire managers should consult human resources officials and
 15 apply the IFPM Standard as appropriate. IFPM information is located at:

16 <https://www.ifpm.nifc.gov>.

17 **BLM Hand Crews**

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

- 19 • **Language** – CRWB and FFT1: must be able to read and interpret the
 20 language of the crew as well as English.
- 21 • **Flight Weight** – 5,300 pounds.
- 22 • **Personal gear** – Sufficient for 14-day assignments.
- 23 • **Physical fitness** – Arduous, all positions.
- 24 • **Required Equipment and PPE** – Fully equipped as specified in the
 25 *Interagency Standards for Fire and Fire Aviation Operations*.

1 BLM Hand Crew Standards by Type

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Crew Size	Minimum 20 Maximum 25	Minimum 18 Maximum 20	Minimum 18 Maximum 20	Minimum 5 Maximum 10
Leadership Qualifications	1 Supt. 1 Asst. Supt. 3 Squad Leaders 2 Senior Firefighters (FFT1) or 1 Supt. 2 Asst. Supt. 2 Squad Leaders 2 Senior Firefighters (FFT1)	1 CRWB 3 ICT5	1 CRWB 3 FFT1	1 SRB/ICT5 2 FFT1
Fireline Capability	Initial Attack – Can be broken up into squads, fireline construction, complex firing operations (backfire)	Initial Attack – Can be broken up into squads, fireline construction, firing to include burnout	Initial Attack – Fireline construction, firing as directed	Operates as a single module w/T5 command capability
Language Requirement	All senior leadership including Squad Leaders and higher must be able to read and interpret the language of the crew as well as English.	Same as Type 1	Same as Type 1	Same as Type 1
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
Full-Time Organized Crew	Yes (work and train as a unit 40 hours per week)	No	No	No

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
Crew Utilization	National Shared Resource	Local unit control	Local unit control	Local unit control
Communication	8 programmable handheld radios 1 programmable mobile radio in each truck	4 programmable handheld radios	4 programmable handheld radios	2 programmable handheld radios
Sawyers	4 FAL2, 50% of crew FAL3	3 FAL3	None	2 FAL3
Training	As required by the <i>Standards for Interagency Hotshot Crew Operations</i> or agency policy prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.	Basic firefighter training or once red carded, 4 hours annual fireline refresher training prior to assignment.	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 recommended	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended
Maximum Weight	5,300 lbs	5,300 lbs	5,300 lbs	N/A
Dispatch Availability	Available Nationally	Available Nationally	Variable	Variable
Production Factor	1.0	.8	.8	Variable
Transportation	Own transportation	Need transportation	Need transportation	Own transportation
Tools and Equipment	Fully equipped	Not equipped	Not equipped	Variable
Personal Gear	Arrives with crew first aid kit, personal first aid kit, headlamp, 1-qt canteen, web gear, sleeping bag.	Same as Type 1	Same as Type 1	Same as Type 1

Crew Type	Type 1 IHC	Type 2 IA	Type 2	Fire Suppression Module
PPE	All standard designated fireline PPE	Same as Type 1	Same as Type 1	Same as Type 1
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	N/A

1 **BLM Interagency Hotshot Crews (IHCs)**

- 2 BLM IHCs will meet all requirements found in the *Standards for Interagency*
3 *Hotshot Crew Operations (SIHCO)* and the *Interagency Standards for Fire and*
4 *Fire Aviation Operations* while providing a safe, professional, mobile, and
5 highly skilled hand crew for all phases of fire management and incident
6 operations.

7 **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
	Ruby Mountain	Elko
OR	Vale	Vale
UT	Bonneville	Salt Lake City

8 **BLM IHC Annual Crew Mobilization**

- 9 Prior to becoming available for mobilization, each BLM IHC will complete the
10 BLM Hotshot Crew Preparedness Review Checklist (#18) and the Annual IHC
11 Mobilization Checklist (SIHCO, Appendix C). The IHC Superintendent,
12 supervising fire management officer, and supervising agency administrator will

1 complete both checklists. Completed and signed checklists will be sent to the
2 State Fire Management Officer for concurrence. Upon concurrence, the State
3 Fire Management Officer will notify the appropriate Geographic Area
4 Coordination Center and the Branch Chief, Preparedness and Suppression
5 Standards (FA-320) of crew status, and provide copies of the BLM Hotshot
6 Crew Preparedness Review Checklist (#18) and the Annual IHC Mobilization
7 Checklist (SIHCO, Appendix C) to each.

8 **Establishing or Converting BLM IHC**

9 BLM state directors must request approval from the AD FA prior to beginning
10 the process to establish a new BLM IHC or to convert a current Type 2 or Type
11 2 IA crew to an IHC. Upon approval from AD FA, BLM states will follow the
12 Crew Certification Process as outlined in the SIHCO, Chapter 5. The IHC
13 certification process will be coordinated with FA-300.

14 **BLM IHC Decertification and Recertification**

15 Changes to crew qualifications and capabilities should be closely examined by
16 the superintendent to ensure that all requirements contained in the SIHCO are
17 met. Any BLM IHC that is unable to meet the minimum requirements will be
18 placed in Type 2 IA status until the requirements can be met. Exceptions to the
19 requirements must be requested by the State Fire Management Officer (for IHCs
20 based in the Eastern and Southern Geographic Areas, the request must be made
21 by the State Director, Eastern States), and may be granted on a case-by-case
22 basis by the Chief, Division of Fire Operations (FA-300).

23 Short-term inability to meet the requirements may not necessarily require
24 recertification, but will require completion of the Annual IHC Mobilization
25 Checklist (SIHCO, Appendix C) and concurrence from the Branch Chief,
26 Preparedness and Suppression Standards before regaining IHC status. Longer-
27 term or more significant failures to meet the requirements may require the full
28 recertification process as stated in the SIHCO, with oversight from the Division
29 of Fire Operations.

30 **BLM IHC Size**

31 Standard crew size is 20-22 with a maximum of 25. For national mobilization,
32 BLM IHCs will have a minimum of 18 personnel. BLM IHC superintendents
33 will obtain prior approval from the respective GACC when the assignment
34 requires fixed wing transport of an IHC with more than 20 personnel.

35 **BLM IHC Status Reporting System**

36 BLM IHCs will utilize the National IHC Status Reporting System to report
37 availability, assignment status, and unavailability periods. Refer to Chapter 13
38 for instructions on how to report.

1 **BLM IHC Training and Qualification Requirements**

Position	NWCG Qualification	Fire Training
Firefighter	FFT2	IS-700 <i>NIMS: An Introduction</i> ICS-100 <i>Intro to ICS</i> S-130 <i>Firefighter Training</i> S-190 <i>Intro to Wildland Fire Behavior</i> L-180 <i>Human Factors in the Wildland Fire Service</i>
Senior Firefighter	FFT1	All the above plus: S-211 <i>Portable Pumps and Water Use</i> S-212 <i>Wildland Fire Chain Saws</i> S-131 <i>Firefighter Type 1</i> S-270 <i>Basic Air Operations</i>
Squad Leader	ICT5 CRWB ¹	All the above plus: IS-800 <i>NRF: An Introduction</i> ICS-200 <i>Basic ICS</i> S-215 <i>Fire Operations in the WUI</i> S-230 <i>Crew Boss (Single Resource)</i> S-234 <i>Ignition Operations</i> S-260 <i>Interagency Incident Business Management</i> S-290 <i>Intermediate Wildland Fire Behavior</i> L-280 <i>Followership to Leadership</i>
Assistant Superintendent or Captain	STCR or TFLD CRWB ICT4	All the above plus: ICS-300 <i>Intermediate ICS</i> S-200 <i>Initial Attack IC</i> S-330 <i>Task Force/Strike Team Leader</i> S-390 <i>Introduction to Wildland Fire Behavior Calculations</i> L-380 <i>Fireline Leadership</i> M-410 <i>Facilitative Instructor or equivalent</i>
Superintendent	TFLD ICT4 FIRB	All the above

¹CRWB will be required for BLM IHC Squad Leaders on January 21, 2018.

2 **BLM Fire Suppression Modules**

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

1 BLM Fire Suppression Module Mobilization

2 BLM Fire Suppression Modules will be statused, tracked, and mobilized in the
3 ROSS system using the resource identifier “Module, Suppression.”

4 BLM Wildland Fire Modules

5 Refer to Chapter 13.

6 BLM Engines

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

12 BLM Engine Ordering

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

21 BLM Engine Typing

22 BLM engines are typed according to interagency standards as established by
23 NWCG. See Chapter 14 for engine typing standards.

24 BLM Engine Minimum Staffing Requirements

25 All BLM engines will meet these staffing standards on every fire response:

- 26 • BLM engines operating with five or more personnel will always have a
27 fully qualified ENOP (other than the Engine Boss). The Engine Boss must
28 be qualified as ICT4;
- 29 • BLM engines operating with four personnel will always have an FFT1
30 (other than the Engine Boss). The Engine Boss must be qualified as ICT5;
- 31 • BLM Engines operating with three or fewer personnel must have an Engine
32 Boss qualified as ICT5 or higher; and
- 33 • Chase vehicles are considered part of the engine staffing.

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

BLM WCF Vehicle Class	NWCG Type Class	Engine Boss	Engine Operator	Engine Crewmember
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	3, 4	1		2
668 Super-heavy Engine ¹	3, 4	1	1	1
668 Super-heavy Tactical Tender ¹	2 (Tender)	1		1
669 Tactical Water Tender	1, 2 (Tender)		1	1
669 Non-Tactical Water Tender ²	1, 2, 3 (Tender)	See footnote 2 below	See footnote 2 below	See footnote 2 below

¹All WCF class 668 super-heavy engines will be minimally staffed as Type 3 or 4 engines with an Engine Boss, Engine Operator, and Engine Crewmember. All WCF class 668 super-heavy tactical water tenders (2 seats, Tatra chassis, volume pump rated at 250 GPM and 150 PSI or better) will be minimally staffed with an Engine Boss and an Engine Crewmember.

²A WCF class 669 non-tactical water tender may be staffed with a crew of one driver/operator when it is used in a support role as a fire engine refill unit or for dust abatement. These operators do not have to pass the Work Capacity Test (WCT), but are required to take annual refresher training, and possess a CDL with tank endorsement and air brake endorsement (if applicable).

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

7 **BLM Engine Training and Qualification Requirements**

- 8 BLM has established additional training and qualification requirements for
- 9 Engine Operator (ENOP) and Engine Boss (ENGB). These additional
- 10 requirements are as follows:

Fireline Position	Required Qualifications and Training
Engine Crewmember	IS-700 <i>NIMS: An Introduction</i> ICS-100 <i>Introduction to ICS</i> L-180 <i>Human Factors in the Wildland Fire Service</i> S-130 <i>Firefighter Training</i> S-190 <i>Introduction to Wildland Fire Behavior</i>
Engine Operator	Qualified as FFT1 PMS-419 <i>BLM Engine Operator Course</i> L-280 <i>Followership to Leadership</i> S-131 <i>Firefighter Type 1</i> S-211 <i>Portable Pumps and Water Use</i> S-212 <i>Wildland Fire Chain Saws</i> S-260 <i>Interagency Incident Business Management</i> S-290 <i>Intermediate Wildland Fire Behavior</i> RT-301 <i>BLM Fire Vehicle Driver Refresher - Annually</i>
Engine Boss	Qualified as ENOP and ICT5 ICS-200 <i>Basic ICS</i> S-215 <i>Fire Operations in the Wildland/Urban Interface</i> S-230 <i>Crew Boss (Single Resource)</i> S-290 <i>Intermediate Wildland Fire Behavior</i>

1 **BLM Engine Driver Requirements**

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

4 WCF class 650 and 668 vehicle drivers are required to complete *WCF Class 650*
5 *and 668 Driver and Maintenance Training* (once). *WCF Class 650 and 668*
6 *Driver and Maintenance Training* may be conducted at the unit/zone/state level
7 utilizing qualified and experienced 650 and 668 operators, with prior approval
8 and oversight by the NFEP. The NFEP maintains a list of qualified cadre
9 members to assist as needed. NFEP staff are available as unit instructors; the
10 hosting unit is responsible for course coordination.

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

13 Equivalent courses that satisfy driver training requirements, such as the National
14 Safety Council sanctioned *Emergency Vehicle Operator Course* (EVOC), will
15 be approved in writing by the Division Chief, Fire Operations, FA on a case-by-
16 case basis.

17 BLM engine driver training satisfies the Bureau requirement for 4X4 driver
18 training stated in H-1112-1, Chapter 15.

1 **BLM Smokejumpers**

2 BLM Smokejumpers operate in teams of 2-8 firefighters and are used primarily
3 for wildfire suppression, fuels reduction, and other fire management duties.
4 They are capable of performing self-contained initial attack suppression
5 operations, and commonly provide incident management capability at the Type
6 3 level. BLM Smokejumpers provide personnel to Type 1 and Type 2 incidents
7 as command and general staff or other miscellaneous single resource. The
8 primary locations of the BLM smokejumper bases are Boise, Idaho and
9 Fairbanks, Alaska.

10 **BLM Smokejumper (SMKJ) Operations**

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

16 **BLM Smokejumper Mission**

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

23 **BLM Smokejumper Coordination and Dispatch**

24 Smokejumpers are a national shared resource and are ordered according to
25 geographic area or national mobilization guides. The operational unit for
26 Smokejumpers is “one load” (6-10 smokejumpers). Specific information on the
27 coordination, dispatch, ordering, and use of BLM smokejumpers can be found in
28 the *BLM Great Basin Smokejumpers User Guide*, and in the *Alaska Geographic*
29 *Area Coordination Center Mob Guide*. Contact BLM smokejumpers in Boise at
30 (208) 387-5426 or in Alaska at (907) 356-5540 for these publications.

31 **BLM Ram-Air Parachute System Management**

32 The BLM has exclusive authority for all aspects of BLM Ram-Air parachute
33 system management and operations. This includes:

- 34 • System Changes and Modifications – All BLM Ram-Air parachute system
35 modifications, research, and development will be documented and approved
36 using the BLM Smokejumper Modification Document (MODOC) System.
- 37 • Ram-Air Training – All smokejumpers utilizing the BLM Ram-Air
38 Parachute system will adhere to the training processes and procedures in the
39 *BLM Ram-Air Training Manual*.
- 40 • Malfunction Abnormality and Reporting System (MARS) – The MARS is a
41 BLM smokejumper system used to report and document malfunctions and

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

27 **BLM Smokejumper Aircraft**

28 BLM Smokejumpers use aircraft approved by the Interagency Smokejumper
29 Aircraft Screening and Evaluation Subcommittee (SASES). All aviation
30 operations will be performed according to agency policies and procedures. BLM
31 Smokejumper-specific aviation standards are identified in the *BLM*
32 *Smokejumper Air Operations Manual*.

33 **BLM Smokejumper Training**

34 To ensure proficiency and safety, smokejumpers complete annual training in
35 aviation, parachuting, fire suppression, administration, and safety. Experienced
36 jumpers receive annual refresher training in these areas. First-year
37 smokejumpers undergo a rigorous 4-5 weeks long smokejumper training
38 program.

39 Candidates are evaluated to determine:

- 40 • Level of physical fitness
- 41 • Ability to learn and perform smokejumper skills
- 42 • Ability to work as a team member

- 1 • Attitude
- 2 • Ability to think clearly and remain productive in a stressful environment

3 **BLM Smokejumper Training and Qualification Targets**

Position	IQCS Target	Smokejumper Training Target
Department Managers	T1 and T2 C&G	
Spotter	ICT3, DIVS, ATGS RXB2, SOFR	
Senior Smokejumper	STLD, TFLD	Senior Rigger, FOBS
Smokejumper	ICT4, CRWB, FIRB	FEMO
Rookie Smokejumper	ICT5	

4 **BLM Smokejumper Jump Proficiency Guideline**

5 To ensure proficiency and safety, it is the goal of BLM smokejumpers to
 6 perform a training or operational jump every 14 days. A longer duration time
 7 period between jumps can occur due to fire assignments or other duties.
 8 Guidelines for managing gaps between jumps beyond 14 days are included in
 9 the BLM Ram-Air Training Manual. Funding for currency and/or training jumps
 10 are included in the home unit's normal preparedness budgets. Units hosting
 11 contingents or spike bases will not be charged for any proficiency jump or
 12 related activities.

13 **BLM Smokejumper Physical Fitness Standards**

14 The BLM smokejumper physical fitness standards are mandatory. All BLM
 15 smokejumpers must pass the BLM smokejumper physical fitness standards in
 16 order to participate in smokejumper parachute training.

BLM Smokejumper Physical Fitness Standards
(Two options)*: A. 1.5-mile run in 10:47 minutes or less, or B. 3-mile backpacking with a 110-pound load within 65 minutes.
30 push-ups
6 pull-ups
Arduous Work Capacity Test

* Both options of this element are tested during smokejumper rookie training.

1 Retesting

2 Retesting criteria include:

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

13 BLM Exclusive Use Helitack Crews

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

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

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 table in Chapter 16. Each functional
26 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 (BLM helicopters operated in Alaska need
30 only be staffed with a qualified Helicopter Manager).

31 The host unit is also responsible for providing administrative support, and
32 *Interagency Helicopter Operations Guide (IHOG)* specified equipment,
33 vehicles, and facilities for their Helitack Crews and any other associated
34 specialized equipment.

1 **BLM Exclusive Use Helicopter Locations**

State	Location	NWCG Type
AK	Fairbanks	2 (4 ea.), 3 (3 ea.)
AZ	Wickenburg	3 (shared with MT)
CA	Apple Valley	2
	Ravendale	3
CO	Rifle	3
ID	Boise	2
	Twin Falls	2
MT	Lewistown	3 (shared with AZ)
	Miles City	3
NV	Elko	3
	Ely	3
	Las Vegas	3
OR	Burns	2
	Lakeview	2
	Vale	3
UT	Moab	3
	Salt Lake City	3
	St. George	3
WY	Rawlins	3

2 **Target (Desired) Exclusive Use Helitack Crew Qualifications and**
3 **Composition**

4 The following chart indicates **target** IQCS qualifications for BLM exclusive use
5 helitack crews. These targets are NOT required, but provide direction for
6 increased program capabilities. This chart does not replace the minimum
7 requirements specified in Chapter 16.

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
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

1 **Management Actions for Noncompliant Remote Automatic Weather**
2 **Stations (RAWS)**

3 Fire managers must be cognizant that all RAWS will not be 100% compliant
4 with standards established in the *Interagency Wildland Fire Weather Station*
5 *Standards and Guidelines* (NWCG PMS 426-3) at all times. Furthermore, even
6 when RAWS are fully compliant and operational, RAWS data should be used
7 only in conjunction with other predictive services and fireline data sources in
8 fire management decision making, particularly at the tactical level.

- 9
- 10 Fire managers must monitor RAWS status and recognize when a station is
11 noncompliant. Noncompliant stations are broadly categorized as follows:
- 12 • *Inoperative station.* This station is noncompliant but poses no danger of
13 providing inaccurate weather data because it is not transmitting data.
 - 14 • *Operating station that has exceeded the required maintenance cycle.* These
15 stations are identified in the weekly “Wildland Fire Management
16 Information (WFMI) weather Noncompliance Report,” which is widely
17 distributed by email and available at <https://raws.fam.nwcg.gov/nfdrs.html>.
18 Although transmitted data may be accurate, noncompliance means the data
19 should not be trusted.
 - 20 • *Operating station that transmits data outside of NWCG PMS 426-3*
21 *standards due to faulty sensors or components.* These stations are most
22 easily identified by local users who are familiar with environmental trends
23 and conditions and can recognize data that seems abnormal or clearly
24 unrepresentative of current conditions. This usually indicates faulty sensors
25 or components.

26 When noncompliant RAWS are identified or suspected, fire managers should
27 implement the following hazard mitigation actions to expedite RAWS repair and
28 to reduce risk to fire personnel:

- 1 • Contact the RAWS Help Desk (208-387-5475 or rawshelp@blm.gov).
 - 2 Identify the station and discuss troubleshooting steps or schedule the
 - 3 necessary repairs. If there are trained personnel in the local area, the Help
 - 4 Desk may be able to ship the required parts and coordinate the repairs via
 - 5 phone. If a professional technician needs to make a site visit, provide a local
 - 6 individual to assist, and use this opportunity to provide training for local
 - 7 personnel.
 - 8 • Ensure that appropriate personnel and organizations know which stations
 - 9 are out of compliance, and which sensors are affected, if possible. Direct
 - 10 them to alternative weather data sources if possible.
 - 11 • Use nearby compliant RAWS if available.
 - 12 • Based on local knowledge of specific RAWS problems (e.g., which sensor
 - 13 is out of compliance), separate reliable data from unreliable data.
 - 14 • Consider using data from belt weather kit readings, other portable device
 - 15 observations, Predictive Services or National Weather Service offices, or
 - 16 non-fire weather sources such as airports.
- 17 Fire managers should ensure that locally held portable RAWS are compliant
- 18 prior to use; noncompliant portable RAWS will not be activated for data
- 19 processing via WFMI-weather.

20 **Sage Grouse Conservation Related to Wildland Fire**

21 Firefighter and public safety has been, and continues to be, the BLM's highest

22 fire management priority. Protecting, conserving, and restoring sage-grouse

23 habitat is BLM fire management's highest natural resource objective.

24 The BLM's management responsibilities include taking actions on public lands

25 to control and manage wildfire and invasive plants in order to protect, conserve,

26 and restore sage-grouse habitat. The BLM's goal is to limit acres burned and

27 damaged within and adjacent to sage-grouse habitat. The BLM will meet this

28 goal through the certain management actions, including those involving

29 renewable resource authorizations, fuels management, fire operations, and

30 emergency stabilization prioritization. The BLM will place a high priority on

31 treatments that will aid fire suppression and reduce fire threats within and

32 adjacent to sage-grouse habitat. The following provides guidance to convey

33 leader's intent while recognizing that not all of these actions and activities apply

34 to all affected offices and successful implementation may look different

35 throughout the BLM.

36 Prior to, during, and following wildland fires, BLM field offices will:

- 37 • Protect, conserve, and restore sage-grouse habitat.
- 38 • Strive to maintain and enhance resilience of sage-grouse habitat.
- 39 • Foster existing relationships with partners and develop new cooperative
- 40 relationships that will help bolster BLM capacity to protect sage grouse
- 41 habitat.

- 1 With regard to fire operations in sage grouse habitat, BLM field offices will:
- 2 • Prioritize firefighter and public safety including following our “Standard
 - 3 Firefighting Orders,” mitigate any “Watch-Out Situations,” and apply the
 - 4 principles of Lookouts, Communications, Escape Routes, and Safety Zones
 - 5 on all fire assignments.
 - 6 • Maintain a strong and proactive preparedness capability when conditions
 - 7 indicate potential for multiple ignitions and large fire growth.
 - 8 • Maintain situational awareness during suppression resource drawdown
 - 9 levels under multiple ignition and large fire growth conditions.
 - 10 • Boost suppression capability in critical sage grouse habitat when severe fire
 - 11 weather conditions are predicted.
 - 12 • Generate interest in local residents and public land users becoming a trained
 - 13 and equipped fire response force to work in concert with existing partners.
 - 14 • Expand the use of Rangeland Fire Protection Association (RFPA) or
 - 15 Volunteer Fire Department (VFD) suppression resources.
 - 16 • Continue and expand efforts to train and use local, non-federal agency
 - 17 individuals as liaisons in wildland fire detection and suppression operations.
- 18 The Fire and Aviation Directorate conducts large fire assessments for wildfires
- 19 occurring in sage grouse habitat. Large fire assessments evaluate preparedness
- 20 actions taken prior to large fire occurrence and response actions taken when
- 21 large fires occur. These assessments will:
- 22 • Provide proactive feedback to State Directors, District Managers, and Fire
 - 23 Management Officers by identifying areas for improvement, successes, and
 - 24 best management practices;
 - 25 • Confirm compliance with *Secretarial Order No. 3336, Rangeland Fire*
 - 26 *Prevention Management, Restoration* and BLM IM-2015-016;
 - 27 • Minimally impact local units; and
 - 28 • Provide baseline data to inform state and national post-season reviews.
- 29 These assessments are NOT a review of fireline operations.
- 30 Reference FA IM-2016-021 for guidelines for determining when an assessment
- 31 should be considered.
- 32 A webpage containing updated maps, instruction memoranda, conservation
- 33 measures, best management practices, and spatial data pertaining to sage-grouse
- 34 for the fire and fuels management functions can be accessed at
- 35 <https://www.nifc.gov/fireandsagegrouse/>. Using locally-developed data to
- 36 supplement these resources is encouraged.

1 BLM Use of Wildland Fire Decision Support System (WFDSS)

2 In addition to WFDSS guidance in Chapter 11, the BLM has established the
3 following additional policy requirements for the WFDSS:

- 4 • Publishing decisions for initial attack fires in WFDSS is optional. All fires
5 which escape initial attack or are being managed for multiple objectives
6 require a published decision.
- 7 • Use of the web-based WFDSS application is required. If internet
8 connections or servers are unavailable, WFDSS documentation will be
9 completed using the “temporary WFDSS paper form” and entered into the
10 web-based application as soon as it becomes available.
- 11 • Minimum WFDSS documentation requirements are available at the BLM
12 Fire Operations website.
- 13 • State and field units will ensure that WFDSS Strategic Objectives and
14 Management Requirements reflect guidance contained in current Fire
15 Management Plans and Land/Resource Management Plans.
- 16 • BLM units may use the Spatial Fire Planning process in WFDSS if criteria
17 in Instruction Memorandum No. FA IM-2014-010 are met.
- 18 • BLM Agency Administrators must meet fire training requirements for
19 Agency Administrators, as specified in this chapter.
- 20 • BLM Agency Administrators will maintain WFDSS user profiles, allowing
21 them to approve wildfire decisions documented in WFDSS.
- 22 • BLM approvers of wildfire decisions documented in WFDSS are displayed
23 in the Department of the Interior (DOI) WFDSS Approval Requirements
24 Table in Chapter 11 of this document.
- 25 • Wildfire decisions, documented in WFDSS and approved by BLM Agency
26 Administrators, constitute awareness of estimated costs of all the courses of
27 actions (i.e., estimated final fire costs). This cost, shown in the WFDSS
28 Cost tab, will be developed from sources such as I-Suite, ICS-209
29 summaries, finance units within incident management teams, estimation
30 spreadsheets, or other sources.
- 31 • To facilitate effective wildfire management, *MS-1203* has been amended to
32 delegate authority to local managers to approve all wildfire decisions
33 regardless of cost thresholds. BLM District/Field Managers will approve
34 wildfire decisions for fires which:
 - 35 ○ Escape initial attack;
 - 36 ○ Are managed for multiple objectives; or
 - 37 ○ Exhibit high complexity due to one or more of the following: values at
38 risk, potential for growth, potential duration, or other factors requiring
39 Agency Administrator awareness.
- 40 • The BLM DM/FM is responsible for approval of wildfire decisions on
41 BLM-managed lands in Alaska.

- 1 • To ensure awareness of suppression expenditures at all levels, local agency
2 administrators will provide written notification to state directors or the
3 bureau director as cost thresholds (Chapter 11) are approached or reached.
- 4 • As approvers of WFDSS decisions, Agency Administrators will ensure that
5 periodic assessments are completed until the fire is declared out.
- 6 **Wildfire Decision Approval Process in Alaska for Non-BLM Lands**
- 7 • In *Department Manual 620 Chapter 2*, BLM is delegated the responsibility
8 to provide cost-effective wildland fire suppression services on DOI-
9 managed and Alaska Native lands. In this direction, BLM-Alaska Fire
10 Service (AFS) participates in the wildfire decision approval process for fires
11 on those lands.
- 12 • For fiscal purposes, The AFS Manager and AFS Fire Management Officers
13 serve as agency administrators for approving wildfire decisions documented
14 in WFDSS. Jurisdictional agencies are still responsible for identifying
15 strategic objectives, management requirements, and management
16 constraints.
- 17 ○ In addition to the Jurisdictional Agency Administrator, AFS Fire
18 Management Officers serve as agency administrators for fires less than
19 \$5 million.
 - 20 ○ In addition to the Jurisdictional Agency Administrator, the AFS
21 Manager serves as an agency administrator for fires \$5 million and
22 greater.
 - 23 ○ To ensure awareness of suppression expenditures at all levels, the AFS
24 Manager will provide written notification to the state director or the
25 bureau director as cost thresholds (Chapter 11) are approached or
26 reached.

27 **BLM Global Positioning System (GPS) Datum and Coordinate Format**
28 **Standard**

29 To ensure safe and efficient suppression operations, all BLM fire resources will
30 use a standard GPS datum and latitude/longitude (coordinate) format when
31 communicating GPS references. The standard datum is WGS84, and the
32 standard coordinate format is Degrees Decimal Minutes (DDM). For other
33 activities (e.g., mapping, fire reporting, planning) agency standards will apply.

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1 **Chapter 3**
2 **National Park Service Program Organization and**
3 **Responsibilities**

4 **Introduction**

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

11 **Agency Administrator Roles**

12 **Director**

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

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

20 **Regional Director**

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

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

27 **Park Superintendent**

28 The Park Superintendent is responsible to the Regional Director for the safe and
29 efficient implementation of fire management activities within their unit,
30 including cooperative activities with other agencies or landowners in accordance
31 with delegations of authorities. The Park Superintendent or principal acting will
32 meet the required elements outlined in the *Management Performance*
33 *Requirements for Fire Operations*.

1 **Agency Administrator Management Performance Requirements for Fire**
 2 **Operations**

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
1. Take necessary and prudent actions to ensure firefighter and public safety.	X	X	X
2. 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.	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
4. Provide a written Delegation of Authority 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 Delegation of Authority 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 Delegation of Authority will specify multi-agency coordination (MAC) group authorities.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
5. 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 parks 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.)			X
6. 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.	X	X	X
7. Develop fire management standards and constraints that are in compliance with agency fire policies.		X	X
8. Ensure compliance with the collection, storing, and aggregation of Wildland Fire Program Core geospatial data (http://share.nps.gov/firegis).			X
9. 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.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
10. 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.			X
11. Ensure timely follow-up actions to program reviews, fire preparedness reviews, fire and fire aviation safety reviews, fire critiques and post-season reviews.	X	X	X
12. 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
13. Ensure an approved burn plan is followed for each prescribed fire project; technical review, <i>Prescribed Fire Go/No-Go Checklist</i> (PMS 486), and <i>Agency Administrator Ignition Authorization</i> (PMS 485) are completed; follow-up monitoring and documentation to ensure management objectives are met.		X	X
14. Meet annually with major cooperators and review interagency agreements to ensure their continued effectiveness and efficiency (may be delegated).		X	X
15. 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 Direte may delegate).		X	X
16. Provide management oversight by personally visiting wildland and prescribed fires each year.			X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
17. Provide incident management objectives, written delegations of authority and Agency Administrator briefings to Incident Management Teams. See Chapter 11, Agency Administrator Responsibilities.			X
18. Monitor wildfire potential and provide oversight during periods of critical fire activity/situations.	X	X	X
19. Ensures that resource advisors are identified, trained, available, and appropriately assigned to wildland fire incidents. Refer to <i>Resource Advisors Guide for Wildland Fire</i> PMS 313, NFES 1831, Jan 2004.			X
20. Convene and participate in annual pre- and post-season fire meetings.	X	X	X
21. 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
22. Ensure appropriate investigations are conducted for accidents (as defined in Chapter 18), entrapments, shelter deployments, and related events.	X	X	X
23. 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
24. Ensure the development of Published Decisions within WFDSS with local unit staff specialists for all fires that exceed initial attack or are being managed for multiple objectives, within the objectives and requirements contained in the Park's Fire Management Plan.	X	X	X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
25. Ensure there is adequate direction in fire management plans to identify fire danger awareness with escalating fire potential.			X
26. 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
27. 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
28. 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 Fire Management Staff Roles

2 National Office

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

9 Regional Office

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

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 The Superintendent annually shall provide and update the expectations of
 11 wildland fire program leaders by means of two instruments. One is a limited
 12 Delegation of Authority that encompasses the scope of duties outlined above.
 13 The other is an Inter-park Agreement for those cases where a Park Group FMO
 14 (or designee) handles defined duties on behalf of another NPS unit within the
 15 defined Park Group.

16 **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
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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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 prescribed fires declared wildfires.	X	X	X
13. Provide for and personally participate in periodic site visits to individual incidents and projects.	X	X	X
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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
17. Ensure the development of Published Decisions within WFDSS with local unit staff specialists for all fires that exceed initial attack or are being managed for multiple objectives, within the objectives and requirements contained in the Park's Fire Management Plan.		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
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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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
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

1 **Fire Management Leadership Board**

2 The Fire Management Leadership Board (FMLB) is established under the
3 authority of the Chief, Division of Fire and Aviation Management. The purpose
4 of FMLB is to provide leadership for the National Park Service (NPS) Wildland
5 Fire Management Program through strategic planning and coordination to
6 implement a safe and effective fire management program within the NPS. The
7 FMLB will:

- 8 • Develop and implement a Wildland Fire Management Strategic Plan and
9 Wildland Fire Policy;
- 10 • Facilitate integrating park, regional and national perspectives in support of
11 the Wildland Fire Strategic Plan and Wildland Fire Policy;
- 12 • Develop and recommend strategic direction for long-term NPS Wildland
13 Fire Management Program issues, policies, programs and systems,
14 including the role of the interagency community, to meet the NPS mission;
- 15 • Develop and recommend budget priorities to the Branch Chief, Wildland
16 Fire;
- 17 • Develop budget and financial management guidance and business rules for
18 the NPS Wildland Fire Management Program;
- 19 • Communicate with management and leadership regarding wildland fire
20 management program issues and needs;
- 21 • Promote/advocate integrating fire programs with other NPS programs; and
22 • Address recruitment/retention, succession planning and organizational
23 efficiency.

24 **Requirements for Fire Management Positions**

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

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

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

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

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

1 **Training**2 **Training for Park Superintendents**

3 The following training is required for park superintendents and their designated
4 actings:

- 5 • Fire Management Leadership (geographic or national)

6 The training should be completed within two years of appointment to a
7 designated management position to ensure that personnel who have oversight
8 responsibilities for the fire program have completed the Fire Management
9 Leadership course.

10 **Training for Fire Management Officers**

11 The following training is required for fire management officers:

- 12 • Fire Program Management (M-581).

13 **NPS Firefighters General Training Requirements**

14 The following training is required for agency permanent, career seasonal and
15 temporary firefighters:

Required Training	Initial Requirement/ Frequency	Completion Tracking Method	Reference
First Aid/ Cardiopulmonary Resuscitation (CPR)	<ul style="list-style-type: none"> • Upon initial employment. • Every 3 years or per certifying authority 	<ul style="list-style-type: none"> • Instructor-led • Unit Safety Manager 	RM-50B, Section 4
HAZMAT - First Responder Awareness Level	<ul style="list-style-type: none"> • Upon initial employment • Annually • Minimum of one hour online course initially and annually 	<ul style="list-style-type: none"> • Instructor-led • Unit Safety Manager • DOI Learn 	https://www.osha.gov/Publications/OSHA-2254.pdf Pg. 27
Annual Fireline Safety Refresher (RT-130)	<ul style="list-style-type: none"> • No minimum hourly requirement • Annually 	<ul style="list-style-type: none"> • IQCS 	RM-18 Ch. 10
Bloodborne Pathogens	<ul style="list-style-type: none"> • Annual for employees at increased risk due to assigned duties (i.e., IHC, helitack, WFM, engine crews) • Locally taught or DOI Learn 	<ul style="list-style-type: none"> • Instructor • DOI Learn 	RM-51 Ch. 5

1 Structural Fire and Hazardous Materials Response**2 Structural Fire Response Requirements (Including Vehicle, Trash, and
3 Dumpster Fires)**

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

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

20 Delegation of Authority**21 Delegation for Regional Fire Management Officers**

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

- 25 • Serves as the Regional Director's authorized representative on Geographic
26 Area Coordination Groups, including MAC groups.
- 27 • Coordinate and establish priorities on uncommitted fire suppression
28 resources during periods of shortages.
- 29 • Coordinate wildland fire planning, response, and evaluation region-wide.
- 30 • Relocate agency pre-suppression/suppression resources within the region
31 based on fire potential/activity.
- 32 • Correct unsafe fire suppression activities.
- 33 • Direct accelerated, aggressive initial attack when appropriate.
- 34 • Develop and maintain agreements to provide for the management, fiscal and
35 operational functions of combined agency operated facilities.
- 36 • Suspend prescribed fire activities when warranted.
- 37 • Give authorization to hire Emergency Firefighters in accordance with the
38 DOI Pay Plan for Emergency Workers.
- 39 • Approve emergency fire severity funding expenditures not to exceed the
40 Regional annual authority.

1 NPS Duty Officer (DO)

2 All Fire Management Officers are responsible to provide DO coverage during
3 any period of predicted incident activities. DO's responsibilities may be
4 performed by any individual with a signed Delegation of Authority from the
5 local Agency Administrator. The Duty Officer may be in a location remote from
6 the park, but will be familiar with local incident response procedures,
7 agreements and resources. The required duties for all DOs are:

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

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

21 Engine Operating Standards

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

25 Vehicle Color and Marking

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

34 Engine Module Standards

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

Type	Minimum Personnel	ENGB	FFT2 (Minimum Qualification)
3	3	1	2
4	3	1	2
5	2	1	1
6	2	1	1
7	2*	**	1

* At least one of which is FFT1 and ICT5 qualified

** An ENGB is required for mobilization

- 1 • Engines with four or more personnel assigned will always have a qualified
- 2 engine operator (ENOP) in addition to an ENGB.
- 3 • Additional personnel may be requested by the ordering unit and/or added by
- 4 the filling unit for mobilization.

5 **Lights and Siren Response**

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

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

- 15 1. All vehicles (command, engines, etc.) will be properly marked, equipped,
 16 and operated in accordance with state statutes, codes, permits and NPS
 17 requirements.
- 18 2. Drivers will complete training in the proper use of lights and siren response
 19 in accordance with National Fire Protection Association (NFPA)
 20 1451 Standard for a Fire Service Operations Training Program and 1002
 21 Standard for Fire Apparatus Operator/Driver Professional Qualifications, as
 22 well as any state requirements.
- 23 3. Instructors of lights and siren training must have successfully completed
 24 lights and siren training as part of a federal engine academy, and
 25 Emergency Vehicle Operators Course (EVOC) and a facilitative instructor
 26 course.
- 27 4. Drivers responding with emergency lights and sirens will be minimally
 28 qualified as engine operator.
- 29 5. Lights and sirens will meet NFPA and state code requirements.
- 30 6. Posted speed limits will be followed at all times, regardless of response
 31 type.

- 1 7. Drivers will stop at all controlled intersections (sign, light, traffic officer)
2 before proceeding; drivers will stop or reduce speed as circumstances
3 dictate prior to proceeding through any uncontrolled intersections.
- 4 8. Traffic light changing mechanisms (e.g., Opticons) will only be used under
5 formal written agreement with state and local governments. They will be
6 used only when they are necessary to create safe right-of-way through urban
7 high-traffic areas. All pertinent state and local statutes and procedures will
8 be adhered to.

9 **Vehicle Maintenance, Repairs and Replacement**

10 Daily preventative maintenance checks, regular servicing, and prompt repairs,
11 and lifecycle replacement are critical to providing mission readiness,
12 performance, and safe operation.

13 **Annual Safety Inspections, Scheduled Maintenance, and Daily Inspections**

14 It is required to complete and document annual safety inspections, regularly
15 scheduled preventative maintenance and daily (or pre-trip) inspections for all
16 NPS wildland fire vehicles. Annual safety inspections must be documented on
17 Form 1520-35. Regularly scheduled preventative maintenance, unscheduled
18 maintenance and repairs for interior owned (I-plate) vehicles is recorded in
19 FBMS. Daily inspections must be recorded in the FEMPR (Fire Engine
20 Maintenance Procedure and Record).

21 The cost of all vehicle repairs and maintenance is the responsibility of the
22 individual parks unless the damage is directly attributable to operations on a
23 wildfire. In that case, with approval from the IC, the damages may be paid for
24 under the fire's suppression account.

25 Wildland fire vehicles that are not operationally sound or have safety
26 deficiencies must not be put into service. In addition, vehicles that suffer from
27 mechanical or safety issues while en route or on assignment must be taken out of
28 service at the earliest opportunity in which it is safe to do so and must not be put
29 back into service until corrective action can be completed.

30 **Fixed Ownership Rates (FORs)**

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

35 **Equipment Bulletins and Equipment Alerts**

36 The NPS mirrors the Bureau of Land Management (BLM) two-level Equipment
37 Bulletin (EB) and Equipment Alert (EA) System. The purpose of the system is
38 to share accurate and timely information regarding potential equipment
39 problems and/or needed repairs. The EB is primarily intended to inform the

- 1 equipment users of recommendations for repairs, potential hazards, or general
- 2 information related to the overall maintenance, awareness, and safe operation of
- 3 fire equipment. The EA is time sensitive and addresses potentially serious
- 4 hazards or risks. The alert includes a specific action that the user must act upon.

- 5 Unexpected issues involving wildland fire vehicles which do not fall under other
- 6 types of wildland fire reviews and investigations and/or other applicable federal,
- 7 state or specific agency requirements must be reported. If an unexpected vehicle
- 8 issue warrants an EB or EA it is issued by the National Fire Equipment Program
- 9 Manager through the Operations Advisory Team and the Capital Equipment
- 10 Committee. Members of these groups must ensure the information reaches all
- 11 levels of the organization.

12 NPS Firefighter Target Physical Fitness Standards

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

Fitness Activity	Age 18-29	Age 30-39	Age 40-49	Age 50 and 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

- 17 The guide below may be used to adjust the 1.5-mile run times to compensate for
- 18 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

- 19 **National Fire Operations Fitness Challenge**
- 20 The national fire operations fitness challenge encourages and recognizes
- 21 achievement in physical fitness by NPS firefighters. The fitness challenge
- 22 provides a common system by which NPS firefighters can measure current
- 23 fitness, establish fitness goals, and track fitness improvement. The fitness
- 24 challenge is voluntary, but NPS firefighters are encouraged to participate. The
- 25 fitness challenge tests participants in four basic exercises - push-ups, pull-ups,
- 26 sit-ups and a timed run of 1.5 miles. Test results are compiled into a final overall
- 27 score. Unit and Regional offices are encouraged to support and recognize

1 achievement in firefighter fitness. Specific information on the fitness challenge
2 is located at
3 https://www.blm.gov/nifc/st/en/prog/fire/fireops/fitness_challenge.html.

4 **Wildland Fire Uniform Standards**

5 The Service-wide Uniform Program Guideline (DO-43) sets forth the service-
6 wide policies and associated legal mandates for wearing the NPS uniform and
7 for authorizing allowances to employees.

8 The guideline states that superintendents administer the uniform program within
9 their areas and are responsible for developing and communicating local uniform
10 and appearance standards in accordance with DO-43, determining who will wear
11 the uniform and what uniform will be worn and enforcing uniform and
12 appearance standards. Three options exist for uniforms for wildland fire
13 personnel:

- 14 • Within the context of the uniform standards, if the conventional NPS
15 uniform is identified at the local level as required for specified fire
16 management staff, fire program management funds may be used to support
17 uniform purchases in accordance with allowance limits identified in DO-43.
- 18 • While Nomex outerwear (i.e., shirts, trousers, brush-coats) routinely issued
19 as personal protective equipment has become recognized as the uniform of
20 the wildland firefighter as a matter of necessity, these apparel also have
21 justifiable utility as a uniform standard at the park level for certain fire
22 and/or ONPS base-funded wildland fire staff.
- 23 • When the conventional NPS uniform or the full Nomex outerwear is not
24 appropriate or justified, local management with park superintendent
25 approval may establish a predetermined dress code for fire staff. The goals
26 of the NPS uniform program can appropriately be applied (with common
27 sense) to this departure from the norm.
- 28 • The DOI Boot Policy is referenced in Chapter 7.
- 29 • The fire management officer is responsible for establishing a reasonable
30 allotment schedule for new or returning employees, commensurate with
31 supplies provided in previous seasons. A suggested per person issuance is
32 three to four tee shirts, one ball cap, and one sweatshirt (where appropriate).
33 \$100 would normally be adequate to cover costs of this issuance.

34 Where appropriate and justified, fire funds may be applied to the purchase of
35 100 percent cotton tee shirts, sweatshirts, and ball caps, with appropriate logo
36 and color scheme, to augment the Nomex outerwear worn in conjunction with
37 project or wildland fire management incidents. Nomex outerwear will usually be
38 returned to the park's fire cache based on the tour of duty (end of season,
39 transfer to another park, etc.).

40 Just as with uniform allowance discussed in DO-43, the intent of fire-funded
41 purchases is to defray the cost of the appropriate apparel, not necessarily to

- 1 cover the cost of all items. This will not only be factored into the quantities
- 2 deemed necessary for the individual, but would also preclude fire-funded
- 3 purchases of fleece jackets, rain gear and other personal items generally
- 4 considered the responsibility of those employees not covered by the NPS
- 5 uniform program. Exceptions to this should be well-justified and documented.

6 **Fire Management Credentials**

- 7 The NPS Fire and Aviation Management Credential Program is currently
- 8 suspended and undergoing a review.

9 **NPS Use of WFDSS**

- 10 1. The internet-based WFDSS will be the primary decision support
- 11 documentation platform for all NPS wildfires.
- 12 2. Minimum required documentation/data field entry for each fire will follow
- 13 system standards as described in Appendix N of the *Interagency Standards*
- 14 *for Fire and Fire Aviation Operations*.
- 15 3. Publishing decisions for initial attack fires in WFDSS is optional. All fires
- 16 which go into extended attack or are being managed for multiple objectives
- 17 will have a published decision in WFDSS.
- 18 4. NPS Superintendents or other designated approving officials must meet fire
- 19 training requirements as specified in this chapter.
- 20 5. NPS Superintendents or other designated approving officials will maintain
- 21 WFDSS user profiles (as appropriate), allowing them to approve wildfire
- 22 decisions in WFDSS.
- 23 6. Wildfire decisions, documented in WFDSS and approved by NPS Agency
- 24 Administrators, constitute awareness of estimated fire costs for the duration
- 25 of the fire. This cost, shown in the WFDSS Cost tab, will be developed
- 26 from sources such as I-Suite, ICS-209 summaries, finance units within
- 27 incident management teams, estimation spreadsheets, or other sources.
- 28 7. All incidents in WFDSS will accurately document the containment date,
- 29 control, and out date by the end of the calendar year.
- 30 8. To ensure awareness of suppression expenditures at all levels, Park
- 31 Superintendents will provide written notification to Regional Director or the
- 32 Chief, Division of Fire and Aviation as cost thresholds (Chapter 11) are
- 33 approached or reached.
- 34 9. As approvers of WFDSS decisions, NPS Superintendents or other
- 35 designated approving officials will ensure that periodic assessments are
- 36 completed until the fire is declared out.
- 37 10. Those fires burning on to NPS lands from another federal fire management
- 38 agency (Forest Service, Bureau of Land Management, Bureau of Indian
- 39 Affairs, or US Fish and Wildlife Service) should be entered by the
- 40 originating agency, not the NPS.
- 41 11. Wildfires burning on to NPS lands from state and local lands will be entered
- 42 into WFDSS by the receiving NPS unit, if they have not been entered by
- 43 another federal agency or State, with the true Point of Origin and Discovery

- 1 Date being entered. When these incidents are created in WFDSS, the
2 Responsible Unit Name at Point of Origin will not be the NPS. However,
3 the NPS will be selected as at least one of the Responsible Agency(s) in
4 addition to other.
- 5 12. Wildfires must be entered individually, not as complexes, into the WFDSS.
6 This is independent of the operational or financial management of a group
7 of fires as a complex, and regardless of them having a common course of
8 action.
- 9 13. Applicable fire-related resource management objectives and management
10 requirements from the NPS Management Policies, as well as from a park's
11 General Management Plan, Resource Management/Stewardship Plan, and
12 Fire Management Plan (FMP), will be input into the WFDSS. This
13 information will reflect the management objectives for wildland fire as
14 stated in the park's FMP and supporting NEPA documents.
- 15 14. Every wildland fire decision will consider the development of protection
16 objectives which also provide for safety of firefighters and the public and
17 minimize the loss of, and damage to, property, cultural and natural
18 resources.
- 19 15. WFDSS does not replace ICS-209 and Situation Reporting Systems. Parks
20 will continue to follow National, Geographic Area Coordination Center
21 (GACC), and/or local guidance for fire reporting within these systems.
- 22 16. Refer to Chapter 11 of the *Interagency Standards for Fire and Fire Aviation*
23 *Operations* for further guidance.

24 **National Park Service Specific Qualifications and Qualifications Exceptions**

25 Prescribed Fire Crewmember (RXCM): The National Park Service does not
26 recognize the RXCM position. NPS personnel functioning on prescribed fires
27 must meet qualification standards found in the NWCG PMS 310-1, *NIMS*
28 *Wildland Fire Qualification System Guide*.

1 **Chapter 4**
2 **U.S. Fish and Wildlife Service Program Organization and**
3 **Responsibilities**

4 **Introduction**

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

14 **Agency Administrator Roles**

15 **Director**

16 The Director of the Fish and Wildlife Service has overall responsibility for the
17 Service's Wildland Fire Management Program. The Director will ensure
18 regional fire management activities are formally evaluated.

19 **Chief, National Wildlife Refuge System**

20 The National Wildlife Refuge System under the Chief provides leadership for
21 the Wildland Fire Management Program. The National Wildlife Refuge System
22 also formally evaluates all regional fire activities as needed. The Assistant
23 Director of the National Wildlife Refuge System has delegated the authority to
24 approve the Service *Fire Management Handbook* and other fire related
25 handbooks as needed to provide guidance to the Chief, Branch of Fire
26 Management.

27 **Regional Director**

28 The Regional Director is responsible to the Director for fire management
29 programs and activities within their region. The Regional Director will meet the
30 required elements outlined in the *Management Performance Requirements for*
31 *Fire Operations* and ensure training is completed to support delegations to line
32 managers and principal acting's. The Regional Director ensures that Refuge
33 Managers/Project Leaders, and or Field Supervisors are qualified to approve
34 prescribed fire plans. Any prescribed fire that: 1) is converted to a wildfire; 2) is
35 issued a Notice of Violation for air quality; or 3) damages values off of Service
36 lands, must be reviewed. The appropriate level and scope of the review will be
37 determined by agency policy. The final review results shall be provided to the
38 Regional Director within 45 days of the incident out date. Regional Directors
39 will provide a written Delegation of Authority to the RFMC to represent the

1 region on the Geographic Multi-Agency Coordinating Group and other duties as
 2 described in this chapter under the heading “Delegation of Authority.”

3 **Regional Chief and Refuge Supervisors**

4 Regional Chiefs and Refuge Supervisors are delegated specific leadership
 5 responsibilities by the Regional Director. They provide oversight and direction,
 6 in coordination with, the Wildland Fire Management Program for the National
 7 Wildlife Refuge System. These responsibilities occur through established lines
 8 of authority as assigned by the Regional Director.

9 **Project Leader/Refuge Manager**

10 The Project Leader is responsible for the safe and efficient implementation of
 11 fire management activities within their unit, including cooperative activities with
 12 other agencies or landowners, in accordance with delegations of authorities. The
 13 Project Leader, or principal acting, will meet required elements outlined in the
 14 *Management Performance Requirements for Fire Operations* table below.

- 15 • If an Agency Administrator is absent during an incident, the Refuge
 16 Supervisor and RFMC will make an assessment of the Acting Agency
 17 Administrator’s capabilities and provide appropriate additional support. The
 18 Refuge Supervisor and RFMC will provide additional fire management
 19 support for the affected refuge as needed.

20 **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
2. Ensure use of fire funds is in compliance with department and agency policies.	X	X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
3. Attends the <i>Fire Management Leadership</i> course (geographic or national) or the Agency Administrator Training Workshop hosted by the Prescribed Fire Training Center (see agency policy) within two years of appointment to Refuge Manager/Project Leader, unless there have been no wildfire or prescribed fires recorded in the last 10 years within the complex/refuge. Ensures that personnel assigned oversight responsibilities for the fire program have completed the <i>Fire Management Leadership</i> course.	X	X	X	X
4. Review critical operations and safety policies and procedures, including Interagency Fire Program Management Qualifications Guide and <i>Interagency Standards for Fire and Fire Aviation Operations</i> “Red Book” with fire and fire aviation personnel.		X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
<i>Program Management</i>				
5. Provide a written Delegation of Authority to Zone 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	X
6. 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
7. Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires, and near misses as described in Chapter 18.	X	X	X	X
8. Annually update and review the FWS Line of Duty Death Response Handbook and the Agency Administrator's Guide to Critical Incident Management.		X	X	X
9. Ensure master agreements with cooperators are valid and in compliance with agency policies, and Annual Operating Plans are current.		X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
10. 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 <i>Service Fire Management Handbook</i> .		X	X	X
11. Ensure Wildland Fire Decision Support System (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
12. Convene and participate in annual fire meetings.			X	X
13. Participate as part of in-briefings and post fire closeouts on Type 1 and Type 2 fires and provide a written Delegation of Authority, WFDSS analysis, Agency Administrator briefings to Incident Management Teams.				X
14. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices. Ensure timely follow-up to fire management program reviews.			X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/ Refuge Supervisor	Project Leader/ Refuge Manager
15. Ensure resource advisors are identified, trained, and available for incident assignment. Refer to the <i>Resource Advisors Guide for Wildland Fire</i> (NWCG PMS 313, NFES 1813).				X
16. Personally visit at least one wildland fire each year as available.				X
17. Ensure appropriate management of Social/Political/Media resources and relationships affecting wildland fire.		X	X	X
18. Provide oversight to Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) processes and procedures.				X
<i>Training/Certification</i>				
19. Ensure only trained and certified fire and non-fire personnel are available to support fire operations at the local, geographic, and national levels.	X	X	X	X
20. Fire Management Leadership, Local Fire Management Leadership training and Prescribed Fire Training Center training will be tracked in the IQCS.			X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief/Refuge Supervisor	Project Leader/Refuge Manager
Prescribed Fire/Fuels Management				
21. Ensure compliance with National and Regional policies for prescribed fire activities. Conduct periodic reviews of the prescribed fire program.		X	X	X
22. Ensure all wildfires resulting from prescribed fire actions are reported to Regional Director within 24 hours of the wildfire declaration.			X	X
23. In the event of a declared wildfire from an escaped prescribed fire, conduct and submit Declared Wildfire Review to National Office within 45 days of wildfire out date.		X	X	X
24. Ensure Prescribed Fire Plans have been reviewed and recommended by a qualified technical reviewer other than the plan author.				X
25. Review and approve the Agency Administrator Ignition Authorization.				X

1 **Fire Management Staff Roles**

2 **National Office**

3 **Fire Director**

4 The Fire Director is the Chief of the Fire Management Branch in the National
 5 Wildlife Refuge System, and is the Service representative at the National
 6 Interagency Fire Center (NIFC). The Fire Director, through *Service Manual 621*
 7 *FW 1*, is delegated authority by the Director to represent the Service on the
 8 National Multi-Agency Coordinating Group (NMAC Group). The Fire Director
 9 is responsible for implementing the decisions of the NMAC as they affect U.S.
 10 Fish and Wildlife Service areas. The decisions of the NMAC include the

1 prioritizing of incidents nationally and the allocation or reallocation of
2 firefighting resources to meet national priorities.

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

6 **Regional Office**

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

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

20 **Refuge**

21 ***Zone Fire Management Officer (ZFMO)***

22 The ZFMO is responsible and accountable for providing leadership for the fire
23 management program. The ZFMO determines program requirements to
24 implement land use decisions through the Fire Management Plans (FMP) to
25 meet land management objectives. The ZFMO negotiates interagency
26 agreements and as delegated, represents the Agency Administrator on local
27 interagency fire and fire aviation groups. The ZFMO is responsible for
28 coordinating with Agency Administrators to annually review and update (as
29 required) their respective Fire Management Plans to comply with agency policy.

1 Fire Management Staff Performance Requirements for Fire Operations

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
<i>Policy</i>			
1. Establishes and manages a safe, effective, and efficient fire program.	X	X	X
2. Ensures that Fire Management Plans (FMPs) reflect the agency's commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.		X	X
3. Provides the expertise and skills to fully integrate fire and fire aviation management into interdisciplinary planning efforts.	X	X	X
4. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate including work/rest guidelines.	X	X	X
<i>Program Management</i>			
5. Ensure appropriate risk management, administration, management and oversight of wildland incidents. Ensure Incident Business Analysts, Strategic Operational Planners, Resource Advisors, and Agency Representative positions are utilized as needed.	X	X	X
6. Ensures completion of a Job Hazard Analysis (JHA)/Risk Assessment for fire and fire aviation activities to mitigate risk.		X	X
7. Develop, negotiate, and implement cost share, Service First, and reimbursable protection agreements with cooperators.	X	X	X
8. 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
9. Ensures that agreements with cooperators and operational plans (e.g., Annual Operating Plans, dispatch, preparedness, prevention) are valid and in compliance with agency policy.	X	X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
10. Ensures use of fire funds is in compliance with department and agency policies.	X	X	X
11. Ensures that fire severity funding is requested, used, and documented in accordance with agency standards.	X	X	X
12. Ensures a process is established to communicate fire information to public, media, and cooperators.	X	X	X
13. Participates in annual fire meetings.	X	X	X
14. Oversees pre-season preparedness review of fire and fire aviation program.		X	X
15. Initiates, conducts, and/or participates in fire program management reviews and investigations.	X	X	X
16. Personally participates in periodic site visits to individual incidents and projects.		X	X
17. Ensures that transfer of command occurs as per <i>Interagency Standards for Fire and Fire Aviation Operations</i> , Appendix G on incidents.		X	X
18. Ensure the proper level of management complexity is assigned to all incidents.		X	X
19. Ensures that incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X
20. Ensures a WFDSS analysis is initiated, updated, approved, and published as necessary.		X	X
21. 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
22. Ensures unit is capable of wildfire cause determination.	X	X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
23. Annually updates and reviews the FWS <i>Line of Duty Death Response Handbook</i> and the <i>Agency Administrator's Guide to Critical Incident Management</i> .	X	X	X
24. 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	X
25. Uses current National, Geographic, and Local Mobilization Guides and ensures standards are followed.	X	X	X
26. Ensures that reports and records are properly maintained according to FWS policies.	X	X	X
27. 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), SAFENET or SAFECOM as appropriate.		X	X
28. Ensures that current emergency medical response plan is in place and accessible.		X	X
Planning			
29. 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
30. Responsible for the coordination of RAWS maintenance, sensor calibration, and oversight of daily inputs.			X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
<i>Training</i>			
31. Ensures IQCS accounts are established and training records maintained for Agency Administrators.		X	X
32. Organizes trains, equips, and directs a qualified work force. Ensures that only trained and qualified personnel are assigned to fire and fire aviation duties. Establishes and implements performance review process(es).		X	X
<i>Prescribed Fire and Fuels</i>			
33. Ensures compliance with Service, Regional, and/or local policies for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X	X
34. Reports all wildfires resulting from prescribed fires to the Regional Fire Management Coordinator within 12 hours of the wildfire declaration.			X

1 **National Fire Leadership Team**

- 2 The National Fire Leadership Team (NFLT) is established under the guidance
3 and support of the NWRS Leadership Team. The team is established to provide
4 regional input on issues of National importance, to advise the Chief, Fire
5 Management Branch (FMB), and provide leadership, coordination, and guidance
6 in the development and implementation of a safe and effective fire management
7 program within the Service. The team serves as a national clearing house,
8 provides discussion of wildland fire management issues, and recommends
9 actions to improve coordination and integration of regional fire management
10 activities into national direction. The team will be responsible for the following:
- 11 • Provide leadership, coordination, and guidance for the Service's fire
12 management program.
 - 13 • Identify potential fire management issues, and recommend strategies that
14 will enhance the Service's ability to safely and effectively manage fire on
15 Service lands.
 - 16 • Develop and recommend common guidance and business rules as needed to
17 manage fire management activities while recognizing individual regional
18 needs.
 - 19 • Provide a forum for the exchange of ideas, best management practices, and
20 lessons learned relating to Service fire management activities.

- 1 • Provide a forum to discuss budget methodology applications that are
2 consistent with appropriation language authority as well as providing for the
3 collaboration and coordination within FWS and with our interagency
4 partners.
- 5 • Form task groups, working teams, or other collections of subject matter
6 experts as needed to deal with specific tasks or long-term issues. These
7 groups or teams will each have a Leader who usually works in the subject
8 matter area with members assigned who may have the subject area as a
9 collateral duty. They will have representation from across the Service, and
10 will provide guidance or operational recommendations to the NFLT.

11 **Delegation of Authority**

12 **Regional Fire Management Coordinator**

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

- 17 • Serve as the Regional Director's authorized representative on geographic
18 area 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 region-wide.
- 22 • Relocate agency wildland fire resources within the region based on relative
23 fire potential/activity.
- 24 • Correct unsafe wildland fire activities.
- 25 • Enter 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 short-term fire severity funding expenditures not to exceed the
31 region's annual authority.

32 **Zone Fire Management Officer (ZFMO)**

33 In order to effectively perform their duties, the ZFMO will receive a Delegation
34 of Authority outlining the operational and administrative fire management
35 duties. All Unit Agency Administrators within a Zone will sign a Zone and/or
36 Refuge Fire Management delegation. A sample Delegation of Authority can be
37 found on the FWS Fire Operations Policy and Guidance SharePoint site.

38 **Inter-refuge Agreements**

39 Inter-Refuge Agreements may be used when ZFMOs provide fire management
40 oversight to multiple refuges. This is in addition to the Delegation of Authority

1 from the Project Leaders/Refuge Managers to the ZFMO, and further defines the
2 roles and expectations between the ZFMO and Refuges. An example can be
3 found on the FWS Fire Operations Policy and Guidance SharePoint site.

4 **Fire Duty Officer**

5 Fire Management Officers are responsible to provide Fire Duty Officer (FDO)
6 coverage during periods of predicted incident activities. FDO responsibilities
7 may be performed by any individual delegated the authority, either written or
8 verbal, from the ZFMO. The duties for FDOs include:

- 9 • Monitor unit incident activities for compliance with FWS safety policies.
- 10 • Coordinate and set priorities for unit preparedness activities, incident
11 response and resource allocation.
- 12 • Keep Agency Administrators and resources informed of the current and
13 expected situation.
- 14 • Plan for and implement actions required for future needs.
- 15 • Document decisions and actions.
- 16 • It is recommended FDOs not fill ICS functions.

17 **Wildland Fire Field Attire**

18 Wildland fire field attire will be worn by primary preparedness funded personnel
19 on all duty days during the predetermined “fire season” for the home unit in
20 accordance with their approved step-up plan.

21 **Fire Severity Funding**

22 Service specific fire severity funding guidance can be found in Chapter 10 of the
23 *Interagency Standards for Fire and Fire Aviation Operations* (NFES 2724),
24 Chapter 10 of the Service Fire Management Handbook, and the Fire Business
25 Handbook, Severity Subactivity.

26 **Fire Reporting**

27 Field units will report wildland fire occurrence and fire status to their local
28 dispatch office and Regional Office.

29 **Individual Fire Report**

30 An Individual Fire Report must be completed in the Fire Management
31 Information System (FMIS) for the following types of fires or treatments within
32 15 days after the fire is declared out or treatment is complete:

- 33 • All wildland fires on Service lands;
- 34 • Support actions;
- 35 • Fires suppressed on other lands under an agreement;
- 36 • All false alarms;

- 1 • Natural outs (by natural out definition); and
 - 2 • Non-fire treatments completed with fuels funding.
- 3 Detailed information about a support action is only required from an initial entry
4 into FMIS to establish a work breakdown structure (WBS). Once the WBS has
5 been established, users are not required to establish additional fire reporting
6 information for the same fire.
- 7 Reports are required regardless of who takes action, e.g., force account,
8 cooperator, or contractor. When actions are taken on a cooperative fire, the
9 agency having jurisdiction over the land on which the wildfire occurs will file a
10 complete report to record and bill for assistance when necessary.

11 **Fish and Wildlife Service Use of WFDSS**

12 FWS follows interagency policy regarding use of WFDSS. Standards for when
13 WFDSS will be used are found in Chapter 11 of the *Interagency Standards for*
14 *Fire and Fire Aviation Operations*.

15 Documentation of all other wildfires in WFDSS is at the discretion of the
16 Regional Office or local unit. All fires in Alaska will have WFDSS initiated by
17 the Protection Agency.

18 **Final Wildland Fire Record**

19 The final wildland fire or project record may include the following:

- 20 • FMIS data entry (required)
- 21 • Narrative
- 22 • WFDSS
- 23 • Incident Action Plan(s)
- 24 • Daily weather forecasts and spot weather forecasts
- 25 • Cumulative fire map showing acreage increase by day
- 26 • Total cost summary
- 27 • Monitoring data (Wildland Fire Observation Records)
- 28 • Critique of fire projections on Incident Action Plan

29 **Physical Fitness and Conditioning**

30 Employees serving in wildland fire positions that require a fitness rating of
31 arduous as a condition of employment are authorized one hour of duty time each
32 work day for physical fitness conditioning. Employees not having a fitness
33 rating of arduous as a condition of employment, but who are required by a
34 Critical Performance element or other written agreement to maintain an arduous
35 level, will be authorized three hours per week of duty time for physical fitness
36 condition. All other wildland firefighting personnel holding qualifications
37 requiring ratings of moderate or arduous may be authorized, by their supervisor,

1 up to three hours per week of duty time for fitness conditioning. Prior to any
2 duty time being allowed for physical fitness conditioning, employees and
3 supervisors must agree, in writing, what physical conditioning activities the
4 employee will engage in, and when and where they will occur. Activities outside
5 of the agreement will not be authorized or allowed. A combination of activities
6 designed to increase both physical strength and aerobic fitness, while
7 minimizing the possibility of physical injury, should be utilized.

8 **Training**

9 **Agency Administrator Training**

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

- 14 • Refuge Managers/Project Leaders with Service lands under their
15 jurisdiction which require the development and maintenance of a Fire
16 Management Plan must attend either the National Advanced Fire and
17 Resource Institute (NAFRI) or a locally sponsored Fire Management
18 Leadership course, or may, upon concurrence of the RFMC, attend the
19 Agency Administrator Workshop for Prescribed Fire course which is hosted
20 by the National Interagency Prescribed Fire Training Center (PFTC).
- 21 • Field supervisors who may approve prescribed fire plans must attend the
22 NAFRI sponsored Fire Management Leadership Course (NFML) or upon
23 concurrence of the RFMC, must attend either the Agency Administrator
24 Workshop at PFTC or a Local Fire Management Leadership course
25 (LFML).
- 26 • Regional Chiefs, Regional Refuge Supervisors, and Refuge
27 Managers/Project Leaders must complete periodic refresher training as
28 determined by their supervisor in consultation with the RFMC. Refresher
29 training options may include attending fire management
30 training/workshops, trainee experiences, or mentoring.
- 31 • Guidance for use of the agency qualification for Agency Administrators
32 (AADM) can be found in the *Federal Wildland Fire Qualifications*
33 *Supplement*.

34 **Zone Fire Management Officer Training**

35 All Zone Fire Management Officers (ZFMO) are required to attend the M-581,
36 *Interagency Fire Program Management* course, either as a student or as a
37 member of the instructor cadre. If attending as an instructor, the ZFMO must be
38 present for the entire course. See IFPM requirements.

1 **FWS Firefighter General Training Requirements**2 ***Agency Permanent, Career Seasonal, and Temporary Firefighters***

One-Time Training	Annual Training	Recurring Training
Hazardous Materials-First Responder Awareness Level		First Aid /CPR (every 2 years)
A-100 Basic Aviation Safety (Classroom/Online)	RT-130 Annual Fireline Safety Training	A-100 Basic Aviation Safety (every 3 years)
Hazardous Materials (see 242 FW 6 Table 6-4)	Hazardous Materials (see 242 FW 6 Table 6-4)	Defensive Driving (every 3 years)

3 ***AD and EFF Required Training***

- 4 • First Aid/CPR (every 2 years)
- 5 • Defensive driving (if operating GOV, every 3 years)

6 **Fish and Wildlife Service Specific Qualifications**

7 Guidance regarding agency-specific qualifications that are not contained in the
8 PMS 310-1 can be found in the *Federal Wildland Fire Qualifications*
9 *Supplement*. For qualifications with agency standards which exceed minimums
10 established in the PMS 310-1, refer to the Service Fire Management Handbook.

11 **FWS Global Positioning System (GPS) Datum and Coordinate Format Standard**

13 To ensure safe and efficient suppression operations, all FWS fire resources will
14 use a standard GPS datum and latitude/longitude (coordinate) format when
15 communicating GPS references. The standard datum is WGS84, and the
16 standard coordinate format is Degrees Decimal Minutes (DDM). For other
17 activities (e.g., mapping, fire reporting, planning), agency standards will apply.

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1 **Chapter 5**
2 **USDA Forest Service Wildland Fire and Aviation Program**
3 **Organization and Responsibilities**

4 **Introduction**

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

12 **Foundational Doctrine**

13 The vision of the Forest Service's Fire and Aviation Management program is to
14 use a doctrine approach based on leadership, operations, and risk management
15 principles to manage risk in planning and implementing a wildfire response to
16 support Forest Service objectives of protecting communities, preserving natural
17 resources, and restoring ecological health. To support this vision, Forest Service
18 policy is to:

- 19 • Take all response actions to ensure the safety of firefighters, other
20 personnel, and the public regardless of cost or resource loss; no resource or
21 facility is worth the loss of human life.
- 22 • The intent of wildfire response is to protect human life, property, and
23 achieve protection and natural resource management objectives established
24 in Land and Resource Management Plans.
- 25 • Leadership principles are the foundational doctrine on which fire and
26 aviation management operations will be based.

27 Doctrine is beliefs and teachings which form the fundamental core values of our
28 work. Doctrinal approach goes beyond strict compliance with procedural rules,
29 and promotes risk-based application of wildland fire management principles to
30 improve decision making and firefighter safety. Foundational doctrine has been
31 codified in Forest Service Manual 5100 direction and will guide fundamental
32 wildland fire management policy, practices, behaviors, and customs to be
33 mutually understood at every level of command. A more complete discussion of
34 past doctrinal efforts is located at
35 <https://fsweb.wo.fs.fed.us/fire/fam/doctrine/index.htm>.

36 **Agency Administrator Roles and Responsibilities for Incident Management**

37 **Agency Administrator Core Competencies**

38 Core competencies include:

- 39 • Risk management

- 1 • Incident management processes
- 2 • WFDSS and other decision support tools
- 3 • Social, political economic impacts
- 4 • Collaboration with partners and stakeholders

5 For additional information, a copy of the *Line Officer Desk Reference for Fire*
6 *Program Management* can be downloaded at
7 https://www.wfmrda.nwcg.gov/line_officer_resources.php.

8 **Agency Administrator Certification Program**

9 The following principles will guide certification of Agency Administrators in
10 wildfire management:

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

25 **Agency Administrators will be evaluated in three basic areas:**

- 26 • Training;
- 27 • Background and experience; and
- 28 • Demonstrated understanding of concepts and principles.

29 This certification program is a multi-level process where Agency Administrators
30 demonstrate competence in one of three levels of managing fires. Those levels
31 would be Working, Journey, and Advanced.

32 **Guidelines**

33 In consideration of the appropriate level (Working, Journey, Advanced) to
34 assign an Agency Administrator, the Regional Forester should consider the
35 following guidelines:

- 36 • For individuals that do not meet at least the Working Level, a coach will be
37 assigned to support that Agency Administrator in managing Type 3 or
38 higher wildfire incidents.

1 **Working Level** – The Agency Administrator could manage a low to moderate
2 complexity fire. The Agency Administrator should meet the following:

- 3 • **Training:** Local or National Fire Management Leadership, and WFDSS
4 training.
- 5 • **Background and Experience:**
- 6 ○ Successful management of a minimum of one Type 3 or higher fire.
7 Consider duration, complexity and size of the fire.
- 8 ○ Management oversight of a low-complexity fire program and/or
9 experience as an Agency Administrator or representative.
- 10 ○ Applicable experience in all-hazard or other incident oversight may be
11 considered in lieu of this experience.
- 12 ○ Consider career fire experience.
- 13 • **Demonstrated Ability:** Successful evaluation by a coach (including
14 feedback from ICs or ACs) that the candidate has demonstrated
15 understanding and application of the responsibilities of an Agency
16 Administrator on smaller low-complexity fires with a basic understanding
17 of the elements of the core competencies.

18 **Journey Level** – The Agency Administrator could manage a moderate to high
19 complexity fire. The Agency Administrator needs to be certified at the Working
20 Level and should meet the following:

- 21 • **Training:** Local or National Fire Management Leadership, and WFDSS
22 training.
- 23 • **Background and Experience:**
- 24 ○ Successful management of a minimum of one Type 2 or higher fire, or
25 one successful higher complexity fire (Type 1). Duration, complexity
26 and size of the fire 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/Representative on moderate to large complex fires in the core
36 competencies, and other elements that may be relevant.

37 **Advanced Level** – The Agency Administrator could manage a high complexity
38 fire. The Agency Administrator needs to be certified at the Journey Level, and
39 should meet the following:

- 40 • **Training:** Local or National Fire Management Leadership and WFDSS
41 training.

- 1 • **Background and Experience:**
- 2 ○ Successful management of several Type 1 or 2 fires (at least one is a
- 3 Type 1 fire), depending on fire experience. Duration, complexity, and
- 4 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 Evaluation Process

- 14 • Every trainee will receive an evaluation from a certified Agency
- 15 Administrator/Agency Administrator Representative or coach using the
- 16 form identified in the *Line Officer Desk Reference for Fire Program*
- 17 *Management*.
- 18 • Individuals involved in a shadow assignment should receive creditable
- 19 experience through documentation.

20 Creditable work experiences to achieve and maintain certification levels:

- 21 • Coaching
- 22 • Regional Forester Representative (RFR)
- 23 • Acting Agency Administrator/Representative assignments
- 24 • Shadow assignments

25 Training opportunities to achieve and maintain core competencies:

- 26 • Upper levels of fire leadership and fire management courses;
- 27 • Function as the Line Officer in sand table exercises and training simulations
- 28 in S-420, S-520, and other fire courses;
- 29 • Participate in advanced risk management training;
- 30 • Get assigned to a Type 1 or Type 2 team as a training assignment (e.g.,
- 31 shadow plans) and see the world from their viewpoint;
- 32 • WFDSS training (see the WFDSS homepage <https://wfdss.usgs.gov> for
- 33 training materials and the WFM RD&A Line Officer Resources page for
- 34 Agency Administrator specific refresher training materials
- 35 https://www.wfmrda.nwcg.gov/line_officer_resources.php);
- 36 • Include risk management and fire management topics during annual line
- 37 officer meetings;
- 38 • Attend staff rides (staff rides need to include a stand that portrays the line
- 39 officer perspective);
- 40 • Participate in prescribed fires and/or attend prescribed fire training;
- 41 • Participate in other leadership and/or decision-making training;
- 42 • Attend L-580 *Leadership is Action*.

1 **Currency**

2 Currency is reviewed annually by the Certifying Official for frequency of
3 demonstrated exercise of Core Competencies. It is recommended an Agency
4 Administrator/Representative engage in a Type 1 or Type 2 incident within a
5 five-year period. An assignment may include coaching or shadowing.

6 **Guidance on the Selection of Coaches**

7 Coaches can be a current or former Agency Administrator/Representative. The
8 Regional Forester determines the level of certification for which a coach is
9 qualified.

10 Criteria for individuals serving as Coaches are as follows:

- 11 • Must be a “Journey” level Agency Administrator/Representative in dealing
12 with large fire incident, or rated at an experience level commensurate with
13 incident being managed; Present and past Agency Administrators can serve
14 as coaches, including retirees that were qualified/experienced; and
- 15 • Must be willing and able to serve as a Coach.

16 **Definitions**

17 **Agency Administrator:** An individual with the delegated authority for an
18 incident.

19 **Coach:** A fully qualified Agency Administrator/Representative at journey or
20 advanced level.

21 **Shadow:** An individual that does not perform the duty of Agency
22 Administrator/Representative, but observes a qualified, designated Agency
23 Administrator/Representative.

24 **Agency Administrator Trainee:** An Agency Administrator working on
25 certification by performing the role under the supervision and authority of the
26 Agency Administrator and/or Representative.

27 **Coach/Shadow Team:** A team comprised of a qualified Coach and group of
28 Shadows who may travel to multiple incidents and support sites to increase their
29 level of understanding.

30 **Acting Agency Administrator:** An individual acting in an Agency
31 Administrator roll certified at the level required by the incident complexity and
32 delegated authorities to provide relief and support.

33 **Regional Forester Agency Administrator Representative:** A representative
34 that carries out roles and responsibilities as delegated.

**1 Specific Agency Administrator Responsibilities for Fire and Aviation at the
2 Field Level**

3 The Forest Service has developed core fire management competencies. They are
4 presented here for reference:

- 5 • Knowledge of fire program management including ability to integrate fire
6 and fuels management across all program areas and functions;
- 7 • Ability to implement fire management strategies and integrate natural
8 resource concerns into collaborative community protection and ecosystem
9 restoration strategies;
- 10 • Knowledge to oversee a fire management program including budget,
11 preparedness, prevention, suppression, and hazardous fuels reduction;
- 12 • Ability to serve as an Agency Administrator during an incident on an
13 assigned unit; and
- 14 • Ability to provide a fully staffed, highly qualified, and diversified
15 firefighting workforce that exists in a “safety first” and “readiness”
16 environment.

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 • Ensure the DLA Wildland Fire Equipment Catalog is used as the primary
25 and mandatory source of supply for wildland fire suppression equipment,
26 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. The
33 DLA Wildland Fire Equipment Catalog is at
34 [https://www.gsa.gov/portal/mediaId/237435/fileName/DLA_WFPP_Catalog_2015_\(Final\).action](https://www.gsa.gov/portal/mediaId/237435/fileName/DLA_WFPP_Catalog_2015_(Final).action).
35
- 36 • Perform duties of Agency Administrator and maintain those qualifications.
- 37 • Provide a fully staffed, highly qualified, and diverse workforce in a "safety
38 first" environment.
- 39 • Support and participate in wildfire prevention.

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

1 Preparedness

2 Preparedness is a continuous process that includes all fire management activities
3 conducted in advance of wildland fire ignitions to ensure an appropriate, risk
4 informed and effective wildland fire response to meet National and Agency
5 goals.

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

37 Wildfire Response

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

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

22 **Responsibilities and Oversight**

- 23 • Agency Administrators are responsible for all aspects of fire management.
- 24 • Agency Administrators will ensure that all Forest Service employees and
- 25 employees of interagency partners working on Forest Service jurisdiction
- 26 wildfires clearly understand direction.
- 27 • Agency Administrators must approve and publish decisions in WFDSS and
- 28 issue delegations of authority to the Incident Commander. The Agency
- 29 Administrator authority is based on incident type.

Incident Type	USFS Approval*
Type 1	Regional Forester level with National oversight
Type 2	Forest Supervisor level with oversight by the Regional Forester
Type 3, 4, 5	District Ranger level with oversight by the Forest Supervisor
	This authority may be delegated to an Agency Administrator who meets wildfire response certification requirements.

30 *Authority may be retained at the Regional Forester level.

- 1 • Critical long duration wildfire oversight roles include ensuring that:
 - 2 ○ Up-to-date Published Decisions are completed and documented in
 - 3 WFDSS.
 - 4 ○ Hazards are identified and risk assessments are incorporated into
 - 5 Published Decisions.
 - 6 ○ Coordination with partners and potentially affected parties is conducted
 - 7 (including smoke impacts). Unified command is implemented early if
 - 8 necessary.
 - 9 ○ Resource capacity and availability are adequately assessed to meet
 - 10 expectations.
- 11 • This oversight role should address concerns of the states, cooperators, and
- 12 the public including air quality impacts from multiple wildfires.

13 **Risk Management Framework**

14 Sound decision making relies on identifying reasonable objectives for protection
15 of critical values at risk, while considering the amount and quality of exposure
16 to firefighters and the likelihood of success. The Forest Service is committed to
17 using a risk management framework that is comprised of three (3) key elements:

18 Pre-season preparedness work is critical to success when a fire starts.

- 19 • Build capacity of our decision makers and their key stakeholders to manage
- 20 the uncertainty and inherent risks of fires.
- 21 • Complete landscape level risk assessments by developing a common
- 22 understanding of what are the values to be protected and can be summed up
- 23 best by answering these questions; ‘What is important?’, ‘Why is it
- 24 important?’, ‘How important is it?’, and ‘What are the consequences?’
- 25 • Complete a risk analysis, in concert with key stakeholders and partner
- 26 agencies, to predetermine the range of acceptable response strategies for
- 27 protecting the identified values at risk while balancing firefighter and public
- 28 exposure.

29 During incident phase focuses on a Seven (7) Step Risk Management Process:

- 30 1. Complete an incident Risk Assessment.
 - 31 • Develop an assessment of what is at risk (from preseason work or input
 - 32 from key stakeholders), and the associated probabilities and potential
 - 33 consequences.
- 34 2. Complete a Risk Analysis.
 - 35 • Consider alternatives (objectives, strategies and tactics) against desired
 - 36 outcomes, exposure to responders, probability of success and values to
 - 37 be protected.
- 38 3. Complete Two-Way Risk Communications.
 - 39 • Engage community leaders, local government officials, partners, and
 - 40 other key stakeholders of the incident to share the risk picture and enlist
 - 41 input.

- 1 4. Conduct Risk Sharing Dialogue.
 - 2 • Engage appropriate senior line officers and political appointees (as
 - 3 necessary) regarding the potential decision aimed at obtaining
 - 4 understanding, acceptance, and support for the alternatives and likely
 - 5 decision.
- 6 5. Make the Risk Informed Decision.
- 7 6. Document the risk: assessment, analysis, communication, sharing and
- 8 decision in WFDSS.
- 9 7. Continue Monitoring and Adjusting as necessary or as conditions change.
10 After the incident: As a learning organization we should always strive to
11 improve how we conduct our business. We should endeavor to learn from
12 each incident and apply those lessons.
 - 13 • Complete an incident after action review.
 - 14 ○ Engage key stakeholders of the incident to be involved.
 - 15 ○ Review what worked, what did not work and suggestions for
 - 16 improvement.
 - 17 • Conduct a peer review after action process.
 - 18 ○ Engage others who have had similar incidents to learn strategies
 - 19 for improvement.
 - 20 • Implement plans for improvement.
 - 21 ○ Make use of lessons learned in real-time if possible.

22 The following Risk Assessment and Risk Decision questions are designed to
23 inform fire management decisions by stimulating thinking and prompting
24 dialogue, analyzing and assessing risk, and recognizing shared risks and
25 communicating those risks within the Agency and with partners and
26 stakeholders.

- 27 • Risk Assessment:
 - 28 1. What are the critical values at risk?
 - 29 2. What is the chance the critical values will be impacted, and if so what
 - 30 are the consequences?
 - 31 3. What are the opportunities to manage fire to meet land management
 - 32 objectives?
 - 33 4. What are the possible low probability/high consequence events?
 - 34 5. Who are the stakeholders that should be consulted prior to making a
 - 35 decision?
- 36 • Risk Decision:
 - 37 6. What alternatives (objectives, strategies, and tactics) are being
 - 38 considered?
 - 39 7. What is the exposure of responders for the alternatives being
 - 40 considered?
 - 41 8. What is the relative probability of success associated with the
 - 42 alternatives being considered?

- 1 9. What alternative provides for the best balance between the desired
2 outcome and exposure to responders?
3 10. What are the critical thresholds that will trigger reconsideration of the
4 proposed alternative and how will they be monitored?

5 **Safety**

- 6 • Review safety policies, procedures, and concerns with field fire and
7 aviation personnel.
8 • Ensure timely follow-up actions to program reviews, fire preparedness
9 reviews, fire and aviation safety reviews, and management reviews.
10 • Monitor the fire situation and provide oversight during periods of critical
11 fire activity and situations of high risk.
12 • Ensure there is adequate direction in fire management plans to maintain fire
13 danger awareness.
14 • Take appropriate actions with escalating fire potential.
15 • Ensure appropriate investigation or Lessons Learned analyses are conducted
16 for incidents, entrapments, and serious accidents.

17 **Fuels**

- 18 • Complete a fuels treatment effectiveness assessment on all wildfires which
19 start in or burn into a fuel treatment area.
20 • Enter results of the assessment in the Fuels Treatment Effectiveness
21 Monitoring (FTEM) database found at www.nwportal.fs.usda.gov within 90
22 days of control of the fire. Reference FSM 5140.

23 **Prescribed Fire**

- 24 • Provide program leadership by visiting prescribed fire treatment projects
25 and providing leader's intent to prescribed fire personnel.
26 • Ensure compliance with National and Regional Office policy and direction
27 for prescribed fire activities and ensure that periodic reviews and
28 inspections of the prescribed fire program are completed.
29 • Adhere to procedures for Regional and/or National level approvals for new
30 and continued prescribed fire activities at National Preparedness Levels 4
31 and 5 as described in the *National Interagency Mobilization Guide*.
32 • Ensure a Prescribed Fire Plan is written and approved for each project prior
33 to implementation in accordance with the *Interagency Prescribed Fire*
34 *Planning and Implementation Procedures Guide* (PMS 484) available at
35 <https://www.nwcg.gov/publications/484>.
36 • Review Prescribed Fire Plans:
37 ○ Ensure that the prescribed fire plan has been reviewed and
38 recommended by a qualified technical reviewer.
39 ○ Ensure that prescribed fire plans are designed to achieve desired
40 conditions as described in Land and Resource Management Plans and
41 project-specific NEPA decision document.

- 1 • Approve Prescribed Fire Plans:
 - 2 ○ Minimum qualifications for Forest Supervisors, District Rangers, other
 - 3 Line Officers and formally delegated “Acting” Line Officers to approve
 - 4 prescribed fire plans are:
 - 5 ▪ Completing a National or Regional Fire Management Leadership
 - 6 course, or
 - 7 ▪ Completing an Agency Administrator Workshop at the National
 - 8 Prescribed Fire Training Center, or
 - 9 ▪ Qualifying in a Type 1 or 2 Command and General Staff position
 - 10 (currency not required), or
 - 11 ▪ Qualifying as a Prescribed Fire Burn Boss (RXB1 or RXB2) or
 - 12 Prescribed Fire Manager (RXM1 or RXM2) (currency not
 - 13 required).
 - 14 ○ Attending an agency administrator session at the National Prescribed
 - 15 Fire Training Center (PFTC) may be substituted for the minimum
 - 16 training requirement for approving prescribed fire plans only.
 - 17 ○ Authority to approve prescribed fire plans is held at the Forest
 - 18 Supervisor level but may be delegated in writing to other qualified line
 - 19 officers or staff. Delegations should be based on meeting the minimum
 - 20 training or experience described above and demonstrated ability.
 - 21 Documentation that supports the delegated authorities should be
 - 22 included in the individuals training records.
 - 23 ○ Approve prescribed fire plan amendments and determine the need for
 - 24 additional technical review of proposed plan amendments prior to
 - 25 approval.
- 26 • Reauthorize all prescribed fire plans if more than one year has elapsed since
- 27 last authorization.
- 28 • Report all instances of prescribed fires resulting in a wildfire declaration
- 29 and/or air quality Notice-of-Violation as required in FSM 5140.

30 **Fire Management Position Requirements**

31 The *Interagency Fire Program Management Qualifications Standard (IFPM)*
32 and *Forest Service Fire Program Management Standard (FS-FPM)* will be used
33 in conjunction with specific agency requirements when filling vacant fire
34 program positions, and as an aid in developing Individual Development Plans
35 (IDPs) for employees.

36 **Specific Fire Management Staff Responsibilities for Fire Operations at the** 37 **Field Level**

38 **Preparedness**

- 39 • Use sound risk management practices as the foundation for all aspects of
- 40 fire and aviation management.
- 41 • Ensure that only trained and qualified personnel are assigned to fire and
- 42 aviation duties.

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

37 **Wildfire Response**

- 38 • Provide for and personally participate in periodic site visits to individual
39 incidents and projects.
- 40 • Utilize the Risk Complexity Assessment to ensure the proper level of
41 management is assigned to all incidents.
- 42 • Ensure incoming personnel and crews are briefed prior to fire and aviation
43 assignments.

- 1 • Coordinate the development of Published Decisions within WFDSS with
2 local unit staff specialists for all fires that escape initial attack.
- 3 • Ensure effective transfer of command of incident management occurs and
4 safety is considered in all functional areas.
- 5 • Monitor fire activity to anticipate and recognize when complexity levels
6 exceed program capabilities. Increase managerial and operational resources
7 to meet needs.
- 8 • Complete cost recovery actions when unplanned human-caused fires occur.
- 9 • Ensure structure exposure protection principles are followed.
- 10 • Ensure all misapplications of wildland fire chemicals are reported and
11 appropriate consultation conducted as needed (see Chapter 12).
- 12 • Ensure 5% assessment of fires less than 300 acres that had aerial fire
13 retardant used and have avoidance areas as a result of the record of decision
14 for the nationwide aerial application of fire retardant on National Forest
15 System land is completed and documented for misapplication reporting.
- 16 • Ensure all assessments of impacts to threatened and endangered species or
17 cultural resources are conducted by trained and qualified resource
18 personnel.

19 **Safety**

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

29 **Prescribed Fire**

- 30 • Ensure a written, approved burn plan exists for each prescribed fire project.
- 31 • Prepare and implement all prescribed fire plans in accordance with the
32 *Interagency Prescribed Fire Planning and Implementation Procedures*
33 *Guide* (PMS 484) available at <https://www.nwcg.gov/publications/484>.
- 34 • Ensure that the Prescribed Fire Burn Boss assigned to each project is
35 qualified at the appropriate level as determined by project complexity (see
36 the *Interagency Prescribed Fire Planning and Implementation Procedures*
37 *Guide* at <https://www.nwcg.gov/publications/484> for specific guidance).
- 38 • Review and update all prescribed fire plans as necessary to comply with
39 policy or procedures and submit to agency administrator for review and
40 approval.
- 41 • Submit amendments to prescribed fire plans to the agency administrator for
42 approval.

- 1 • If more than one year has elapsed since approval, a prescribed fire plan will
2 be reviewed to ensure assumptions are still valid and conditions have not
3 changed, updated as necessary, and resubmitted to the agency administrator
4 for approval.

5 **Structure Exposure Protection Principles**

6 **Mission and Role**

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

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

24 **Strategic Principles**

- 25 • The Forest Service actively supports creation of Firewise and Fire Adapted
26 Communities and structures that can survive wildland fire without
27 intervention. We support the concept that property owners have primary
28 responsibility for reducing wildfire risks to their lands and assets.
- 29 • The Forest Service will actively work toward applying Firewise concepts to
30 all Forest Service owned structures, facilities, and permitted use to serve as
31 a model to publics and communities.
- 32 • The Forest Service will apply strategy and tactics to keep wildland fires
33 from reaching structures, as prudent to do so, considering risk to firefighters
34 and publics, fire behavior, values at risk including natural resources,
35 availability of firefighting resources, and jurisdictional authorities.
- 36 • The use of wildland tactics in the WUI, when risks are mitigated, will be
37 based on the objectives of preventing wildfire from reaching areas of
38 structures and/or reducing the intensity of fire that does reach structures.
- 39 • Structure protection will be limited to the use of standard wildfire response
40 tactics including the use of standard equipment, fire control lines, and the
41 extinguishment of spot fires near or on the structure when safe and
42 practical.

- 1 • The Forest Service will be proactive in developing agreements with
- 2 interagency partners to clarify its structure protection policy.
- 3 • The Forest Service structure protection role is based on the assumption that
- 4 other Departments and agencies will fulfill their primary roles and
- 5 responsibilities. The Forest Service will not usurp individual, local, or state
- 6 responsibility for structure protection.
- 7 • Prior to task implementation, a specific structure protection role briefing
- 8 will be accomplished.

9 **Tactical Applications**

10 ***Structure Protection Definition***

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

17 ***USFS Role***

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

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

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

- 39 • To provide initial attack through extended attack actions consistent with
- 40 application of wildland fire strategy and tactics.

- 1 • To supply water in support of tribal, state or local agencies having
2 jurisdictional responsibility for the fire. This would include the use of water
3 tenders, portable pumps, hose, tanks, and supporting draft sites.
- 4 • To assist or supply foam or chemical suppressant capability with engines or
5 aerial application.
- 6 • To assist local authorities in the event of evacuations.
- 7 • To assist local authorities by assessing (triaging) structures for defensibility
8 from wildfire.
- 9 • To coordinate with local authorities on actions taken by Private Structure
10 Protection Companies.

11 As such, there should not be an expectation that the Forest Service will:

- 12 • “Wrap” or set up and administer sprinklers around privately owned
13 structures.
- 14 • Remove fuels immediately surrounding a structure such as brush,
15 landscaping, or firewood.

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

21 The Forest Service shall not:

- 22 • Take direct suppression actions on structures other than those that tactically
23 reduce the threat of fire spread to them.
- 24 • Enter structures or work on roofs of structures for the purpose of direct
25 suppression actions.

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

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

1 ***Local Government Role***

2 Local government has the responsibility for emergency response, including
3 structure protection, within their jurisdiction. This responsibility is usually found
4 within the fire agencies' charter and is substantiated by tax dollar revenue (sales
5 and/or property tax).

6 ***Cost***

7 Local governments assume the financial responsibility for emergency response
8 activities, including structure protection, within their jurisdictions. Local
9 government will order resources deemed necessary to protect structures within
10 their jurisdiction. Local agencies will not be reimbursed for performing their
11 responsibilities within their jurisdiction.

12 ***Tactical Operating Principles***

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

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

- 1 • It is the responsibility of every firefighter to participate in the flow of
- 2 information with supervisors, subordinates, and peers. Clear and concise
- 3 communication is essential to overcome limitations in situational
- 4 awareness.

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1 **Chapter 6**
 2 **BIA Program Organization and Responsibilities**

3 **Bureau of Indian Affairs Fire Management Policy**

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

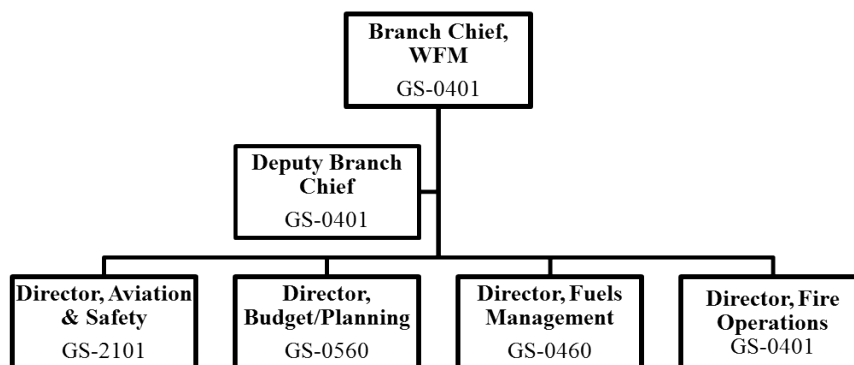
9 **BIA Mission**

10 The Bureau of Indian Affairs Mission is to enhance the quality of life, to
 11 promote economic opportunity and to carry out responsibility to protect and
 12 improve the trust assets of American Indians, Indian Tribes, and Alaska Natives.

13 **BIA Fire Operations Website**

14 BIA Fire Operations maintains a website that hosts operational, informational,
 15 and policy-related documents. The website also contains information about the
 16 following programs: Job Recruitment, BIA Training, Pathways Internship
 17 Program, Fuels Management, Aviation Safety and Wildland Fire Prevention.
 18 The address to the BIA Fire Management website is <https://www.bia.gov/nifc/>.

19 **Branch of Wildland Fire Management Organization**



1 Agency Administrator's Roles

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

5 Director, Bureau of Indian Affairs

6 Responsible for the implementation of an effective WFM program:

- 7 • Responsible for implementation of policies and recommendations in the
8 Federal Wildland Fire Management Policy;
- 9 • Represents Indian Affairs on the Federal Fire Policy Council; and
- 10 • Approves national level cooperative wildland fire management agreements
11 with other Federal agencies and interagency wildland fire coordinating
12 groups.

13 Director, Office of Trust Services

- 14 • Implements the policies and recommendations in the Federal Wildland Fire
15 Management Policy and Program Review Report;
- 16 • Provides for the coordination of wildland fire management activities with
17 other Federal, state, and non-government fire protection agencies; and
- 18 • Represents Indian Affairs in Interior Fire Executive Council and Fire
19 Executive council.

20 Division Chief, Forestry and Wildland Fire Management

- 21 • Provides overall direction to the wildland fire management program.

22 Branch Chief, Wildland Fire Management

- 23 Responsible to recommend policies and standards for firefighter safety, training,
24 prevention, suppression and use of wildland fires on Indian Trust lands.
- 25 • Recommends policies, standards and guidance to the Bureau Director on the
26 use of prescribed fire and fuels management to achieve fuels management
27 and resource management objectives;
 - 28 • Integrates wildland fire management into natural resource management;
 - 29 • Establishes wildland fire management position competencies, standards and
30 minimum qualifications for fire management officers, wildland fire
31 specialists and leaders based on federal interagency standards;
 - 32 • Implements national fire programs and activities including: current planning
33 model, preparedness, fuels management, community assistance, prevention,
34 emergency wildland fire operations, post fire activities, medical standards,
35 and Interagency Fire Program Management Qualifications (IFPM);
 - 36 • Reviews and evaluates regional wildland fire management programs;
 - 37 • Represents or delegates representation for Indian Affairs in the coordination
38 of overall wildland fire management activities at the National Interagency
39 Fire Center (NIFC) and coordinates Indian Affairs representation on intra-
40 and interagency wildland fire committees, groups and working teams,
41 which include but are not limited to:

- 1 a. National Wildfire Coordinating Group (NWCG)
 - 2 b. Fire Management Board
 - 3 c. Executive Aviation Committee (EAC)
 - 4 d. National Interagency Aviation Council (NIAC)
 - 5 e. Interior Fire Executive Council
 - 6 f. National Multi-Agency Coordinating Group (NMAC)
 - 7 g. Information Technology Management Advisory Board (ITAB)
- 8 ● In conjunction with other Federal Fire Directors, establishes priorities for
 - 9 assignment of critical resources during wildland fire emergencies;
 - 10 ● Initiates or participates in boards of review concerning actions taken on
 - 11 selected wildland fires;
 - 12 ● Negotiates cooperative agreements and/or modification of existing national
 - 13 level agreements to improve wildland fire management activities on Indian
 - 14 trust and restricted lands;
 - 15 ● Reviews funding requests for fuels management, prevention, community
 - 16 assistance, facility construction, subsidiary and rehabilitation requests;
 - 17 makes determinations on funding levels and recommends approval to the
 - 18 Director, Office of Trust Services, based on guiding principles in the
 - 19 Federal Fire Policy, National Fire Plan (NFP), supporting documents and
 - 20 Secretarial directives;
 - 21 ● Approves and makes determination of funding levels for severity and post
 - 22 fire activity requests; and
 - 23 ● Oversees the national casual and vendor payment programs for emergency
 - 24 incident payments.

25 **BIA Fire Leadership Team**

26 The BIA, Branch of Wildland Fire Leadership Team (FLT) provides national
27 level direction and guidance to the Bureau's Wildland Fire Management
28 program. The team is accountable to the Chief, Division of Forestry and
29 Wildland Fire Management. The FLT provides guidance on the development of
30 national level policy related to the Wildland Fire management program and
31 oversees budget formulation activities and execution of the annual Bureau
32 Wildland Fire budget.

- 33 ● The FLT membership is comprised of senior leadership within the Branch
- 34 of Wildland Fire Management.
- 35 ● The Chief, Division of Forestry and Wildland Fire management, and the
- 36 Branch Chief of Forest Resources Planning are ad-hoc members.
- 37 ● The team includes a Regional Fire Management Officer to provide regional
- 38 context on field-level topics having national implication.
- 39 ● A Tribal representative facilitates Tribal engagement and supports
- 40 consultation requirements when necessary.

1 Regional Directors

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

- 5 • Oversees allocation model implementation, preparedness, fuels
6 management, community assistance, prevention, emergency wildland fire
7 operations, post fire activities, medical standards, and IFPM standards;
- 8 • Develops regional level cooperative fire protection agreements;
- 9 • Submits funding requests to Director of Operations, Branch of Fire
10 Management for severity, fuels management, prevention, community
11 assistance, facility construction, subsidiary and post fire activities;
- 12 • Directs regional movement of fire management personnel and equipment to
13 meet emergency needs;
- 14 • Determines when a critical fire situation has exceeded agency capability and
15 ensures that qualified personnel take immediate charge of fire suppression
16 activities; requests assistance when the wildfire situation exceeds the
17 capability of the region's resources;
- 18 • Certifies funding authorizations submitted by agency offices for estimated
19 costs exceeding \$5,000,000, and approves all decisions in WFDS for fires
20 exceeding \$5 million dollars;
- 21 • Approves decisions over \$10 million dollars as delegated by the Bureau
22 Director. Notifies the Bureau Director when individual fires are anticipated
23 to exceed \$10 million dollars in cost;
- 24 • Approves all initiation or continuance of prescribed fire burn and wildland
25 fire use plans at National Fire Preparedness Planning Level 4 and 5;
- 26 • Assigns boards of review on selected individual wildland fires which
27 presented unusual problems or situations;
- 28 • Provides direction for cooperative agreements, self-determination contracts,
29 and self-governance compacts with tribes for wildland fire management
30 programs as needed;
- 31 • Coordinates and implements regional fire preparedness planning activities;
- 32 • Oversees the region-wide casual and vendor payment programs for
33 emergency incident payments;
- 34 • Represents Indian landowners interests and Indian Affairs on Geographic
35 Area Coordination Groups and on Multi-Agency Coordinating (MAC)
36 groups; and
- 37 • Develops region-wide wildfire investigation policies and procedures.

38 Agency Superintendent (unless excepted in regional directives)

39 Ensures that every wildland firefighter, fireline supervisor and fire manager
40 takes positive action to obtain compliance with established standards and safe
41 firefighting practices.

- 1 • Protects Indian trust and restricted lands from wildfire by taking appropriate
2 action as specified in the approved fire management plan to meet Indian
3 landowner objectives or in the absence of an approved plan, takes
4 immediate suppression action, consistent with other standards;
- 5 • Develops plans, prepares agreements and implement activities for
6 prescribed fires, wildland fire use, community assistance and/or other fuel
7 management activities in accordance with approved implementation plans
8 and established standards and guidelines;
- 9 • Ensures agency fire management personnel develop and maintain fire
10 management job qualifications and meet physical fitness standards in
11 accordance with policy and assign personnel to fire suppression, prescribed
12 fire, wildland fire use activities according to qualifications and
13 demonstrated ability;
- 14 • Develops, updates, and maintains the local fire preparedness planning
15 activities, wildland fire prevention plan, annual mobilization plans, and
16 ensures initial attack capability and management personnel availability to
17 provide for an adequate level of protection from wildfire;
- 18 • Initiates, develops, and implements approved post fire activities to prevent
19 unacceptable resource degradation and to minimize threats to life or
20 property resulting from wildfire;
- 21 • Initiates, develops, and implements approved rehabilitation activities to
22 protect and sustain ecosystems, public health, safety, and to help
23 communities protect infrastructure;
- 24 • Develops, updates and maintains agency Fire Management Plan's;
- 25 • Negotiates cooperative agreements with adjacent protection organizations
26 as needed;
- 27 • Negotiates reimbursable agreements with Tribal, local, state, and other
28 federal agencies for wildland fire management activities as needed;
- 29 • Recommends a board of review be established to review actions taken on
30 selected individual fires;
- 31 • Ensures that all escaped prescribed fire and wildland fire use fires or
32 prescribed fire and wildland fire use fires that result in resource or property
33 damage are reviewed and investigated;
- 34 • Requests assistance through appropriate interagency channels when the fire
35 situation exceeds the capabilities of the agency's resources;
- 36 • Initiates investigation of trespass from wildfires to determine cause and
37 origin and if fire trespass has occurred;
- 38 • Enters and maintains employee fire qualifications in the Incident
39 Qualification Certification System (IQCS) and enters and maintains fire
40 occurrence in the Bureau fire reporting system;
- 41 • Documents the decision making process in a WFDSS when a wildfire
42 exceeds suppression efforts, management capability is inadequate to
43 accomplish fire use objectives, or a prescribed fire can no longer be
44 implemented in accordance with the approved plan; and approves
45 appropriate course of action;

- 1 • Responsible to approve WFDSS decisions for fires when the BIA costs do
2 not exceed \$5 million dollars. WFDSS decisions in excess of \$5 million
3 dollars are prepared locally and the RD designated as the approver;
- 4 • Maintains fiscal integrity in the use of the casual pay and vendor programs;
- 5 • Has responsibility for the adhering to the Administratively Determined
6 (AD) Pay Plan for Emergency Workers (Casuals) hiring authority in
7 accordance with the pay plan policy; and
- 8 • Has responsibility for financial and accountability oversight for all wildland
9 fire management programs.

10 **Tribal Contracts/Compacts**

11 The tribes have three options to manage fire protection services. Tribes may use
12 direct services, self-determination contracts or self-governance compacts to
13 manage either a portion, or all of a Bureau program.

14 Public Law 93-638 [The Indian Self-Determination and Education Assistance
15 Act of 1975, as amended; Title I and V]: provides maximum Indian participation
16 in the governance and education of the Indian people; to provide for the full
17 participation of Indian tribes in programs and services conducted by the Federal
18 Government for Indians and to encourage the development of human resources
19 of the Indian people; to establish a program of assistance to upgrade Indian
20 education; to support the right of Indian citizens to control their own educational
21 activities; and for other purposes.

22 **Fire Management Administration**

23 These guidelines are intended to be used by the Bureau and Indian Tribes when
24 negotiating annual funding agreements, whether P.L. 93-638 contracts (Title I)
25 or Self-Governance Compacts (Title V).

26 **Guiding Principles**

- 27 • Indian Tribal fire management programs are held to the same standards as
28 Bureau fire management programs. Both Bureau and Indian Tribal
29 programs will strive to achieve excellence.
- 30 • Indian Tribal and Bureau WFM programs receive equal consideration for
31 available budget and resources.
- 32 • The Bureau is committed to working with Indian tribes to ensure the
33 success of their WFM programs.
- 34 • Indian tribes who desire to compact or contract national, regional or agency
35 fire program functions or services provided by the Bureau, to benefit more
36 than one Indian tribe, must have a plan to provide comparable functionality
37 or services and agreement of other affected Indian tribes.

1 Inherently Federal Activities

- 2 • Hiring, termination and paying Federal employees including
- 3 Administratively Determined (AD) Emergency Workers (Casuals).
- 4 • The AD hiring authority is an inherently Federal activity and requires
- 5 Federal Government supervision. The AD hiring authority is granted
- 6 through the DOI to the BIA, and cannot be delegated to a Tribally
- 7 contracted or compacted program. However, Tribal programs can gather
- 8 documentation to assist in meeting the requirements of the AD Pay Plan for
- 9 Casuals and specific national guidance.
- 10 • Approval, consolidation and submission of budget requests.
- 11 • Obligating federal funds.
- 12 • Approval of resource management or land use plans, fire management plans
- 13 (FMP's), NEPA documents, wildland fire decision support system
- 14 (WFDSS) documents, post wildland fire activity (ES/BAER) plans, and
- 15 Delegations of Authority to incident management and post fire activity
- 16 teams. The Bureau must approve the documents in the preceding sentence
- 17 to fulfill its trust responsibility in resource protection.

18 Program Operational Standards

- 19 • Unless waivers to the following standards are explicitly approved and
- 20 identified in Tribal annual funding agreements, the following standards will
- 21 apply to Tribal fire management programs (Personnel Qualifications (90
- 22 IAM Chapter 3, 3.1, C.) (1) and (2)):
- 23 • Adherence to the NWCG Wildland and Prescribed Fire Qualification
- 24 System Guide is mandatory for all firefighters fighting wildfires on and off
- 25 their respective jurisdictions.
- 26 • Adherence to the IFPM Guide standards are mandatory for fire program
- 27 management officers, fire specialists and fire project leaders.
- 28 • Self-governance compact standards for qualification, physical fitness and
- 29 safety will be those established by the parties to the agreement, but will not
- 30 be less than NWCG and IFPM standards when mobilized off their Tribal
- 31 lands.
- 32 • Tribal fire management officers are responsible for certifying Tribal
- 33 program employee qualifications and maintaining records of their employee
- 34 qualifications. They may use the firefighter qualifications/ certification
- 35 component of the Incident Qualification and Certification System (IQCS).
- 36 They may choose to do so, but are not required to use that system.
- 37 • Fire occurrence reports will be encoded to the Wildland Fire Management
- 38 Information (WFMI) System within two weeks after a wildfire is declared
- 39 out. Obligating government funds is an inherently federal function and fire
- 40 reports are an essential element in accounting for the obligation of Federal
- 41 funds.

- 1 • Placing resource orders for Incident Management Teams (IMT) to manage
2 extended, large fire operations or for post wildland fire activity teams
3 requires the involvement of the Bureau. All actions require that the Bureau
4 approve delegations of authority to teams.

5 **Program Planning**

6 There are various types and levels of planning required to conduct a fire
7 management program, and are described below;

8 **Fire Program Workload Shares**

9 The Fire Program Workload Shares Assessment (WSA) supports preparedness
10 budget distribution from the Regional Offices to their field-level units. It is
11 intended to supplant the Most Effective Level (MEL) budget values that were
12 generated by the former Fire Management Program Analysis (FMPA) process.

13 The WSA uses the Graphical Network Interface (GeNIe) computer application
14 to define program workload elements and assign breakpoints (to classify and
15 normalize empirical data) and weights. Unlike purely subjective processes,
16 GeNIe ensures that the decision criteria are documented, the math is performed
17 without error, and the outputs can be readily reproduced.

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

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

27 **Fire Occurrence Data and Reporting**

28 Consistent with the *Guidance for Implementation of Federal Wildland Fire*
29 *Management Policy (February 13, 2009)*, the Bureau recognizes two types of
30 wildland fires when collecting and recording fire occurrence data. Those two
31 types are: planned ignitions (i.e., prescribed fires) and unplanned ignitions (i.e.,
32 including escaped prescribed fires).

33 Specific guidance regarding prescribed fire data and reporting is provided in the
34 *BIA Fuels Management Program Planning and Implementation Guide*. Reports
35 for wildfires should be prepared in accordance with the detailed guidance
36 provided in the *BIA Fire Occurrence Reporting System Users Guide*, which
37 includes instructions for preparing Individual Final Fire Reports.

1 Records Management for Fire Reports

2 The BIA Individual Final Fire Reports and final ICS-209 reports are official
3 records. Accordingly, the local unit is responsible for adhering to *Indian Affairs*
4 *Records Management Manual* and the local *Fire Maintenance and Disposition*
5 *Plan* concerning management and archiving these hard-copy records.

6 Additional guidance regarding wildland fire incident records can be found on
7 the National Wildland Fire Coordinating Group's Incident Records Management
8 website [https://www.nwccg.gov/committees/incident-records-](https://www.nwccg.gov/committees/incident-records-subcommittee/resources)
9 [subcommittee/resources](https://www.nwccg.gov/committees/incident-records-subcommittee/resources).

10 Fire Weather

11 The fire weather program is managed and coordinated by the WFM Fuels
12 Management Section, which has one staff member designated as the national
13 fire weather program manager. This program provides funding and technical
14 support for the maintenance of station sensors and the accuracy of station data
15 for the wildland fire program.

16 All field-level units will identify at least one permanent, NFDRS fire weather
17 station for fire planning purposes. A listing of these designated weather stations
18 is maintained by the WFM Fuels Management staff and is updated annually.

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

22 Bureau and Tribal NFDRS Weather Stations

23 BIA has a contract with Forest Technology Systems, Ltd., (FTS) to provide
24 annual maintenance, factory exchange service, and emergency repair. When
25 noncompliant or malfunctioning RAWs are identified or suspected, fire
26 managers should implement the following hazard mitigation actions to expedite
27 RAWs repair and to reduce risk to fire personnel: Contact a Technical Support
28 Specialist at FTS and the BIA National RAWs Coordinator to resolve the
29 noncompliance or emergency repair issue.

30 Non-NFDRS Weather Stations

31 In the Bureau's managed inventory, there are 19 non-NFDRS weather stations,
32 which are mostly portables and are mainly used for large wildfires and
33 prescribed fires.

- 34 ● Non-NFDRS stations do not have to have a NWS station number or a
35 station catalog in WIMS, but units may establish them as needed.
- 36 ● Non-NFDRS weather stations, such as portable or research stations that
37 support fire operations are required to receive annual calibration and
38 certification. The equipment will meet the requirements of the Annual
39 Rehabilitation Maintenance Section of the NWCG Interagency Wildland
40 Fire Weather Station Standards and Guidelines (PMS 426-3) publication.
- 41 ● The maintenance will be documented in the WFMI Weather module.

1 **Weather Station Naming Conventions**

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

- 5 • New weather stations should be named after the nearest local geographic
6 feature.
- 7 • Portable RAWS stations will use the following naming conventions: The
8 Unit ID and the word “Port” followed by a sequential number. For example
9 the portable RAWS at Crow Agency is named MTCRA_Port1, where
10 “MTCRA” represents Crow Agency in Montana and “Port1” represents a
11 unique number to identify the station. If another portable RAWS was
12 deployed at Crow Agency, the name of that station would then be
13 MTCRA_Port2. Portable stations should not be renamed when relocated on
14 the unit or temporarily assigned to another unit.
- 15 • For weather data collection and archiving standards for NFDRS, refer to the
16 NWCG Interagency Wildland Fire Weather Station Standards and
17 Guidelines (PMS 426-3) publication and the WIMS Web Application User
18 Guide.

19 When any station (i.e., including portable stations) is to be moved to a different
20 location, the LPOC must notify the BLM RAWS Depot Help Desk (208-387-
21 5475) before the station is shut down. Following the relocation, the LPOC must
22 provide the Help Desk with the new location information and the time of
23 reactivation.

24 **Station Identifiers**

- 25 • When a station identifier is needed, contact the contact the BIA national fire
26 weather program manager (208-387-5234), who will coordinate the request
27 with the appropriate entities, including the GACC Predictive Services staff.

28 **Program Preparedness/Readiness Reviews**

29 The wildland fire management program should reference the following
30 agreements, contracts, and operating plans as identified in the Program Planning
31 section above.

32 **Preseason Agreements, Contracts and Operating Plans**

33 The authority to enter into Interagency Agreements, Cooperative Agreements,
34 Memorandum of Understanding, Mutual-Aid Agreements and Contracts is cited
35 in *Departmental Manual, Part 620* and respective statutes; *Indian Affairs*
36 *Manual (IAM) 90; the Reciprocal Fire Protection Act 42 U.S.C. 1856*; and is
37 referenced in the *Federal Wildland Fire Management Policy and Program*
38 *Review*. See Chapter 8 for additional guidance.

39 **Tribal Disaster Assistance**

40 On January 29, 2013, the president signed the Sandy Recovery Improvement
41 Act of 2013, which amended the Stafford Act. The Act included a provision to

- 1 provide federally recognized Indian Tribal governments the option to request a
- 2 Presidential emergency or major disaster declaration independent of a state.
- 3 Tribal governments may still choose to seek assistance under a state declaration
- 4 request.
- 5 FEMA established Tribal liaisons in each FEMA region to assist Tribes with
- 6 emergency assistance as it relates to providing disaster assistance. Contacts
- 7 within each Region are identified at
- 8 <https://www.training.fema.gov/tribal/liaisons.aspx>.
- 9 More information about Tribal Declaration and Disaster Assistance resources, is
- 10 on the FEMA Tribal Affairs web page at [https://www.fema.gov/fema-tribal-](https://www.fema.gov/fema-tribal-affairs)
- 11 [affairs](https://www.fema.gov/fema-tribal-affairs).

12 **Tribal Support for Emergency Support Function (ESF)**

- 13 BIA is an Emergency Support Function (ESF) support agency under the USDA-
- 14 FS and USFA ESF #4 and #5 Annexes. Tribes may provide support through
- 15 this mechanism; however, they must follow their designated reimbursement
- 16 process to participate under an ESF.

17 **National Program Preparedness/Readiness Reviews**

- 18 Branch of Wildland Fire Management will conduct regularly scheduled fire
- 19 preparedness review of regional offices. Each review will include fiscal and
- 20 budget reviews of standard operating procedures (SOP) and administrative
- 21 activities. A schedule will be developed by BIA-NIFC, with input from the
- 22 Regions, to coordinate review scheduling. At least one review every five (5)
- 23 years will be conducted at each region, though more frequent reviews would be
- 24 preferable. BIA-NIFC's implementation intentions are to administer one
- 25 preparedness review and one fiscal accountability review in two separate regions
- 26 every year. Additionally, local unit pre-season fire preparedness/readiness
- 27 reviews will be conducted.

- 28 Standards for preparedness reviews are documented in the *Interagency Fire*
- 29 *Preparedness Review Guide*. The guide is currently available at
- 30 https://www.nifc.gov/policies/pol_ref_intgncy_prepcheck_BIA.html.

31 **FireCode Business Rules**

- 32 The BIA developed business rules and procedures to implement the FireCode
- 33 System. The FireCode System User Guide and Business Procedures can be
- 34 accessed through the BIA-NIFC office.

- 35 Wildfires on BIA Trust land (BIA/Tribal unit is the host unit) will have an
- 36 assigned FireCode.

- 37 • BIA/Tribe host unit dispatcher will access the FireCode website and enter
- 38 the incident information and generate a FireCode for every wildfire. This
- 39 FireCode will be used for all financial obligations charged to an incident

- 1 and by all resources assigned to an incident. The FireCode is not the fire
2 number for BIA. The fire number will continue to be the fire reporting
3 number in WFMI. However, the FireCode will be a required entry on the
4 fire report.
- 5 • The FireCode will be used by the BIA in place of the Fire Number when
6 entering an obligation to FBMS. Contract/Compact Tribes will use this
7 code to identify all costs associated with an incident.
 - 8 • Compact/Contract Tribes will use the FireCode to identify costs for
9 wildfires when reporting to the BIA Regional office.
 - 10 • A fire report must be created for each wildfire in WFMI. The fire report
11 form will require the entry of a FireCode.
 - 12 • If the wildfire is a false alarm you must create a fire report in WFMI. BIA-
13 NIFC will generate one false alarm FireCode for each region. The regional
14 false alarm FireCode will be used for each false alarm fire report in WFMI.
- 15 Wildfires on BIA Trust lands when BIA/Tribal resources are ordered from
16 another BIA/Tribal unit(s).
- 17 • All BIA/Tribal resources responding will use the hosting BIA/Tribal unit's
18 FireCode to charge all financial obligations related to that wildfire.
 - 19 • BIA/Tribal units will create a support action fire report in WFMI when
20 responding to another unit's wildfire.
 - 21 • Compact/Contract Tribes will use the FireCode to identify their respective
22 costs for assistance to other BIA/Tribal units when reporting to the Regional
23 office.
- 24 Wildfires on other federal lands when the BIA/Tribe is ordered (another federal
25 agency is the host unit).
- 26 • All BIA/Tribal resources responding to other federal agency fires will use a
27 FireCode created by the host federal agency.
 - 28 • BIA/Tribal units will create a support action fire report in WFMI when
29 responding to another unit's wildfire.
 - 30 • Compact/Contract Tribes will use the FireCode to identify their respective
31 costs for assistance to other federal agencies when reporting to the Regional
32 office.
- 33 Wildfires on state lands when the BIA/Tribe is ordered (state agency is the host
34 unit).
- 35 • All BIA/Tribal resources responding to state agency wildfires will create a
36 FireCode for each fire if a FireCode has not already been created by another
37 Federal agency. If a FireCode has been created, the BIA/Tribal unit(s) will
38 use that FireCode as the charge code (project code) for all financial
39 obligations related to that wildfire.
 - 40 • BIA/Tribal units will create a support action fire report in WFMI when
41 responding to another unit's wildfire.
 - 42 • Compact/Contract Tribes will use the FireCode to identify their respective
43 costs for assistance to state agencies when reporting to the Regional office.

- 1 Short-term Severity actions where additional local resources are employed under
2 operations to supplement readiness capability as a direct result of short duration
3 high fire danger on BIA Trust lands.
- 4 • BWFM will generate one short-term severity FireCode for each region.
 - 5 • Each region will use the short-term severity FireCode to cover local short-
6 term severity needs relating to employing additional personnel.
 - 7 • Request to use the short-term severity FireCode must be made to the
8 Regional FMO, or their acting, and approval given before the FireCode is to
9 be used.
 - 10 • A support action fire report must be entered in WFMI and the respective
11 FireCode entered in that fire report. The remarks section of the fire report
12 must identify the purpose of the support action. For each short-term
13 severity use through the fire season, a support action fire report must be
14 entered in WFMI.
- 15 Long-term Severity FireCodes will be used by BIA resources to identify all
16 costs related to approve BIA wildfire severity actions.
- 17 • All severity requests will be submitted to the BWFM for approval. Upon
18 approval, the BWFM will generate a FireCode and notify the Region of the
19 FireCode and authorized funding level.
 - 20 • The FireCode will be used to charge all authorized financial obligations for
21 readiness under the severity request
 - 22 • If a BIA Agency/Tribe responds to another BIA Agency/Tribe's severity
23 request, the responding BIA Agency/Tribe will use the hosting
24 Agency/Tribal unit's FireCode to charge all financial obligations.
 - 25 • Compact/Contract Tribes will use the FireCode to identify their respective
26 severity costs when reporting to the Regional office.
 - 27 • A support action fire report needs to be completed in WFMI for each
28 severity action.
- 29 Casual Training – A FireCode established by the BWFM will be used by all BIA
30 units to charge obligations related to Administratively Determined (AD) or
31 casual workers during field exercises. BIA units must use the FireCode with
32 their organizational code to charge obligations for casual field exercises.
- 33 USDA Forest Service Wildland Fire Severity Support – A FireCode will be used
34 by DOI to identify all costs related to support of USDA Forest Service severity
35 actions.
- 36 • The FireCode will be used to charge all authorized financial obligations for
37 readiness under the severity request.
 - 38 • A fire report needs to be completed for severity support of USDA Forest
39 Service severity actions.

1 Wildland Fire Management Funding**2 Preparedness Activity**

3 This activity consists of all the actions needed to prepare for the response to
4 wildland fire ignitions. Preparedness funds provide support to the overall
5 management and planning of the Bureau's and Indian Tribal fire management
6 programs. Preparedness includes, but is not limited to, readiness and capability
7 to provide safe, cost-effective fire management programs in support of land and
8 resource management plans. This activity includes the hiring and training of fire
9 personnel, purchasing/contracting of equipment and supplies, support, planning
10 and coordination, policy development, oversight, and research. Interagency
11 coordination and direction includes establishment and funding of interagency
12 agreements and interagency fair share contributions.

- 13 • Indian tribes are eligible for indirect costs from the wildland fire
14 appropriation for preparedness.
- 15 • Wildland Fire Management funding and indirect costs may be included in
16 the Indian Tribal annual funding agreements (AFAs). For compact
17 wildland fire preparedness, wildland fire prevention and interagency hotshot
18 programs, funding shall be transferred to the Office of Self-Governance
19 (OSG) by the BWFM Budget.
- 20 • One-time funding or one-time project funding will be applied for annually
21 and distributed to the region for distribution to agencies/tribes. Funding
22 shall be transferred to the OSG by the BWFM. These are project-based
23 one-time transfers of funds. Indirect costs on non-recurring or one-time
24 wildland fire preparedness funds are not authorized. Indian Tribal and
25 Bureau programs will be given equal consideration for non- recurring
26 preparedness funding and will be coordinated at the Regional Office level.

27 Fire Facility Construction and Maintenance Activity

28 This activity provides for the maintenance and construction of fire facilities for
29 line item funded in the DOI wildland fire appropriation only. All projects are
30 approved through a consolidated DOI process and entered into the Departments
31 five year plan. The five-year plan is a fiscal year based plan and is part of the
32 overall budget process. The plan requires annual updating so that the budget
33 request continues to reflect a five-year picture of the actual need. As a result,
34 the schedule of activities is based on the fiscal year, not the calendar year. The
35 annual update presents the opportunity for the fire bureaus' to adjust project
36 priorities based on newly identified needs or previously identified needs that
37 have become more critical during the past year. Projects in the out-years may
38 also be removed become more critical during the past year. Projects in the out-
39 year may also be removed because they were addressed through other means.
40 The Bureau's five-year plan submissions are completed at least a year before
41 Congress enacts the annual appropriation.

1 Consists of the following:

- 2 • Projects for construction of fire facilities must be included in the five-year
3 DOI Facilities Construction Plan and identified as part of the Wildland Fire
4 Annual Budget Appropriation.
- 5 • Funding is obtained by Indian tribes through Bureau regional offices via
6 cooperative agreements, contracts or through agreements with other Federal
7 agencies to reimburse Indian tribes for fire facilities construction costs on a
8 project-by-project basis.
- 9 • Indirect costs for fire facilities and deferred maintenance construction
10 projects are not authorized. Administrative fees are authorized when
11 requests have them built into the total cost of the construction project as a
12 direct cost.

13 **Suppression Activity**

14 This activity provides for the development and implementation of three
15 operation components: Suppression, Post Wildland Fire Activities and Severity.

- 16 • Funding is obtained by Indian tribes through agreements established by
17 Bureau regional offices or other Federal agencies to reimburse Indian tribes
18 for fire costs on a fire-by-fire basis (per FireCode). Indirect costs for fire
19 suppression are not authorized.
- 20 • Severity (short- and long-term) authority and funding for activities
21 necessary to augment initial attack capability when abnormal fire conditions
22 occur throughout a region resulting in the fire season starting earlier than
23 normal, or exceeding average high fire danger ratings for periods. Funding
24 is obtained by Tribes through agreements established by Bureau regional
25 offices or other Federal agencies to reimburse Indian tribes for severity
26 costs incurred under an approved fire severity cost request. Indirect costs
27 for severity funds are not authorized.
- 28 • Post Wildland Fire Activities includes all post fire burned area activities
29 covered by approved plans. Funding is obtained by Indian tribes through
30 agreements established by the Bureau regional offices or other Federal
31 agencies to reimburse Indian tribes for costs on a project by project basis
32 (per FireCode). Indirect costs for emergency stabilization projects are not
33 authorized, however reasonable administrative and overhead costs incurred
34 by Indian tribes in such projects may be authorized within stabilization
35 plans and should be built into the project and treated as a direct cost.

36 **Budget Management**

37 This section governs use of the Bureau's Wildland Fire Management (WFM)
38 appropriation account structure, procedures, cost accounting and one-time
39 funding procedures. Personnel at all levels within the Bureau need to be aware
40 of the responsibilities and limitations on the use of these funds, which this
41 chapter and other financial and budget handbooks address.

1 Program Budget Annual Appropriations

2 Annual appropriations are made available for the WFM, pursuant to the passage
3 of the annual appropriation act for the DOI and related agencies. The WFM
4 appropriation is a no-year appropriation.

5 Funded Program Procedures

6 WFM funds, excluding emergency suppression funding (unless under a
7 Continuing Resolution), will be distributed to the BWFM Budget Management
8 office, which distributes funds to WFM Regional Office programs. The
9 exception to the allocation is compacted programs which will be disbursed
10 directly from WFM-NIFC to OSG. Instructions documented on a financial
11 allocation forms (e.g., Funding Entry Document or FED) detail how
12 distributions are to be made from regions to Agencies/Tribes for preparedness
13 programs.

14 One-Time Funding

15 The one-time Funding program provides mechanisms to request funding for
16 special projects or needs that exceed an agency's regular budgeted funds. Funds
17 used in this program are non-recurring in nature, and are based on either
18 available prior year un-obligated balances, or unused Indirect costs.

19 Individual plans should be submitted to Regional offices for review, changes or
20 rejection. Once approved at the regional level, the requests will be forwarded to
21 WFM. Critical needs projects are high priority or an activity ready for
22 implementation, and require immediate funding at the start of the FY, before
23 appropriations bills are signed. Critical needs should only cover three (3)
24 months of project needs, but will continue under Continuing Resolutions (CR)
25 until an appropriations bill is passed.

26 One-time funding for Preparedness (signed by appropriate Regional Director)
27 will be submitted to WFM by May 15 for the upcoming Fiscal Year for current
28 year needs. Requests received after deadlines will be given lower priority.
29 WFM-NIFC will evaluate all requests based on the region's prioritization and
30 the availability of funds.

31 Procedures for One-Time Funding Submission

32 One-time funding requests must be submitted using the following process:

- 33 • Requests are submitted to the Regional Office for approval. The process
34 verifies the request meets the intent and fire policy of Interior appropriation
35 act language.
- 36 • The Regional Office then submits prioritized funding requests to the Branch
37 of Wildland Fire Management Budget office.
- 38 • WBS to be assigned by WFM-NIFC Budget or the DC Central Office.

1 **National Model 52 Wildland Engine Program**

2 The Model 52 Wildland Engine program was created by the BIA in 1996. The
 3 objective of the program is to provide a centralized process for replacement
 4 parts refurbishing, training and fabrication of Model 52 pumping systems.
 5 Detailed information on the program can be found in the BIA National Model
 6 52 Wildland Engine Program Operations Guide.

7 **Mission/Policy**

- 8 • Provide a standardized Model 52 engine for the participating Agency or
 9 Tribal organization.
- 10 • Provide an opportunity to supply trucks for Model 52 pumping systems.
- 11 • Provide refurbishment and repair services for Fire Management Planning
 12 Analysis (FMPA) approved number of engines.
- 13 • Provide training in the use and maintenance of the Model 52 pumping
 14 systems.
- 15 • Evaluate new equipment and Model 52 improvements to meet the wildland
 16 fire program needs.
- 17 • Provide emergency repair or replacement for Model 52 pumping systems.
- 18 • No aftermarket parts of any kind are to be place on any Model 52
 19 equipment without prior approval from the Deputy, Fire Operations and
 20 concurrence from the Program Center Managers.

21 **Model 52 Replacement Guidelines**

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

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

25 **Organization**

26 The program is organized into three geographical areas:

- 27 • Northwest Center (Missoula, MT) services the Northwest, Rocky Mountain
 28 and north half of the Pacific Region.
- 29 • Northern Center (Eagle Butte, SD) services the Great Plains and Midwest
 30 Regions.
- 31 • Southwest Center (Dulce, NM) services the Southwest, Western, Navajo,
 32 Eastern Oklahoma, Southern Plains, Eastern and south half of the Pacific
 33 Region.

34 **Administration**

35 The program is administered through the BWFM Fire Operations Section. A
 36 Model 52 Oversight Group has been established to plan, develop and budget for
 37 the annual operations of the program. The Group is comprised of the Model 52
 38 Program Leads at each center and the Deputy, Fire Operations. Trucks and
 39 fabrication orders for the Model 52 are procured nationally through the
 40 BIA-NIFC office.

1 Emergency Repairs

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

6 Non-Emergency/Non-Suppression Repairs

7 Non-emergency repairs shall be charged to the identified agency account. The
8 account will be approved by an agency official (e.g., FMO, Forest Manager,
9 Superintendent) before requested action is taken.

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

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

17 National Aviation Program

18 The BIA, Wildland Fire and Aviation Management program recommends
19 Bureau policy, procedures, and standards; and maintains functional oversight
20 and interagency coordination for all aviation activities. The BIA-BWFM
21 established two Inter-Regional Aviation Management Offices to provide
22 technical aviation expertise support for Regional, Agency, and field offices.
23 Each of these offices supports Bureau Regions across geographic boundaries.
24 Each of the Inter-Regional offices is staffed by an IRAM and an AOS, both of
25 which are available to provide support for any Region.

26 Aviation Program Goals

27 The primary goals of each of these positions are to promote aviation safety and
28 cost-effectiveness. The Branch of Wildland Fire Management Director, Aviation
29 and Safety supports Bureau aviation activities and missions, which includes fire
30 suppression, through strategic program guidance, managing aviation programs
31 of national scope, coordination with Office of Aviation Services (OAS) and
32 interagency partners.

33 The Director, Aviation and Safety has the responsibility and authority, after
34 consultation with Regional FMOs, for funding and acquisition of all fire aircraft,
35 prioritizing the allocation of BIA aircraft on a Bureau wide basis, and approving
36 Regional Office requests to acquire supplemental aircraft resources.

37 Refer to *Indian Affairs Manual; Part 57* for information on BIA aviation policy
38 and procedures. Refer to *112 DM 12* for a list of responsibilities.

1 Regional Office Level

2 Regional FMOs are responsible for providing oversight for aircraft hosted in
3 their region and have the authority and responsibility to approve, with the WFM
4 Branch Chief concurrence, acquisition of supplemental aircraft resources within
5 their region.

- 6 • Regional FMOs have the authority to prioritize the allocation, pre-
7 positioning and movement of all aircraft assigned to the BIA within their
8 region.
- 9 • Regional Offices will coordinate with the National Office on movement of
10 their aircraft outside of their region.

11 Regional Aviation Managers (RAM) are associated with every BIA Region.
12 They implement aviation program objectives and directives to support the BIA
13 mission and each Region's goals. Some Regions may have additional support
14 staff assigned to support aircraft operations and to provide technical expertise. A
15 Regional Aviation Management Plan is required to outline goals of the Region's
16 aviation program and to identify policy and procedures specific to that Region.

17 Important Note: A Region is not generally authorized to supplement this policy
18 with more restrictive policy or procedures than the national policy, unless the
19 policy or procedure is approved by the Director, Aviation and Safety.

20 Agency/Field Office Level

21 Agency, Field Managers and staff manage their programs as necessary to
22 conduct their aviation operations safely. Agency Aviation Managers (AAMs)
23 serve as the focal point for the Agency Aviation Program by providing technical
24 expertise and management of aviation resources to support agency programs.

25 While many agencies have aviation management as a collateral duty, during
26 periods of intense aviation activity (e.g., wildland fire support) it is still
27 absolutely critical that aviation oversight be maintained.

28 When other duties interfere or compete with effective aviation management,
29 request assistance from the Regional Office. Agencies are responsible for
30 hosting, supporting, providing daily management, and dispatching all aircraft
31 assigned to their unit. Agencies have the authority to request additional
32 resources, establish priorities, and make assignments for all aircraft assigned to
33 the BIA within their agency.

- 34 • AAMs have the responsibility for aviation activities at the local level,
35 including aviation mission planning, risk management and safety,
36 supervision, and evaluation. AAMs assist Line Officers with risk
37 assessment/management and cost analysis.

38 All Tribal and agency offices utilizing aircraft should have a current and
39 approved aviation management plan on file.

1 Aviation Safety

2 The BIA and the interagency partners have adopted Safety Management
3 Systems (SMS) as the foundation to our aviation safety program. For further
4 information, reference Chapter 16.

5 Flight Request and Approval

6 Bureau flights will be requested and documented using the process defined in
7 the Regional or Agency Aviation Plans. As a minimum, flight management
8 procedures will follow the *National Interagency Mobilization Guide*, Chapter
9 80, Flight Management Procedures. The BLM Aircraft Flight Request/Schedule
10 (9400- 1a) form is one example which may be used.

11 Safety and Risk Management**12 Motor Vehicle Operation Policy**

13 All individuals operating a motor vehicle in performance of duties in support of
14 the BIA must comply with the requirement of the BIA Motor Vehicle policy
15 requirements 5 CFR 930, and 485 DM 16. Regional Directors, Agency
16 Superintendents, and FMO's will be responsible for ensuring full compliance,
17 including safe operation of motor vehicles as well as immediate response to
18 issues of non-compliance. Non-standard vehicle training will be provided to fire
19 personnel required to drive Model 52 engines, Helitack and Crew vehicles.

20 Business Management and Administration

21 The BIA follows the uniform application (IAM Part 90, 1.2, (18)) of the
22 interagency policies and guidelines as developed in the Interagency Incident
23 Business Management Handbook (IIBMH). BIA will follow the direction set
24 forth in the IIBMH in all incident business management functions except where
25 specific to agency legal mandates, policies, rules or regulations.

26 Casuals Hired as Drivers When Employed by BIA

27 In accordance with the BIA Motor Vehicle Policy, casuals hired as drivers are
28 required to possess a valid driver's license in order to operate a motor vehicle
29 and have a safe driving record.

30 Agencies should recruit a pool of drivers prior to fire season. They must submit
31 GSA Form 3607, Government Motor Vehicle Operator's License and Driving
32 Record, in advance to verify they have a favorable driving record.

- 33 • Form 3607 will be processed through Regional channels to retrieve the
34 driving record of the application with the State, or National Driver Registry
35 and applicable Tribe.
- 36 • Regional Directors can contact the Division of Safety and Risk
37 Management for information on completing and submitting Form 3607.
- 38 • Meeting the qualification requirements for a motor vehicle license is a
39 condition of employment within BIA for those individuals whose duties
40 require the operation of a motor vehicle for official wildland fire operations

1 business. Failure to adhere to the policy will result in automatic termination
2 of the casual.

3 **Request for Funding Authorization**

4 The authorization and procedure for use of the operations “suppression”
5 (AF2001010) program account, for emergency workers field activities is as
6 follows.

- 7 • A regional funding request plan must be completed that identifies the
8 program need for casual funding for field activities only;
- 9 • The request must be submitted through the Regional FMO by January 1st of
10 each year; and
- 11 • The requests will be reviewed and authorized in writing to the respective
12 agency.

13 **Acquisitions**

14 Per 90 IAM, the WFM program requires adherence to the *Interagency Incident*
15 *Business Management Handbook (IIBMH)* in conducting wildland fire business.

16 The BIA Branch of Fire Management’s waiver for fire/emergency personnel
17 purchases are cited in Memoranda Expanded Government Charge Card
18 Purchase Authority During Emergency Wildland Fire Operations, dated 6/12/03
19 at <https://www.bia.gov/nifc/library/Memos/index.htm>. The exceptions are:

20 Meals, Beverages and Lodging: This exception will be used to lodge and feed
21 employees without credit cards or to support mixed charge card/non-charge card
22 crews.

- 23 • Personal Gear – This exception will be used to purchase personal items if
24 destroyed, lost or stolen while serving on the fire crew/emergency incident,
25 (e.g., clothing, footwear and/or toiletries).
- 26 • Payment of medical treatment for casualties and overhead when authorized for
27 Incident Agency Provided Medical Care (APMC).

28 **Emergency Equipment Rental Agreements (EERA)**

29 The Emergency Equipment Payment Operating Guidelines provides procedure,
30 guidance and instructions to the BIA WFM Programs, Regional fire
31 management offices and agency offices, Office of Financial Management,
32 Office of Acquisition and Property for implementation of the EERAs payment
33 process. Refer to the IIBMH, Chapter 20, for EERA Administration.

1 Wildland Fire Decision Support System (WFDSS)

2 Agency Administrators are required to use the WFDSS decision analysis process
3 and the Decision Document (DD), for extended attack and unplanned wildland
4 fires exceeding initial response. Optionally, Agency/Tribes may enter small fires
5 into WFDSS. See below for DD development requirements.

6 All users, Tribal and Agency, need to complete annual security training and
7 establish a profile through their BIA GA Regional Editor. The annual training is
8 accessed through DOI LEARN.

9 All fires exceeding initial response will have an approved DD within WFDSS.

- 10 • All wildfires managed by a Type 1, 2, or 3 incident management team will
11 be entered into the WFDSS.
- 12 • Wildfires burning on to Trust lands from another federal fire management
13 agency (USFS, BLM, NPS or USFWS) should be entered initially by the
14 originating agency, not BIA Agency/Tribal. Once a fire(s) poses a ‘Threat
15 to Trust’, or suppression actions are done from Trust Land, the threatened
16 Agency personnel must be given “Ownership” privileges in the WFDSS
17 incident to be allowed to input their own incident objectives and
18 requirements for the development of the next DD to be published.
- 19 • Wildfires burning on to Trust lands from State and local lands will be
20 entered into WFDSS by the receiving BIA Agency/Tribal unit, if they have
21 not been entered by another Federal agency or State, with the true Point of
22 Origin and Discovery Date being entered. When these incidents are created
23 in WFDSS, the Responsible Unit Name at Point of Origin will not be the
24 BIA Agency/Tribe. However, the BIA Agency/Tribe will be selected as at
25 least one of the Responsible Agency(s) in addition to other.
- 26 • For fires being consolidated into a complex and covered under one DD, a
27 new FireCode with all the individual fires in the complex must be created
28 for the complex fire name. In addition, each individual wildfire should be
29 entered individually into the WFDSS and tracked with appropriate
30 Latitude/Longitude, contain, confine, control date and time information to
31 document origins of all the fires in a complex.
- 32 • Applicable fire-related resource management objectives and management
33 requirements from the BIA Agency/Tribal Management Policies, as well as
34 from a General Management Plan, Land or Resource
35 Management/Stewardship Plan and FMP, will be migrated into the WFDSS
36 via the DATA Management Tab. This information will reflect the
37 management objectives for wildland fire as stated in FMP and supporting
38 NEPA documents.

- 1 Only BIA line officers, or their BIA employee acting with wildland fire
2 knowledge, can be an “Approver” for a WFDSS DD developed for Trust Lands.
3 Another federal agency line officer cannot be delegated authority to be an
4 “Approver” in WFDSS for decision concerning Trust Land. This means incident
5 privilege must identify multiple “Approvers.”

6 **Fuels Management, Planning & Implementation**

- 7 The national and interagency policy guides for the hazardous fuels programs are
8 contained in the following guides and handbooks:
- 9 • Interagency Prescribed Fire Planning and Implementation Procedures
10 Reference Guide 2006;
 - 11 • BIA Fuels Management Program Supplement to the Interagency Prescribed
12 Fire Planning and Implementation Procedures Reference Guide 2008; and
 - 13 • BIA Fuels Program Business Management Handbook, February 2006.
- 14 Exclusive use of these handbooks and guides enhances intra- and inter-agency
15 program continuity, avoids duplication, reduces the chances to misinterpret
16 policy and provides one stop shopping for the fuels programs policy in a fire
17 management and political environment where changes occur frequently. Please
18 call the Director of Fuels Management for more information.

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Chapter 7 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*
- **NPS** – *DO-50 and RM-50 Loss Control Management Guideline*
- **FWS** – *Service Manual 240 FW 1 Safety Program Management, 241 FW7, Firefighting, 241 FW 4, Risk Management*
- **FS** – *FSM 5100 and chapters, FSH-6709.11 Health and Safety Code Handbook*

For additional safety guidance, refer to:

- *Wildland Fire Incident Management Field Guide (PMS 210)*
- *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.

1 Goal

2 The goal of the fire safety program is to provide direction and guidance for safe
3 and effective management in all activities. Safety is the responsibility of
4 everyone assigned to wildland fire, and must be practiced at all operational
5 levels from the national fire director, state/regional director, and unit manager to
6 employees in the field. Agency Administrators need to stress that firefighter and
7 public safety always takes precedence over property and resource loss.
8 Coordination between the fire management staff and unit safety officer(s) is
9 essential in achieving this objective.

10 Definitions

11 **Safety:** A measure of the degree of freedom from risk or conditions that can
12 cause death, physical harm, or equipment or property damage.

13 **Hazard:** A condition or situation that exists within the working environment
14 capable of causing physical harm, injury, or damage.

15 **Risk:** The likelihood or possibility of hazardous consequences in terms of
16 severity or probability.

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

19 Risk Management Process

20 Fire operations risk management is outlined in the *NWCG Incident Response*
21 *Pocket Guide (IRPG)*. The five step process provides firefighters and fire
22 managers a simple, universal, and consistent way to practice risk management
23 by:

- 24 • Establishing situation awareness by identifying hazards.
- 25 • Assessing hazard potential.
- 26 • Developing hazard controls and making risk management decisions.
- 27 • Implementing hazard controls.
- 28 • Supervising implementation and evaluating effectiveness.

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

30 A completed JHA/RA is required for:

- 31 • Jobs or work practices that have potential hazards.
- 32 • New, non-routine, or hazardous tasks to be performed where potential
33 hazards exist.
- 34 • Jobs that may require the employee to use non-standard personal protective
35 equipment (PPE).
- 36 • 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 *<https://blmspace.blm.doi.net/wo/700/safetyhealthandemergency/SitePages/Risk%20Management.aspx>*
6
 - 7 ○ **FWS** – *See also 240 FW 1, Exhibit 1, Job Hazard Assessment*
 - 8 ○ **FS** – *JHAs must include a description of the emergency medical*
9 *procedures, identification of key individuals, and actions that will be*
10 *taken to ensure prompt and effective medical care and evacuation. See*
11 *FSH 6709.11, section 21.1 for more information.*

12 **Work/Rest**

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

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

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

31 **Length of Assignment**

32 **Assignment Definition**

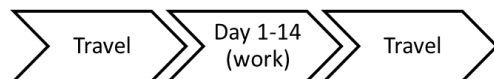
33 An assignment is defined as the time period (days) between the first full
34 operational period at the first incident or reporting location on the original
35 resource order and the last day worked prior to commencement of return travel
36 to the home unit.

37 **Length of Assignment**

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

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

3 14-Day Scenario



5 **Days Off**

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

9 The authority to grant a day off with pay lies within 5 U.S.C. 6104, 5 CFR
10 610.301-306, and 56 Comp. Gen. Decision 393 (1977).

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

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

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

26 • **BLM/FWS** – *After completion of a 14-day assignment and return travel,*
27 *the mandatory days off will be charged to Administrative Leave if they fall*
28 *on a regularly-scheduled work day.*

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

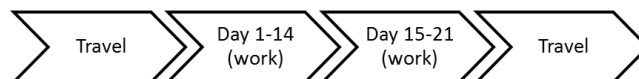
1 **Assignment Extension**

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

- 5 • Assignments may be extended when:
- 6 ○ Life and property are imminently threatened.
 - 7 ○ Suppression objectives are close to being met.
 - 8 ○ A military battalion is assigned.
 - 9 ○ Replacement resources are unavailable, or have not yet arrived.

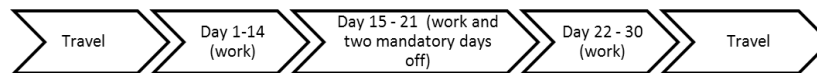
10 Upon completion of the standard 14-day assignment, an extension of up to an
11 additional 14 days may be allowed (for a total of up to 30 days, inclusive of
12 mandatory days off, and exclusive of travel).

13 21-Day Scenario



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

18 30-Day Scenario



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

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

1 Single Resource/Kind Extensions

2 The section chief or Incident Commander will identify the need for assignment
3 extension and will obtain the affected resource's concurrence. The section chief
4 and affected resource will acquire and document the home unit supervisor's
5 approval.

6 The Incident Commander approves the extension. If a convened Geographic or
7 National Multi-Agency Coordinating Group (GMAC/NMAC) directs, the
8 Incident Commander approves only after GMAC/NMAC concurrence.

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

12 Incident Management Team Extensions

13 Incident Management Team extensions are to be negotiated between the incident
14 Agency Administrator, the Incident Commander, and the GMAC/NMAC (if
15 directed).

16 Maximum Consecutive Days Worked – Home Unit

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

19 Driving Standard

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

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

25 General Driving Policy

- 26 • Employees must have a valid state driver's license in their possession for
27 the appropriate vehicle class before operating the vehicle. Operating a
28 government-owned or rental vehicle without a valid state driver's license is
29 prohibited.
- 30 • All drivers whose job duties require the use of a motor vehicle will receive
31 initial defensive driver training within three months of entering on duty and
32 refresher driver training every three years thereafter.
 - 33 ○ *BLM/FS – Driver training is required prior to operating a vehicle for*
34 *official purposes.*
- 35 • All traffic violations or parking tickets will be the operator's responsibility.
- 36 • All driving requiring a CDL will be performed in accordance with
37 applicable Department of Transportation regulations.

- 1 • Drivers and all passengers are required to use provided seat belts at all times
2 when the motor vehicle is in motion.
- 3 Employees operating a motor vehicle that meets any of the following criteria
4 must possess a valid Commercial Driver’s License (CDL) with all of the
5 applicable endorsements:
- 6 • Has a gross combination weight rating or gross combination weight of
7 26,001 pounds or more, whichever is greater, inclusive of a towed unit(s)
8 with a gross vehicle weight rating or gross vehicle weight of more than
9 10,000 pounds, whichever is greater; or
 - 10 • Has a gross vehicle weight rating or gross vehicle weight of 26,001 pounds
11 or more, whichever is greater; or
 - 12 • Is designed to transport 16 or more passengers, including the driver; or
 - 13 • Is of any size and is used in the transportation of hazardous materials.
14 Hazardous materials means any material that has been designated as
15 hazardous under 49 U.S.C. 5103 and is required to be placarded under
16 subpart F of 49 CFR part 172 or any quantity of a material listed as a select
17 agent or toxin in 42 CFR part 73.
 - 18 ○ *BLM – BLM Form 1112-11 will be used to document every fire and*
19 *aviation employee’s authorization to drive government vehicles or to*
20 *drive private or rental vehicles for government business. BLM Form*
21 *1112-11 replaces form OF-345, form DI-131, and any equivalent form*
22 *that has been created for local or state level use. Employees are*
23 *required to self-certify their physical ability to operate vehicles which*
24 *they are authorized to use. Drivers of vehicles that require a*
25 *Commercial Driver’s License may be required to have additional*
26 *driver, medical, and fitness testing as required by local and/or state*
27 *laws. Employees will immediately inform their supervisor and update*
28 *BLM Form 1112-11 if a change in medical condition impedes their*
29 *driving ability or if a state driving privilege is restricted for any*
30 *reason. Supervisors will review the updated form and take appropriate*
31 *action as necessary. BLM Form 1112-11 is available at:*
32 *[https://blmspace.blm.doi.net/oc/intra/dbs/eForms%20Library/Forms/S](https://blmspace.blm.doi.net/oc/intra/dbs/eForms%20Library/Forms/Safety.aspx)*
33 *afety.aspx.*
 - 34 ○ *BLM/NPS/FWS/BIA – For DOI, 485 DM 16 requires, “a person who*
35 *drives commercial motor vehicles (having either a gross vehicle weight*
36 *(GVW) rating of more than 26,000 pounds, towing a vehicle with a*
37 *10,000 pound or more GVW rating, hauling hazardous material*
38 *requiring the vehicle to be placarded, or operating a vehicle designated*
39 *to transport 15 or more people including the driver) for the*
40 *Department to be at least 21 years old.”*
 - 41 ○ *BLM/NPS/FWS – Employees, volunteers, and contractors (for BLM,*
42 *this includes cooperators) are prohibited from using any mobile*
43 *voice/data communication or electronic data retrieval device while*
44 *operating a government owned, leased, or rented vehicle or while*

- 1 *operating a personally-owned vehicle for official government business,*
2 *and are further prohibited from using any government-owned mobile*
3 *communication or data retrieval device while operating a personally-*
4 *owned vehicle. Government purchased two-way radios are exempt from*
5 *this requirement. The use of any of these devices during an emergency*
6 *situation (immediate threat to life) is limited to the extent necessary to*
7 *convey vital information. When there is a passenger in the vehicle and*
8 *the vehicle is in motion, the passenger shall manage communications to*
9 *prevent driver distraction.*
- 10 ○ **NPS** – *For NPS employees engaged in activities other than wildfire or*
11 *prescribed fire, refer to the current NPS Official Travel Driving Policy*
12 *for restrictions.*
 - 13 ○ **FS** – *Policy requires all operators of government owned, or leased*
14 *vehicles to have a Forest Service issued Operator’s Identification Card*
15 *(OF-346) indicating the type of vehicles or equipment the holder is*
16 *authorized and qualified to operate.*
 - 17 ○ **FS** – *Drivers shall not engage in cellular phone or mobile radio*
18 *communications while the vehicle is in motion unless actively engaged*
19 *in an emergency such as wildland firefighting. During non-emergency*
20 *situations, the driver shall identify a safe location to stop the vehicle*
21 *and then engage in cellular phone or mobile radio communications.*
22 *These restrictions apply whether or not hands-free technology is*
23 *available.*

24 **Non-Incident Operations Driving**

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

26 **Mobilization and Demobilization**

27 To manage fatigue, every effort should be made to avoid off unit (excluding IA
28 response) mobilization and demobilization travel between 2200 hours and 0500
29 hours.

30 **Incident Operations Driving**

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

- 35 • Agency resources assigned to an incident or engaged in initial attack fire
36 response will adhere to the current agency work/rest policy for determining
37 length of duty day.
- 38 • No driver will drive more than 10 hours (behind the wheel) within any duty-
39 day.
- 40 • Multiple drivers in a single vehicle may drive up to the duty-day limitation
41 provided no driver exceeds the individual driving (behind the wheel) time
42 limitation of 10 hours.

- 1 • A driver shall drive only if they have had at least 8 consecutive hours off
2 duty before beginning a shift. Exception to the minimum off-duty hour
3 requirement is allowed when essential to:
- 4 ○ Accomplish immediate and critical suppression objectives.
 - 5 ○ Address immediate and critical firefighter or public safety issues.
- 6 • As stated in the current agency work/rest policy, documentation of
7 mitigation measures used to reduce fatigue is required for drivers who
8 exceed 16 hour work shifts. This is required regardless of whether the driver
9 was still compliant with the 10 hour individual (behind the wheel) driving
10 time limitations.

11 **Fire Vehicle Operation Standards**

12 Operators of all vehicles must abide by state traffic regulations. Operation of all
13 vehicles will be conducted within the limits specified by the manufacturer.
14 Limitations based on tire maximum speed ratings and GVWR restrictions must
15 be followed. It is the vehicle operator's responsibility to ensure vehicles abide
16 by these and any other limitations specified by agency or state regulations.

17 **Management Controls to Mitigate Exposure**

18 Management controls, engineering controls, equipment guards, and
19 administrative procedures are the first line of defense against exposing an
20 employee to a hazard. Personal Protective Equipment (PPE) will be used to
21 protect employees against hazards that exist after all management controls are
22 exhausted.

23 **Wildland Fire Field Attire**

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

28 **Personal Protective Equipment (PPE)**

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

32 Flame resistant clothing should be cleaned or replaced whenever soiled,
33 especially when soiled with petroleum products. Flame resistant clothing will be
34 replaced when the fabric is so worn as to reduce the protection capability of the
35 garment or is so faded as to significantly reduce the desired visibility qualities.

36 Any modification to Personal Protective Equipment that reduces its protection
37 capability such as iron-on logos, and sagging of pants, is an unacceptable
38 practice and will not be allowed on fires.

1 Required Fireline PPE

- 2 • Wildland fire boots
- 3 • Fire shelter (M-2002)
- 4 • Helmet with chinstrap
- 5 • Goggles/safety glasses (as identified by JHAs/RAs)
- 6 • Ear plugs/hearing protection
- 7 • National Fire Protection Association (NFPA) 1977 compliant long-sleeved
8 flame resistant shirt
- 9 • NFPA 1977 compliant flame resistant trousers
- 10 • Leather or leather/flame resistant combination gloves. Flight gloves are not
11 approved for fireline use.
- 12 • Additional PPE as identified by local conditions, Safety Data Sheet (SDS),
13 or JHA/RA
 - 14 ○ *FS – Shirt, trousers, and gloves used by USFS personnel must meet*
15 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-*
16 *5 (gloves), or be NFPA 1977 compliant.*

17 Wildland Fire Boot Standard

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

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

25 The agencies have authorized payment of a boot stipend. See agency specific
26 guidance for implementation.

27 Fire Shelters

28 New Generation Fire Shelters (M-2002, Forest Service Specification 5100-606)
29 are required for all wildland firefighters. For more information, refer to
30 https://www.nifc.gov/fireShelt/fshelt_main.html.

31 Training in inspection and deployment of New Generation Fire Shelters will be
32 provided prior to issuance. Firefighters will inspect their fire shelters at the
33 beginning of each fire season and periodically throughout the year, to ensure
34 they are serviceable.

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

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

1 firefighters must never rely on fire shelters instead of using well-defined escape
2 routes and safety zones. When deployed on a fire, fire shelters will be left in
3 place if it is safe to do so and not be removed pending approval of authorized
4 investigators. Firefighters must report the shelter deployment incident to their
5 supervisor as soon as possible.

6 **Head Protection**

7 Personnel must be equipped with helmets and wear them at all times while in the
8 fire area. Helmets must be equipped with a chinstrap, which must be fastened
9 while riding in, or in the vicinity of, helicopters. Acceptable helmets for fireline
10 use must meet *NFPA 1977 Standard on Protective Clothing and Equipment for*
11 *Wildland Fire Fighting* requirements.

12 Helmets consist of two components, the shell and the suspension, which work
13 together as a system. Both components require periodic inspection and
14 maintenance. To ensure serviceable helmets are worn, follow the current
15 guidelines found in:

- 16 • The 2011 National Fire Equipment System (NFES) Cache Memorandum
17 No. 11-01, “*Helmet, Safety (NFES 000109), Service Life and*
18 *Refurbishment Guidelines*” at
19 https://www.nifc.gov/nicc/logistics/cachememo/CM2011-1_Hard_Hat.pdf.
- 20 • The 2002 National Technology and Development Program (T&D) Tech
21 Tip, *Your Hardhat: Inspection and Maintenance* (0267-2331-MTDC) at
22 <https://www.fs.fed.us/t-d/pubs/pdfpubs/pdf02672331/pdf02672331dpi300.pdf>.

23 Both documents provide important information; however, the 2011 National
24 Fire Equipment System (NFES) Cache Memorandum No. 11-01 takes
25 precedence over any older guidance in the T&D Tech Tip.

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 ○ The *ANSI Z87.1* eye and face protection will be worn during all
 - 32 chainsaw operations involving cleaning and fueling. Steel mesh safety
 - 33 goggles are allowed only during falling and bucking chainsaw/crosscut
 - 34 saw operations.
 - 35 ○ Steel mesh glasses are not allowed for any chainsaw operations.
- 36 • Helibase and ramp personnel
- 37 • Wildland fire chemical mixing personnel
- 38 • Other duties may require eye protection as identified in a specific JHA/RA

39 Full face protection in the form of a face shield in compliance with *ANSI Z87.1*
40 shall be worn when working in any position where face protection has been

- 1 identified as required in the job-specific JHA/RA: Batch Mixing for Terra-
- 2 Torch®, power sharpener operators, etc.

3 **Hearing Protection**

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

- 6 • Chainsaw operators/fallers
- 7 • Pump operators
- 8 • Helibase and aircraft ramp personnel
- 9 • Wildland fire chemical mixing personnel

10 Other duties may require hearing protection as identified in a specific JHA/RA.

11 Employees may be required to be placed under a hearing conservation program
12 as required by *29 CFR 1910.95*. Consult with local safety and health personnel
13 for specifics regarding unit hearing conservation programs.

14 **Neck Protection**

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

19 Shrouds should be positioned in a manner that allows for immediate use. For
20 additional information see MTDC Tech Tip *Improved Face and Neck Shroud*
21 *for Wildland Firefighters, 2004* (0451-2323-MTDC) at
22 <https://www.fs.fed.us/t-d/pubs/htmlpubs/htm04512323/index.htm>.

23 **Leg Protection**

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

32 **Respiratory Protection**

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

- 1 Only NIOSH-approved respirators shall be used. Several respiratory-type
2 products are marketed to wildland firefighters but are not NIOSH-approved
3 (e.g., shrouds with filtration devices).
- 4 Managers and supervisors will not knowingly place wildland firefighters in
5 positions where exposure to toxic gases or chemicals that cannot be mitigated
6 and would require the use of self-contained breathing apparatus.
- 7 Managers will not sign cooperative fire protection agreements that would
8 commit wildland firefighters to situations where exposure to toxic gases or
9 chemicals would require the use of self-contained breathing apparatus.
- 10 • **FS – FSM 5130, Self-Contained Breathing Apparatus – Wildland**
11 *firefighters may use only SCBA which are compliant with NFPA 1981,*
12 *Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for*
13 *Emergency Services. SCBA may only be used when contaminants from*
14 *vehicle, dump, structure, or other non-wildland fuel fire cannot be avoided*
15 *while meeting wildland fire suppression objectives (29 CFR 1910.134,*
16 *Respiratory Protection). If such an apparatus is not available, avoid*
17 *exposure to smoke from these sources. The acquisition, training, proper*
18 *use, employee health surveillance programs, inspection, storage, and*
19 *maintenance of respiratory protection equipment must comply with*
20 *applicable National Fire Protection Association standards and 29 CFR*
21 *1910.134, and be justified by a Job Hazard Analysis. Where the acquisition*
22 *and use of an SCBA is approved, it may be carried only on a fire engine and*
23 *its use must be consistent with FSM 5130.*

24 **Specialized or Non-Standard Personal Protective Equipment (PPE)**

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

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

36 **High Visibility Vests**

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

39 Employees must wear high visibility safety apparel that meets ANSI/ISEA 107-
40 2004, Class 2 or 3, or ANSI/ISEA 207-2006.

1 **Exceptions**

- 2 The high visibility safety apparel should not be worn if:
- 3 • There is a reasonable chance that the employee may be exposed to flames,
 - 4 high heat, or hazardous materials.
 - 5 • The high visibility garment hinders an employee's ability to do their job
 - 6 because it prevents necessary motion or because it limits access to
 - 7 necessary equipment such as radios or fire shelters.

8 Additional information is available in the Missoula Technology and
9 Development Center (MTDC) report, *High-Visibility Garments and Worker*
10 *Safety on Roadways* (1251-2818P-MTDC) at
11 <https://www.fs.fed.us/t-d/pubs/htmlpubs/htm12512818/>.

12 **Fireline Safety**

13 **Incident Briefings**

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

20 **LCES – A System for Operational Safety**

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

- 23 • L - Lookout(s)
- 24 • C - Communication(s)
- 25 • E - Escape Route(s)
- 26 • S - Safety Zone(s)

27 **Right to Refuse Risk**

28 Every individual has the right to turn down unsafe assignments. When an
29 individual feels an assignment is unsafe, they also have the obligation to
30 identify, to the degree possible, safety alternatives for completing that
31 assignment. The IRPG contains a process for properly refusing risk.

32 **Smoke and Carbon Monoxide**

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

38 From an incident management perspective, smoke impacts need to be analyzed
39 and a risk assessment completed using the ICS-215A, Incident Action Plan

- 1 Safety Analysis worksheet. For additional information, reference NWCG
2 memorandum EB-M-12-006, *Monitoring and Mitigating Exposure to Carbon*
3 *Monoxide and Particulates at Incident Base Camps* at
4 <https://www.nwcg.gov/executive-board/correspondence>.

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

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

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

24 **Standard Safety Flagging**

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

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

33 **Emergency Medical Planning and Services**

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

38 **Incident Medical Emergency Management Planning**

39 In 2010, NWCG approved the standardized incident emergency protocol
40 developed by the Dutch Creek Serious Accident Task Team, and issued

- 1 direction that these emergency medical procedures be adopted by all IMTs
2 during daily operations.
- 3 • Although some of the procedures are specific to larger Type 1 and Type 2
4 incidents when key unit leader positions are filled, these same procedures
5 and protocols can be adapted for local unit use when managing Type 5, 4,
6 and 3 incidents as well as during normal field operations. Local unit
7 emergency medical plans must take into account all types and management
8 levels of incidents.
 - 9 • All IMTs will use the standard Medical Incident Report in their Medical
10 Plan and Communication protocols. It is found in the *IRPG* under
11 Emergency Medical Care Guidelines (red pages) and with the Medical Plan
12 (ICS-206-WF) form available at [https://www.nwcg.gov/publications/ics-](https://www.nwcg.gov/publications/ics-forms)
13 forms.
- 14 To achieve successful medical response, Agency Administrators will ensure that
15 their units have completed the following items prior to each field season:
- 16 • A Medical Emergency Plan that identifies medical evacuation options,
17 local/county/state/federal resource capabilities, capacities, ordering
18 procedures, cooperative agreements, role of dispatch centers, and key
19 contacts or liaisons.
 - 20 • Standardized incident and communication center protocols identified in the
21 Medical Incident Report section of the *IRPG*.
 - 22 • For incidents that require the preparation of an IAP, Form ICS-206-WF will
23 be used. This form is available at
24 <https://www.nwcg.gov/publications/ics-forms>.
- 25 For more information, refer to NWCG memorandum EB-M-14-001 at
26 <https://www.nwcg.gov/executive-board/correspondence>.

27 **Air Ambulance Coordination**

28 Unit and state/regional-level fire program managers should ensure that
29 procedures, processes, and/or agreements for use of local and regional air
30 ambulance services are stated in writing and effectively coordinated between the
31 fire programs, the dispatch/logistics centers, and the service providers. These
32 procedures, processes, and/or agreements should address contact frequencies,
33 coordinate format requirements, and capabilities/limitations of the air ambulance
34 (e.g., night flying, unimproved helispots, weather restrictions).

35 **Incident Emergency Medical Services**

36 Agencies will follow interim NWCG minimum standards for incident
37 emergency medical services as defined in Appendix K (NWCG#011-2208) to
38 assist wildland fire Incident Commanders with determining the level and
39 number of emergency medical resources and related supplies needed based upon
40 the number of incident personnel. This standard as well as other incident
41 medical information can be found on the NWCG Incident Emergency Medical
42 Subcommittee website at <https://www.nwcg.gov/committees/incident->

1 emergency-medical-subcommittee/incident-emergency-medical-subcommitte-
2 policy-and-guides.

3 Incidents that have established Medical Units shall follow the direction as
4 outlined in *Interim NWCG Minimum Standards for Medical Units Managed By*
5 *NWCG Member Agencies* at [https://www.nwcg.gov/committees/incident-](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/incident-emergency-medical-subcommitte-policy-and-guides)
6 [emergency-medical-subcommittee-](https://www.nwcg.gov/committees/incident-emergency-medical-subcommitte-policy-and-guides)
7 [policy-and-guides](https://www.nwcg.gov/committees/incident-emergency-medical-subcommitte-policy-and-guides).

8 NWCG has published *Clinical Treatment Guidelines for Wildland Fire Medical*
9 *Units* (PMS 551). These guidelines establish a national approach for medical
10 care during large incidents that expand the typical emergency management
11 services (EMS) scope of practice to include the mission of managing and
12 maintaining the health and wellness of wildland fire personnel. These guidelines
13 are available at [https://www.nwcg.gov/committees/incident-emergency-medical-](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/incident-emergency-medical-subcommitte-policy-and-guides)
14 [subcommittee/incident-emergency-medical-subcommitte-policy-and-guides](https://www.nwcg.gov/committees/incident-emergency-medical-subcommitte-policy-and-guides).

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

19 **Required Treatment for Burn Injuries**

20 The following standards will be used when any firefighter sustains burn injuries,
21 regardless of agency jurisdiction.

22 After on-site medical response, initial medical stabilization, and evaluation are
23 completed, the Agency Administrator or designee having jurisdiction for the
24 incident and/or firefighter representative (e.g., Crew Boss, Medical Unit Leader,
25 Compensations for Injury Specialist, etc.) should discuss and coordinate with the
26 attending physician to ensure that a firefighter whose burn injuries meet any of
27 the following burn injury criteria is appropriately referred to the nearest regional
28 burn center. Burn injuries are often difficult to evaluate and may take 72 hours
29 to manifest themselves. When there is any doubt as to the severity of or if
30 criteria are met for a burn injury, the recommended action is to work closely
31 with the treating physician to facilitate either a digital picture or telemedicine
32 consult with a burn center or the referral and transport of the burned employee to
33 the nearest burn center. It should be kept in mind, however, that not all burns
34 require referral to a burn center. The following criteria from the American Burn
35 Association (ABA) are meant to help guide the patient referral decision process.

36 The decision to refer a firefighter not meeting the following criteria to a regional
37 burn center is made directly by the attending physician or may be requested of
38 the physician by the Agency Administrator or designee having jurisdiction
39 and/or firefighter representative after discussing medical follow-up beyond the

1 ER. A possible solution is a referral to a burn center out-patient clinic for
2 follow-up care after the ER visit.

3 After initial medical stabilization and evaluation are completed in a medical
4 facility, the decision to refer the employee to a specialty care physician/facility
5 is made only by the attending physician. Workers Compensation benefits may
6 be denied in the event the employee is transported to a specialty care
7 physician/facility without a referral from the attending physician after already
8 being seen by a medical provider. A report prepared by a Physicians' Assistant
9 must be countersigned by a physician to be accepted as medical evidence. A
10 definition of "physician" can be found at
11 [https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA-](https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA-PT3/#30100)
12 [PT3/#30100](https://www.dol.gov/owcp/dfec/regs/compliance/DFECfolio/FECA-PT3/#30100).

13 The Agency Administrator or designee for the incident will coordinate with the
14 employee's home unit to identify a workers compensation liaison to assist the
15 injured employee with workers compensation claims and procedures.

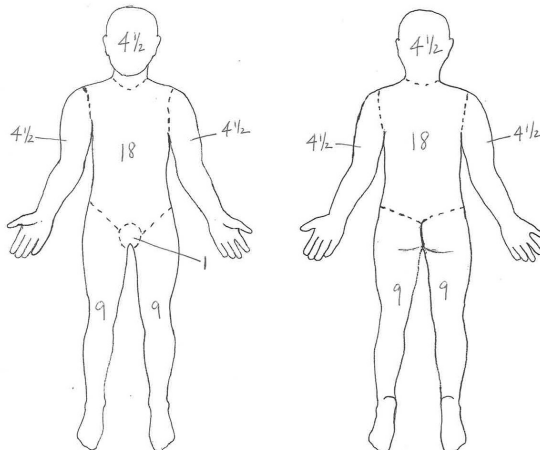
16 During these rare events, close consultation must occur between the attending
17 physician, the firefighter, the Agency Administrator or designee and/or
18 firefighter representative, the firefighter's physician (if they have one), and the
19 burn center to assure that the best possible care for the burn injuries is provided.

20 **ABA Burn Injury Criteria**

- 21 • Partial thickness burns (second degree) involving greater than 10% Total
22 Body Surface Area (TBSA).
- 23 • Burns (second degree) involving the face, hands, foot, genitalia, perineum,
24 or major joints.
- 25 • Third-degree burns of any size are present.
- 26 • Electrical burns, including lightning injury, or chemical burns are present.
- 27 • Inhalation injury is suspected.
- 28 • Burn injury in someone with preexisting medical disorders that could
29 complicate management, prolong recovery or affect mortality (e.g.,
30 diabetes).
- 31 • Any patient with burns and concomitant trauma (such as fractures) in which
32 the burn injury poses the greatest risk of morbidity or mortality. In such
33 cases, if the trauma poses the greater immediate risk, the patient may be
34 initially stabilized in a trauma center before being transferred to a burn unit.
35 Physician judgment will be necessary in such situations and should be in
36 concert with the regional medical control plan and triage protocols.

1 **Severity Determination**

- 2 • **First Degree** (Superficial) Red, sometimes painful.
 3 • **Second Degree** (Partial Thickness) Skin may be red, blistered, swollen,
 4 painful to very painful.
 5 • **Third Degree** (Full Thickness) Whitish, charred, or translucent, no pin
 6 prick sensation in burned area.

7 **Percentage Total Body Surface Area (TBSA)**

- 8 A list of burn care facilities can be found at
 9 http://www.ameriburn.org/verification_verifiedcenters.php.

- 10 For additional NWCG incident emergency medical information see
 11 [https://www.nwcg.gov/committees/incident-emergency-medical-](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/incident-emergency-medical-subcommittee-policy-and-guides)
 12 [subcommittee/incident-emergency-medical-subcommittee-policy-and-guides](https://www.nwcg.gov/committees/incident-emergency-medical-subcommittee/incident-emergency-medical-subcommittee-policy-and-guides).

13 **Explosives, Munitions, and Unexploded Ordinance**

- 14 When encountering explosives, munitions, unexploded ordinance (UXO), or
 15 suspected UXO, never pick up, handle, uncover, or touch suspected explosives
 16 or military munitions. Retreat and secure the area from entry. Immediately
 17 notify the local dispatch office, and gather as much information as possible from
 18 a safe distance.

- 19 Gather the following information and provide it to the dispatch center:

- 20 • Location of the explosive/munitions using a map, GPS coordinates, or
 21 landmarks (use of a GPS receiver is acceptable because it is a receive-only
 22 device).
 23 • Picture of the explosive if it can be obtained from a safe distance.
 24 • Who discovered the explosive/munitions and how they can be contacted.

- 1 • Condition of the explosive/munitions (e.g., buried, partially exposed, fully
 - 2 exposed, deteriorated, or punctured).
 - 3 • Number and type of explosive/munitions visible (e.g., blasting caps,
 - 4 dynamite, bomb, grenade, etc.).
 - 5 • Estimated size of explosive/munitions (e.g., length and diameter).
 - 6 • Distinctive features of explosive/munitions (e.g., shape, color, markings).
 - 7 • Nearby structures, if any (so inhabitants can be contacted and evacuated if
 - 8 necessary).
 - 9 • Public access to the vicinity (i.e., open or closed to motor vehicles).
- 10 Never spend more time near munitions, suspected explosives, or UXO than is
- 11 absolutely necessary. Only collect the above information as long as it is safe to
- 12 do so from a distance. Never compromise safety to collect information.

13 **Notifications**

14 Local dispatch centers are responsible for notifying:

- 15 • Agency law enforcement;
- 16 • Unit safety officer;
- 17 • Agency Administrator; and
- 18 • Local law enforcement.

19 **Discovery of Explosives/Munitions/UXO Associated with Former Defense**

20 **Sites**

21 The military retains liability and responsibility for munitions removal and for

22 remedial actions on all lands transferred (or transferring) from the military to the

23 land management agencies, and is responsible for explosives safety at former

24 defense sites. The military must be notified for all UXO on these lands.

25 Local law enforcement is responsible for contacting the appropriate military

26 authority. If the responsible military unit is unknown, then local law

27 enforcement should contact the U.S. Army Forces Command (FORSCOM),

28 52nd Ordnance Group (EOD), at its 24-hour emergency response number, (931)

29 431-3824.

30 For additional UXO safety information, see the current *IRPG*.

31 **Industrial and Naturally Occurring Hazardous Materials Exposure**

32 Firefighters can potentially be exposed to hazards in the wildland fire

33 environment. Encountered hazards can be both human and environmentally

34 borne.

35 This section provides information and mitigations for most commonly

36 encountered industrial and naturally occurring potential exposures. Recognizing

37 there may be unique/area specific hazardous exposures (e.g., fungus causing

38 valley fever, erionite, coal seams), the following standards apply to all hazards:

- 1 • Identifying unit-specific environmental hazards;
- 2 • Develop Risk Assessments/Job Hazard Analyses (RA/JHAs) for those
- 3 hazards;
- 4 • Develop and provide specific training and standard operating procedures
- 5 (SOPs);
- 6 • Provide briefings/training for those who may be exposed;
- 7 • If exposure is suspected, immediately disengage and leave the area; and
- 8 • Seek immediate medical attention if exposure symptoms occur.

9 **Hazardous Materials Response**

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

22 **Dump and Spill Sites**

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

- 28 • Follow the procedures in the *IRPG*;
- 29 • Treat each site as if it contains harmful materials;
- 30 • Do not handle, move, or open any container, breathe vapors, or make
- 31 contact with the material;
- 32 • Move a safe distance upwind from the site;
- 33 • Contact appropriate personnel. Generally, this is the Hazardous Materials
- 34 Coordinator for the local office; and
- 35 • Firefighters need to immediately report hydrogen sulfide (H₂S) or potential
- 36 exposure and seek immediate medical care.
 - 37 ○ *BLM/NPS/FWS – Agencies require that all field personnel complete*
 - 38 *First Responder Awareness training. Firefighters are required to take*
 - 39 *an annual refresher for Hazardous Material protocol.*

- 1 The following general safety rules shall be observed when working with
2 chemicals:
- 3 • Read and understand the Safety Data Sheets.
 - 4 • Keep the work area clean and orderly.
 - 5 • Use the necessary safety equipment.
 - 6 • Label every container with the identity of its contents and appropriate
7 hazard warnings.
 - 8 • Store incompatible chemicals in separate areas.
 - 9 • Substitute less toxic materials whenever possible.
 - 10 • Limit the volume of volatile or flammable material to the minimum needed
11 for short operation periods.
 - 12 • Provide means of containing the material if equipment or containers should
13 break or spill their contents.

14 **Wildland Fires In or Near Oil/Gas Operations**

15 For units with oil and gas operations within their jurisdiction, the following are
16 the minimum standard operating procedures to help ensure the health and safety
17 of wildland firefighters:

- 18 • Firefighters shall receive annual oil and gas hazard recognition and
19 mitigation training;
- 20 • Local unit shall complete a JHA/RA for wildland fire activities in oil and
21 gas areas and provide a copy with a briefing to all local and incoming
22 resources;
- 23 • Establish Response Protocols and proper decontamination procedures to
24 minimize exposure to additional employees, equipment, and facilities.
25 Protocols will include notification procedures to respective oil and gas
26 company(s);
- 27 • Ensure oil and gas resource advisors are consulted;
- 28 • Ensure that at least one member of each squad or engine crew is
29 knowledgeable in the use and data interpretation of the H₂S gas monitor.
30 Training on the device will include at a minimum:
 - 31 ○ Equipment charging and maintenance of sensors;
 - 32 ○ Startup, zeroing, calibration, and bump testing procedures as
33 recommended by the manufacturer; and
 - 34 ○ How the monitor elicits a warning alarm (visual, auditory, vibration).
- 35 • Understand Peak Reading, Short Term Exposure Limits (STEL), and Time
36 Weighted Averages;
 - 37 ○ Understand how to set the monitors alarm threshold.
- 38 • The monitor's alarm shall be set at the current American Conference on
39 Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10
40 PPM 2008) and STEL (15 PPM 2008);
- 41 • If H₂S gas is encountered, immediately disengage and leave area; and
- 42 • Do not establish incident base camps or staging areas in or near oil and gas
43 operations.

1 The following websites provide additional information and training resources:

- 2 • <https://www.nifc.gov/video/HazMat.wmv>
- 3 • <http://www.wildfirelessons.net/irdb>
- 4 • www.nfpa.org/assets/files/pdf/Sup10.pdf
- 5 • A template for briefing Incident Management Teams is available in the
- 6 “Additional Resources” section of the NIFC Safety website at
- 7 <https://www.nifc.gov>.

8 **Wildland Fires In or Near Radioactive Locations**

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

14 The following websites provide this information and general guidelines:

- 15 • https://www.nifc.gov/policies/red_book/doc/RadiationDocument.pdf
- 16 • https://www.nifc.gov/policies/red_book/doc/RadiationGuidance.pdf

17 **Wildland Fires In or Near Coal Seams**

18 Coal is naturally occurring black or brownish rock usually located in rock strata
19 in layers or veins, coal beds or coal seams. Exposed coal seams are abundant
20 through southeast and central Montana, western North Dakota, South Dakota,
21 and Alaska. A coal seam fire is the smoldering of an exposed or underground
22 coal deposit.

23 **Risks:** Coal seam fires pose a serious problem that can be a hazard to
24 firefighter’s health and safety. Coal seam fires can emit toxic gases, including
25 carbon monoxide, sulfur dioxide and other potentially hazardous gases.

26 Carbon Monoxide is a colorless, odorless and tasteless gas that can be highly
27 toxic. Sulfur Dioxide is a colorless gas with a characteristic of an irritating,
28 pungent odor and is also highly toxic. Some symptoms of exposure to these
29 gases may include headaches, nausea, dizziness, fatigue, shortness of breath,
30 coughing and eye irritation.

31 Because of the variances in symptoms and exposure levels, seek medical
32 attention for a complete diagnosis if firefighters have been exposed to toxic
33 gases from coal seam fires and symptoms persist. Additionally firefighters
34 exposed to coal ash, smoke or vapor should trade in their PPE for fresh PPE.
35 Individually bag PPE that has been contaminated.

36 **Required Actions/Precautions:** Firefighters are typically not equipped or trained
37 for coal seam fires and should not attempt to extinguish such fires with hand
38 tools and engines.

1 Putting water on coal seam fires is normally useless. Mitigation crews will need
2 to excavate the burning coal seam and mix the hot material with soil and water
3 to cool. The area can be reclaimed by backfilling the seam and re-vegetating the
4 disturbed area.

5 Signs of a coal seam fire may include a rotten egg smell, smoking white ash and
6 continuous or non-continuous lines of what appears to be smoldering black rock
7 (coal) where the flame may or may not be visible. Avoid low lying terrain in
8 known coal seam fire areas especially early morning when air temps are cool.
9 Gas tends to sink when air is cool and will accumulate in low lying areas.

10 Do not depend on sense of smell to detect coal seam fires. At high
11 concentrations the sense of smell will be almost immediately overwhelmed or
12 become numb. At lower levels, the sense of smell will slowly deteriorate as
13 levels build in the blood stream. Do not stand downwind of coal smoke under
14 any conditions especially during suppression operations.

15 Report the location of all coal seam fires to the incident commander or
16 supervisor. ICs should notify agency representatives of locations of coal seam
17 fires. Agencies should have resource advisors notify incoming incident
18 command teams and firefighting resources of known locations of exposed coal
19 seams, coal mines or abandoned coal mines adjacent to ongoing incidents and
20 the risks and precautions to take when working around coal seam fires.

21 **Hazardous Water Sources**

22 Many water sources used during wildland fire operations may appear harmless,
23 but contain hazardous materials (e.g., hydraulic fracturing fluid, cyanide,
24 sewage, corrosives). These hazardous water sources may pose threats to
25 personnel health and firefighting equipment. Indicators that a water source may
26 be hazardous include proximity to active or inactive mining operations, gas/oil
27 wells, water treatment facilities, or other industrial operations. In many cases,
28 these hazardous water sources may not be fenced and no warning signs may be
29 present.

30 Fire personnel should evaluate water sources to ensure they do not contain
31 potentially hazardous materials. If unsure of the contents of a water source,
32 personnel should not utilize the water source until its contents can be verified.
33 Dispatch centers, Resource Advisors, or on-scene personnel can assist with
34 verification of safe water sources. Information about known hazardous water
35 sources should be included in operational briefings.

36 **Hydrogen Cyanide (HCN) Exposure**

37 Synthetic materials such as plastics, nylon, Styrofoam®, and polyurethane can
38 produce HCN. HCN exposure can disrupt the body's ability to use oxygen,
39 cause asphyxia, and cause carbon monoxide poisoning. Common items such as

1 sofas, carpeting, vehicles, and other products routinely found in the wildland can
2 produce smoke with HCN.

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

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

10 **Safety for Personnel Visiting Fires**

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

14 **Visits to Incident Base Camps or Non-Fireline Field Locations**

15 Recommended field attire includes:

- 16 • Lace-up, closed toe shoes/boots with traction soles and ankle support.
- 17 • Trousers.
- 18 • Long-sleeve shirt.
- 19 • For agency personnel, the field uniform is appropriate.

20 **Fireline Logistical Support**

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

- 24 • Complete fire shelter training.
- 25 • Required Fireline PPE as referenced in the Personal Protective Equipment
26 section of this chapter.
- 27 • Receive an incident briefing.
- 28 • Ensure adequate communications are established.
- 29 • Other requirements (if any) established by the Incident Commander.
- 30 • A Work Capacity Test (WCT) is not required unless required for a specific
31 position defined in the PMS 310-1.

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

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

- 36 • Visits to the fireline must have the approval of the IC/Burn Boss.
- 37 • Visitors must maintain communications with the DIVS or appropriate
38 fireline supervisor of the area they are visiting.

- 1 • Required Fireline PPE as referenced in the Personal Protective Equipment
- 2 section of this chapter.
- 3 • Required field attire:
- 4 ○ Undergarments made of 100 percent or the highest possible content of
- 5 natural fibers or flame-resistant materials.
- 6 • Required equipment/supplies:
- 7 ○ Hand tool.
- 8 ○ Water canteen.

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

11 **Non-Escorted Visits**

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

- 14 • Must have adequate communications and radio training.
- 15 • Completed the following training:
- 16 ○ Introduction to Fire Behavior (S-190).
- 17 ○ Firefighter Training (S-130).
- 18 ○ Annual Fireline Safety Refresher Training, including fire shelter
- 19 training.
- 20 • Deviation from these requirements must be approved by the IC or Burn
- 21 Boss.

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

24 **Escorted Visits**

25 All visitors lacking the above training and physical requirements must be
26 escorted while on the fireline.

- 27 • Visitors must receive training in the proper use of Fireline PPE.
- 28 • Requirement for hand tool and water to be determined by escort.
- 29 • Visitors must be able to walk in mountainous terrain and be in good
- 30 physical condition with no known limiting conditions.
- 31 • Escorts must be minimally qualified as Single Resource Boss.
- 32 • Deviation from these requirements must be approved by the IC or Burn
- 33 Boss.

34 **Helicopter Observation Flights**

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

- 38 • Required PPE:
- 39 ○ Flight helmet
- 40 ○ Leather boots

- 1 ○ Flame-resistant clothing
- 2 ○ All leather or leather and aramid gloves

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

5 **Fixed-Wing Observation Flights**

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

9 **Six Minutes for Safety Training**

- 10 It is recommended that daily Six Minutes for Safety training be conducted that
- 11 focuses on high-risk, low frequency activities that fire personnel may encounter
- 12 during a fire season. A daily national Six Minutes for Safety briefing can be
- 13 found at <http://www.wildfirelessons.net/6minutesforsafety> or within the
- 14 National Incident Management Situation Report.

15 **SAFENET**

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

21 The objectives of the form and process are:

- 22 • To provide immediate reporting and correction of unsafe situations or close
- 23 calls in wildland fire.
- 24 • To provide a means of sharing safety information throughout the fire
- 25 community.
- 26 • To provide long-term data that will assist in identifying trends.
- 27 • Primarily intended for wildfire and prescribed fire situations, however,
- 28 SAFENET can be used for training and all hazard events.

29 Individuals who observe or who are involved in an unsafe situation shall initiate

30 corrective actions if possible, and then report the occurrence using SAFENET.

31 You are encouraged, but not required, to put your name on the report.

32 Prompt replies to the originator (if name provided), timely action to correct the

33 problem, and discussion of filed SAFENETs at local level meetings encourage

34 program participation and active reporting.

35 SAFENET is not the only way to correct a safety-related concern and it does not

36 replace accident reporting or any other valid agency reporting method. It is an

1 efficient way to report a safety concern. It is also a way for front line firefighters
2 to be involved in the daily job of being safe and keeping others safe, by
3 documenting and helping to resolve safety issues. SAFENETs may be filed:

- 4 • Electronically at <https://safenet.nifc.gov>;
- 5 • Verbally by telephone at 1-888-670-3938; or
- 6 • By SAFENET Field Card.

7 The SAFENET Field Card can be used by wildland fire personnel to
8 immediately identify and report unsafe situations or close calls that should
9 receive immediate resolution/mitigation. If the situation cannot be resolved at
10 the local/incident level, the reporting individual is encouraged to follow the
11 formal SAFENET submission process stated above. SAFENET Field Cards are
12 available at <https://safenet.nifc.gov>.

13 **Safety Alert System**

14 The Safety Alert system is intended as another mechanism to provide safety
15 related information to the field. The expectation is that the messages will
16 continue to be forwarded within the fire community, and that they will receive a
17 wide distribution in a relatively short period of time. There are three levels of
18 Safety Alert:

- 19 • Safety Warning – A warning of a safety hazard that poses an imminent
20 threat to life or property.
- 21 • Safety Advisory – An advisory on safety information that isn't related to
22 imminent or potential threats of injury.
- 23 • Safety Bulletin – A factual confirmation of a serious accident, incident or
24 fatality within the fire community.

25 A database of all bulletins can be found at
26 <https://www.nifc.gov/safetyAlerts/index.html>.

27 **Accident/Injury Reporting**

28 The Occupational Safety and Health Administration (OSHA) mandates that all
29 accidents and injuries be reported in a timely manner. This is important for the
30 following reasons:

- 31 • To protect and compensate employees for incidents that occur on-the-job.
- 32 • To assist supervisors and safety managers in taking corrective actions and
33 establish safer work procedures.
- 34 • To determine if administrative controls or Personal Protective Equipment
35 are needed to prevent a future incident of the same or similar type.
- 36 • To provide a means for trend analysis.

1 Agency Reporting Requirements

2 Employees are required to immediately report to their supervisor every job-
3 related accident. Managers and supervisors shall ensure that an appropriate level
4 of investigation is conducted for each accident and record all personal injuries
5 and property damage. Coordinate with your human resources office or
6 administrative personnel to complete appropriate Office of Worker's
7 Compensation (OWCP) forms. Reporting is the responsibility of the injured
8 employee's home unit regardless of where the accident or injury occurred.

- 9 • **BLM/NPS/FWS/BIA** – *Employees will report accidents using the Safety
10 Management Information System (SMIS) at <https://www.smis.doi.gov/>.
11 Supervisors shall complete SMIS report within six working days after the
12 accident/injury.*
- 13 • **FS** – *Employees will use the Safety and Health Information Portal System
14 (SHIPS) through the Forest Service Dashboard at
15 http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php.*

16 OSHA Reporting Requirements

17 For accidents/injuries meeting the Serious Accident criteria (found in Chapter
18 18), OSHA must be notified within 8 hours.

19 For other work-related accidents/injuries requiring in-patient hospitalizations,
20 amputations, or loss of an eye, OSHA must be notified within 24 hours. In-
21 patient hospitalization is defined as formal admission to the in-patient service of
22 a hospital or clinic for care or treatment (does not include admission for
23 observation or diagnostic testing only).

24 Supervisors will coordinate with the unit safety manager where the
25 accident/injury occurred to ensure notifications are made to the appropriate
26 OSHA regional office.

27 OSHA reporting information is available at
28 <https://www.osha.gov/recordkeeping2014/index.html>.

29 Critical Incident Management

30 The NWCG has published the *Agency Administrator's Guide to Critical
31 Incident Management* (PMS 926). This guide is designed as a working tool to
32 assist Agency Administrators with the chronological steps in managing a critical
33 incident. This document includes a series of checklists, which outline Agency
34 Administrator's and other functional area's oversight and responsibilities. The
35 guide is not intended to replace local emergency plans or other specific guidance
36 that may be available, but should be used in conjunction with existing agency
37 policy, line of duty death (LODD) handbooks, or other critical incident
38 guidance. Local units should complete the guide or equivalent, and review and
39 update at least annually.

1 Critical Incident Stress Management (CISM)

2 CISM is a comprehensive, integrated, systematic, and multicomponent crisis
3 intervention program that was developed to manage traumatic experiences. It is
4 a package of tactics that are designed to mitigate the impact of a traumatic event,
5 facilitate normal recovery processes, restore adaptive function, and identify
6 people who would benefit from additional support services. CISM interventions
7 services can be applied to wildland fire, law enforcement, or other emergency
8 responses. CISM interventions should never be used for grief counseling,
9 mediation or a replacement for mental health care professionals. The Agency
10 Administrator is responsible for identifying an event as a critical incident.

11 Critical Incident Peer Support (CIPS)

12 Critical Incident Peer Support (CIPS) is an intervention tactic designed for
13 colleagues or people of “mutual respect” to help each other through difficult
14 situations. It is the foundation of the interagency wildland fire CISM program
15 since peers understand the unique traumas, fears, job related stresses, and offer
16 instant trust, respect, credibility, and empathy. Camaraderie among peers has
17 credibility that academic training cannot create.

18 Critical Incident Peer Support Groups

19 CIPS Groups are assembled at the time of request and can be ordered through
20 the dispatch/coordination system. For more information go to
21 <https://gacc.nifc.gov/cism/>.

1 **Chapter 8**
2 **Interagency Coordination and Cooperation**

3 **Introduction**

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

10 **National Wildland Fire Cooperative Agreements**

11 **USDOI and USDA Interagency Agreement for Fire Management**

12 The objectives of the *Interagency Agreement for Fire Management Between the*
13 *Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National*
14 *Park Service (NPS), Fish and Wildlife Service (FWS) of the United States*
15 *Department of the Interior (DOI) and the Forest Service (FS) of the United*
16 *States Department of Agriculture* are:

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

21 **DOI, USDA, and DOD Interagency Agreement**

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

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

32 These and other agreements pertinent to interagency wildland fire management
33 can be found in their entirety at
34 <https://www.nifc.gov/nicc/logistics/references.htm>.

1 National Wildland Fire Management Structure**2 Wildland Fire Leadership Council (WFLC)**

3 The WFLC is a cooperative, interagency body dedicated to achieving consistent
4 implementation of the goals, actions, and policies in the National Fire Plan and
5 the Federal Wildland Fire Management Policy. The WFLC provides a forum for
6 high-level dialogues between federal and non-federal entities to set strategic
7 direction for national fire management.

8 The Council consists of the Department of Agriculture's Undersecretary for
9 Natural Resources and Environment, the Deputy Undersecretary for Natural
10 Resources and Environment, and the Chief of the U.S. Forest Service; the
11 Department of the Interior's (DOI) Assistant Secretary for Policy, Management
12 and Budget, the Directors of the National Park Service, Bureau of Indian
13 Affairs, Bureau of Land Management, Fish and Wildlife Service, and U.S.
14 Geological Survey; the Department of Homeland Security's U.S. Fire
15 Administration Administrator; the President of the Intertribal Timber Council;
16 two state governors selected from the National Governors Association; a county
17 commissioner serving as a member of the National Association of Counties; a
18 mayor serving as a member of the National League of Cities; a State Forester
19 serving at the request of a senior state elected official; and a fire chief serving at
20 the request of a senior local government elected official.

21 The Council is coordinated by the Department of Agriculture's Deputy
22 Undersecretary for Natural Resources and Environment and DOI's Assistant
23 Secretary for Policy, Management and Budget.

24 Wildland Fire Executive Council (WFEC)

25 The WFEC is an advisory council that provides recommendations on national
26 wildland fire management to the secretaries of Agriculture and Interior through
27 WFLC. Members include the Director, USDA FS Fire and Aviation
28 Management; the Director, DOI Office of Wildland Fire; the Deputy
29 Administrator, DHS U. S. Fire Administration; an NWCG Executive Board
30 representative; a National League of Cities representative; an Intertribal Timber
31 Council representative; a Fire Committee representative from the National
32 Association of State Foresters; a National Association of Counties
33 representative; an International Association of Fire Chiefs representative, and a
34 National Governors Association representative.

35 Federal Fire Policy Council (FFPC)

36 The FFPC provides a common national federal agency approach to wildland fire
37 management. FFPC ensures that wildland fire management policies, programs,
38 activities, and budgets are coordinated and consistent among and between the
39 member agencies and strives for coordinated and consistent policies and
40 programs with non-federal partner and cooperator agencies. FFPC sets strategic
41 policy and program direction, provides coordinated recommendations to the

1 Secretaries of Agriculture, the Interior, and Homeland Security and resolves
2 inconsistencies among and between federal wildland fire programs.

3 The FFPC is accountable and has the authority to:

- 4 • Set the vision and provide leadership for the federal wildland fire program.
- 5 • Set national federal strategic wildland fire program goals and priorities.
- 6 • Establish the Fire Executive Council.

7 The FFPC is responsible to:

- 8 • Provide coordinated federal wildland fire management policy direction.
- 9 • Resolve policy and program management inconsistencies.
- 10 • Set strategic budget priorities for wildland fire management.
- 11 • Coordinate and communicate with non-federal entities.

12 The FFPC is composed of the USDA Deputy Under Secretary for National
13 Resources and Environment; the Chief of the Forest Service and the Deputy
14 Chief of State and Private Forestry; and for DOI the Assistant Secretaries for
15 Policy, Management and Budget, Fish and Wildlife and Parks, Indian Affairs,
16 Land and Minerals Management, and Water and Science; the Bureau Directors
17 of the Bureau of Land Management, the Fish and Wildlife Service, the National
18 Park Service, the Bureau of Indian Affairs, and the US Geological Survey; the
19 Deputy Assistant Secretary – Law Enforcement, Security and Emergency
20 Management; the Assistant Administrator of DHS-US Fire Administration; and
21 the Environmental Protection Agency representative.

22 **Fire Executive Council (FEC)**

23 The FEC provides a common, integrated, and coordinated federal agency
24 approach to wildland fire policy, leadership, budget, and program oversight.
25 Within the broad strategic direction and vision set by the FFPC, the FEC ensures
26 that the wildland fire management policies, programs, activities, and budgets are
27 coordinated and consistent among and between the member agencies. FEC sets
28 policy and program direction for federal wildland fire program implementation,
29 provides coordinated recommendations to the FFPC, and resolves
30 inconsistencies among and between federal wildland fire programs. FEC ensures
31 policy and program coordination and integration with non-fire management
32 programs and activities as well as non-federal partners and cooperators.

33 The FEC is accountable and has the authority to:

- 34 • Establish strategic federal fire program budget direction and priorities.
- 35 • Ensure coordinated federal policy development.
- 36 • Develop federal business requirements and priorities.

37 The FEC is responsible and has the authority to:

- 38 • Provide coordinated federal interagency executive level wildland fire policy
39 leadership, direction, and program oversight.
- 40 • Provide coordinated recommendations and advice to the FFPC.

- 1 • Provide wildland fire policy and program direction to the Fire Management
- 2 Board (FMB).
- 3 • Provide strategic policy and program integration with resource
- 4 management, aviation, and other related program areas.
- 5 • Coordinate and communicate with other non-federal entities.
- 6 • Set strategic budget direction and recommendations.
- 7 • Establish strategic direction and requirements for wildland fire information
- 8 and technology, wildland fire administrative/business support, scientific and
- 9 research support, and other program areas.
- 10 • Approve wildland fire policy, as appropriate.
- 11 • Resolve policy and program management inconsistencies and differences.
- 12 • Oversee compliance with policy, budget, and program direction.
- 13 • Charter the Fire Management Board.
- 14 • Charter the National Wildfire Coordinating Group (NWCG) along with the
- 15 Intertribal Timber Council and the National Association of State Foresters.

16 The FEC is composed of the Director and Deputy Directors, USFS Fire and
17 Aviation Management (USDA); the Director, Office of Wildland Fire, Director,
18 Office of Aviation Services, Fire Executives from BLM, NPS, BIA, and
19 USFWS (DOI); and the US Fire Administration Chief, Emergency Support
20 Branch, National Fire Programs (USDHS-FEMA).

21 **Fire Management Board (FMB)**

22 The FMB provides a mechanism for coordinated and integrated federal wildland
23 fire program management and implementation. The FMB, taking strategic
24 policy and program direction from the FEC, directs, coordinates and oversees
25 the development and implementation of federal wildland fire policy and
26 programs to provide consistent and cost-effective program management.

27 The FMB is accountable and has the authority to:

- 28 • Coordinate federal program management and oversight.

29 The FMB is responsible for and has the authority to:

- 30 • Provide common, integrated implementation strategies, approaches,
- 31 programs, and oversight for implementing federal wildland fire policies.
- 32 • Provide federal wildland fire program strategy, policy, budget and program
- 33 recommendations to the FEC.
- 34 • Provide recommendations on information and technology requirements,
- 35 priorities, and investments to the Wildland Fire Information and
- 36 Technology Executive Board.
- 37 • Provide recommendations on science and research requirements and
- 38 priorities necessary to support wildland fire program management activities.
- 39 • Identify requirements and recommend priorities for standards necessary to
- 40 ensure interoperability of intergovernmental wildland fire activities and
- 41 operations.

- 1 • Consult with our non-federal partners.
- 2 • Develop recommendations for interagency wildland fire
- 3 administrative/business support needs.

4 The FMB is composed of the USFS Fire and Aviation Management Assistant
5 Directors (USDA); the Deputy Director, Office of Wildland Fire, the Deputy
6 Director, Office of Aviation Services, the Fire Directors for BIA, BLM,
7 USFWS, and NPS (DOI); and the Wildfire Program Manager, US Fire
8 Administration (USDHS-FEMA).

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

10 The NWCG is made up of the USFS, BIA, BLM, FWS, and NPS; Intertribal
11 Timber Council; U.S. Fire Administration (USFA); state forestry agencies
12 through the National Association of State Foresters (NASF); and the
13 International Association of Fire Chiefs. The mission of the NWCG is to
14 provide leadership in establishing, maintaining, and communicating consistent
15 interagency standards, guidelines, and qualifications for wildland fire
16 management. Its goal is to provide more effective execution of each agency's
17 fire management program. The group provides a formalized system to agree
18 upon standards of training, equipment, qualifications, and other operational
19 functions.

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

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

27 The IFEC is composed of the Director, Office of Wildland Fire (OWF) and the
28 four DOI fire directors and their respective senior executives, as well as the
29 Director, Aviation Management Directorate and a representative from USGS.

30 **Office of Wildland Fire (OWF)**

31 The OWF is a Department of the Interior organization responsible for managing
32 and overseeing all wildland fire management activities executed by the bureaus.
33 OWF coordinates the Department's wildland fire programs within the
34 Department and with other federal and non-federal partners, to establish legally
35 and scientifically based Department-wide policies and budgets, and to provide
36 strategic leadership and oversight, that result in safe, comprehensive, cohesive,
37 efficient, and effective wildland fire programs for the nation consistent with the
38 bureaus' statutory authorities and constraints.

1 For more information about the Office of Wildland Fire and the Federal
2 wildland fire management organization, follow the links under “About OWF” at
3 <https://www.doi.gov/wildlandfire>.

4 **Multi-Agency Management and Coordination**

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

6 National multi-agency coordination is overseen by the NMAC Group, which
7 consists of one representative each from the following agencies: BLM, FWS,
8 NPS, BIA, FS, NASF, and the USFA, who have been delegated authority by
9 their respective agency directors to manage wildland fire operations on a
10 national scale when fire management resource shortages are probable. The
11 delegated authorities include:

- 12 • Provide oversight of general business practices between the NMAC group
13 and the Geographic Area Multi-Agency Coordination groups.
- 14 • Establish priorities among geographic areas.
- 15 • Activate and maintain a ready reserve of national resources for assignment
16 directly by NMAC as needed.
- 17 • Implement decisions of the NMAC.

18 The NMAC Operating Plan, NMAC Correspondence, and other resources and
19 references are at <https://www.nifc.gov/nicc/administrative/nmac/index.html>.

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

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

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

30 **National Dispatch/Coordination System**

31 See Chapter 19.

32 **Local and Geographic Area Drawdown**

33 See Chapter 19.

34 **National Ready Reserve (NRR)**

35 See Chapter 19.

1 Interagency Incident Business Management Handbook

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

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

- 12 • **DOI** – *The Department of the Interior All Hazards-Supplement to the*
13 *Interagency Incident Business Management Handbook establishes business*
14 *management guidelines for the Department of the Interior's (DOI's) all-*
15 *hazards incidents. The DOI Supplement is available at*
16 *<https://www.doi.gov/emergency/emergency-policy.cfm>.*
- 17 • **BLM** – *The IIBMH replaces BLM Manual Section 1111.*
- 18 • **NPS** – *Refer to RM-18.*
- 19 • **FWS** – *Refer to Service Manual 621 FW 1 Wildland Fire Management.*
- 20 • **FS** – *Refer to FSH 5109.34.*

21 Standards for Cooperative Agreements**22 Agreement Policy**

23 Agreements will be comprised of two components: the actual agreement and an
24 operations plan. The agreement will outline the authority and general
25 responsibilities of each party and the operations plan will define the specific
26 operating procedures.

27 Any agreement which obligates federal funds or commits anything of value
28 must be signed by the appropriate warranted contracting officer. Specifications
29 for funding responsibilities should include billing procedures and schedules for
30 payment.

31 Any agreement that extends beyond a fiscal year must be made subject to the
32 availability of funds. Any transfer of federal property must be in accordance
33 with federal property management regulations.

34 All agreements must undergo periodic joint review; and, as appropriate,
35 revision. Assistance in preparing agreements can be obtained from local or state
36 office fire and/or procurement staff.

37 All appropriate agreements and operating plans will be provided to the servicing
38 dispatch center. The authority to enter into interagency agreements is extensive.

- 1 • **BLM** – *BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
2 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
3 *Management Policy and Program Review.*
- 4 • **NPS** – *Chapter 2, Federal Assistance and Interagency Agreements*
5 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
6 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
- 7 • **FWS** – *Service Manual, Departmental Manual 620 DM, and Reciprocal*
8 *Fire Protection Act, 42U.S.C. 1856.*
- 9 • **FS** – *FSM 1580, 5106.2 and FSH 1509.11.*

10 **Types of Agreements**

11 **National Interagency Agreements**

12 The national agreement, which serves as an umbrella for interagency assistance
13 among federal agencies is the interagency agreement between the Bureau of
14 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
15 Wildlife Service of the United States Department of the Interior, and the Forest
16 Service of the United States Department of Agriculture. This and other national
17 agreements give substantial latitude while providing a framework for the
18 development of state and local agreements and operating plans.

19 **Regional/State Interagency Agreements**

20 Regional and state cooperative agreements shall be developed for mutual
21 assistance. These agreements are essential to the fire management program.
22 Concerns for area-wide scope should be addressed through these agreements.

23 **Local Interagency Agreements**

24 Local units are responsible for developing agreements with local agencies and
25 fire departments to meet mutual needs for suppression and/or prescribed fire
26 services.

27 **Emergency Assistance**

28 Approved, established reimbursable agreements are the appropriate and
29 recommended way to provide emergency assistance. If no agreements are
30 established, refer to your Agency Administrator to determine the authorities
31 delegated to your agency to provide emergency assistance.

32 **Contracts**

33 Contracts may be used where they are the most cost-effective means of
34 providing for protection commensurate with established standards. A contract,
35 however, does not absolve an Agency Administrator of the responsibility for
36 managing a fire program.

37 Contracts should be developed and administered in accordance with Federal
38 Acquisition Regulations. In particular, a contract should specify conditions for
39 abandonment of a fire in order to respond to a new call elsewhere.

1 Elements of an Agreement

2 The following elements should be addressed in each agreement:

- 3 • The authorities appropriate for each party to enter in an agreement.
- 4 • The roles and responsibilities of each agency signing the agreement.
- 5 • An element addressing the cooperative roles of each participant in
6 prevention, pre-suppression, suppression, fuels, and prescribed fire
7 management operations.
- 8 • Reimbursements/Compensation – All mutually approved operations that
9 require reimbursement and/or compensation will be identified and agreed to
10 by all participating parties through a cost-share agreement. The mechanism
11 and timing of the funding exchanges will be identified and agreed upon.
- 12 • Appropriation Limitations – Parties to this agreement are not obligated to
13 make expenditures of funds or reimbursements of expenditures under terms
14 of this agreement unless the Congress of the United States of America
15 appropriates such funds for that purpose by the Counties of _____, by the
16 Cities of _____, and/or the Governing Board of Fire Commissioners
17 of _____.
- 18 • Liabilities/Waivers – Each party waives all claims against every other party
19 for compensation for any loss, damage, personal injury, or death occurring
20 as a consequence of the performance of this agreement unless gross
21 negligence on any part of any party is determined.
- 22 • Termination Procedure – The agreement shall identify the duration of the
23 agreement and cancellation procedures.
- 24 • A signature page identifying the names of the responsible officials shall be
25 included in the agreement.
 - 26 ○ *NPS – Refer to DO-20 for detailed instructions and format for*
27 *developing agreements.*
 - 28 ○ *BIA – Refer to Notification of Required Use of Cooperative Agreement*
29 *Template in response to Office of Inspector General's Independent*
30 *Report on the "Bureau of Indian Affairs Wildland Fire Suppression"*
31 *(memo dated September 06, 2013) and Clarification of Authorities on*
32 *Implementation of the Wildland Fire Cooperative Agreement Template*
33 *(memo dated May 28, 2014).*

34 Annual Operating Plans (AOPs)

35 Annual Operating Plans shall be reviewed, updated, and approved prior to the
36 fire season. The plan may be amended after a major incident as part of a joint
37 debriefing and review. The plan shall contain detailed, specific procedures
38 which will provide for safe, efficient, and effective operations.

1 **General Elements of an Annual Operating Plan**

2 The following items should be addressed in the AOP:

3 • **Mutual Aid**

4 The AOP should address that there may be times when cooperators are
5 involved in emergency operations and unable to provide mutual aid. In this
6 case, other cooperators may be contacted for assistance.

7 • **Command Structure**

8 The Incident Command System (ICS) will be used to manage all fires under
9 federal jurisdiction. Unified command should be used, as appropriate,
10 whenever multiple jurisdictions are involved, unless one or more parties
11 request a single agency IC. If there is a question about jurisdiction, fire
12 managers should mutually decide and agree on the command structure as
13 soon as they arrive on the fire; Agency Administrators should confirm this
14 decision as soon as possible. Once this decision has been made, the incident
15 organization in use should be relayed to all units on the incident as well as
16 dispatch centers. In all cases, the identity of the IC must be made known to
17 all fireline and support personnel.

18 • **Communications**

19 In mutual aid situations, a common designated radio frequency identified in
20 the AOP should be used for incident communications. All incident
21 resources should utilize and monitor this frequency for incident
22 information, tactical use, and changes in weather conditions or other
23 emergency situations. In some cases, because of equipment availability/
24 capabilities, departments/agencies may have to use their own frequencies
25 for tactical operations, allowing the “common” frequency to be the link
26 between departments. It is important that all department/agencies change to
27 a single frequency or establish a common communications link as soon as
28 practical. Clear text should be used. Avoid personal identifiers, such as
29 names. This paragraph in the AOP shall meet Federal Communications
30 Commission (FCC) requirements for documenting shared use of radio
31 frequencies.

32 • **Distance/Boundaries**

33 Responding and requesting parties should identify any mileage limitations
34 from mutual boundaries where “mutual aid” is either pay or non-pay status.
35 Also, for some fire departments, the mileage issue may not be one of initial
36 attack “mutual aid,” but of mutual assistance. In this situation, you may
37 have the option to make it part of this agreement or identify it as a situation
38 where the request would be made to the agency having jurisdiction, which
39 would then dispatch the fire department.

- 40 ○ *BLM – Agreements/AOPs with Department of Defense, best practices*
41 *(including UXO protocols) are located on the BLM Fire Operations*
42 *website http://web.blm.gov/internal/fire/fire_ops/toolbox.htm.*

- 1 • **Time/Duration**
2 Responding and requesting parties should identify time limitations (usually
3 24 hours) for resources in a non-reimbursable status, and “reimbursable
4 rates” when the resources are in a reimbursable status.
- 5 • **Qualifications/Minimum Requirements**
6 As per the NWCG memorandum *Qualification Standards During Initial*
7 *Action, March 22, 2004* and the PMS 310-1, *National Incident Management*
8 *System: Wildland Fire Qualification System Guide*:
9 ○ The 310-1 qualification/certification standards are mandatory only for
10 national mobilization of wildland firefighting resources.
11 ○ During initial action, all agencies (federal, state, local and Tribal)
12 accept each other’s standards. Once jurisdiction is clearly established,
13 then the standards of the agency(s) with jurisdiction prevail.
14 ▪ **BLM** – *BLM may accept the standards of any local cooperator*
15 *through the duration of an incident when the cooperator has a*
16 *current cooperative fire response agreement with BLM, and the*
17 *cooperator is in compliance with the agreement. Personnel from*
18 *agencies that do not subscribe to the NWCG qualification*
19 *standards may be used on agency managed fires, and must only be*
20 *assigned to duties commensurate with their competencies,*
21 *qualifications, and equipment capabilities.*
22 ○ Prior to the fire season, federal agencies should meet with their state,
23 local, and Tribal agency partners and communicate the qualification/
24 certification standards that will apply to the use of local, non-federal
25 firefighters during initial action on fires on lands under the jurisdiction
26 of a federal agency.
27 ○ The Geographic Area Coordinating Group should determine the
28 application of 310-1 qualification/certification standards for
29 mobilization within the geographic area.
30 ○ On a fire where a non-federal agency is also an agency with legal
31 jurisdiction, the standards of that agency apply.
32 ○ The AOP should address qualification and certification standards
33 applicable to the involved parties.
- 34 • **Reimbursement/Compensation**
35 Compensation shall be as close to actual expenditures as possible. This
36 should be clearly identified in the AOP. Vehicles and equipment operated
37 under the federal excess property system will only be reimbursed for
38 maintenance and operating costs.
- 39 • **Cooperation**
40 The annual operating plan will be used to identify how the cooperators will
41 share expertise, training, and information on items such as prevention,
42 investigation, communication plans, safety, training, ICS, and the
43 integration of resources.

- 1 • **Agency Reviews and Investigations**
- 2 Annual operating plans should describe processes for conducting agency
- 3 specific reviews and investigations. AOPs should also describe processes
- 4 for accident notifications to the appropriate fire managers, line officers, and
- 5 dispatch/coordination centers.
- 6 • **Dispatch Centers**
- 7 Dispatch centers will ensure all resources know the name of the assigned IC
- 8 and announce all changes in incident command. Geographic Area
- 9 Mobilization Guides, Zone Mobilization Guides, and Local Mobilization
- 10 Guides should include this procedure as they are revised for each fire
- 11 season.

12 **Fiscal Responsibility Elements of an Annual Operating Plan**

13 Annual Operating Plans should address the following:

- 14 • The level of communication required with neighboring jurisdictions
- 15 regarding the management of all wildland fires, especially those with
- 16 multiple objectives.
- 17 • The level of communication required with neighboring jurisdictions
- 18 regarding suppression resource availability and allocation, especially for
- 19 wildland fires with objectives that include benefit.
- 20 • Identify how to involve all parties in developing the strategy and tactics to
- 21 be used in preventing wildland fire from crossing the jurisdictional
- 22 boundary, and how all parties will be involved in developing mitigations
- 23 which would be used if a wildland fire does cross jurisdictional boundaries.
- 24 • Jurisdictions, which may include state and private lands, should identify the
- 25 conditions under which wildland fire may be managed to achieve benefit,
- 26 and the information or criteria that will be used to make that determination
- 27 (e.g., critical habitat, hazardous fuels, and land management planning
- 28 documents).
- 29 • Jurisdictions will identify conditions under which cost efficiency may
- 30 dictate where suppression strategies and tactical actions are taken (i.e., it
- 31 may be more cost effective to put the containment line along an open
- 32 grassland than along a mid-slope in timber). Points to consider include loss
- 33 and benefit to land, resource, social and political values, and existing legal
- 34 statutes.
- 35 • The cost-sharing methodologies that will be utilized should wildfire spread
- 36 to a neighboring jurisdiction in a location where fire is not wanted.
- 37 • The cost-share methodologies that will be used should a jurisdiction accept
- 38 or receive a wildland fire and manage it to create benefit.
- 39 • Any distinctions in what cost-share methodology will be used if the reason
- 40 the fire spreads to another jurisdiction is attributed to a strategic decision,
- 41 versus environmental conditions (weather, fuels, and fire behavior), or
- 42 tactical considerations (firefighter safety, resource availability) that preclude
- 43 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
- 44 methodologies may include, but are not limited to, the following:

- 1 ○ When a wildland fire that is being managed for benefit spreads to a
2 neighboring jurisdiction because of strategic decisions, and in a
3 location where fire is not wanted, the managing jurisdiction shall be
4 responsible for wildfire suppression costs.
- 5 ○ In those situations where weather, fuels, or fire behavior of the
6 wildland fire precludes stopping at jurisdiction boundaries cost-share
7 methodologies may include, but are not limited to:
- 8 a) Each jurisdiction pays for its own resources – fire suppression
9 efforts are primarily on jurisdictional responsibility lands.
- 10 b) Each jurisdiction pays for its own resources – services rendered
11 approximate the percentage of jurisdictional responsibility, but not
12 necessarily performed on those lands.
- 13 c) Cost share by percentage of ownership.
- 14 d) Cost is apportioned by geographic division. Examples of
15 geographic divisions are: Divisions A and B (using a map as an
16 attachment); privately owned property with structures; or specific
17 locations such as campgrounds.
- 18 e) Reconciliation of daily estimates (for larger, multi-day incidents).
19 This method relies upon daily agreed to cost estimates, using
20 Incident Action Plans or other means to determine multi-Agency
21 contributions. Reimbursements can be made upon estimates
22 instead of actual bill receipts.

23 For further information, refer to NWCG Memorandum EB-M-09-009, *Revisions*
24 *to the Annual Operating Plans for Master Cooperative Fire and Stafford Act*
25 *Agreements due to Implementation of Revised Guidance for the Implementation*
26 *of Federal Wildland Fire Management Policy*, April 13, 2009.

27 **All-Hazards Coordination and Cooperation**

28 All-hazards is defined by NWCG as an incident, natural or manmade, that
29 warrants action to protect life, property, environment, and public health or
30 safety, and to minimize disruptions of government, social, or economic
31 activities. Wildland fire is one type of all-hazard incident. All-hazards incidents
32 are managed using a standardized national incident management system and
33 response framework.

34 **Stafford Act Disaster Relief and Emergency Assistance**

35 The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public
36 Law 93-288, as amended) establishes the programs and processes for the Federal
37 Government to provide disaster and emergency assistance to states, local
38 governments, Tribal nations, individuals, and qualified private non-profit
39 organizations. The provisions of the Stafford Act cover all hazards including
40 natural disasters and terrorist events. In response to, or in anticipation of, a
41 major disaster or emergency as defined by the act, the President “may direct any
42 federal agency, with or without reimbursement, to utilize its authorities and the

1 resources granted to it under federal law (including personnel, equipment,
2 supplies, facilities, managerial, technical, and advisory services) in support of
3 state and local assistance efforts.”

- 4 • **BIA** – Refer to Chapter 6 for the Stafford Act Amendment Tribal Disaster
5 Assistance.

6 **Homeland Security Act**

7 The *Homeland Security Act of 2002 (Public Law 107-296)* established the
8 Department of Homeland Security (DHS) with the mandate and legal authority
9 to protect the American people from the continuing threat of terrorism. In the
10 act, Congress also assigned DHS as the primary focal point regarding natural
11 and manmade crises and emergency planning.

12 **Homeland Security Presidential Directive-5**

13 *Homeland Security Presidential Directive (HSPD-5), Management of Domestic*
14 *Incidents, February 28, 2003*, is intended to enhance the ability of the United
15 States to manage domestic incidents by establishing a single, comprehensive
16 national incident management system. HSPD-5 designates the Secretary of
17 Homeland Security as the Principal Federal Official (PFO) for domestic incident
18 management and empowers the Secretary to coordinate Federal resources used
19 in response to or recovery from terrorist attacks, major disasters, or other
20 emergencies in specific cases.

21 **National Response Framework**

22 Federal disaster relief and emergency assistance are coordinated by the Federal
23 Emergency Management Agency (FEMA) using the National Response
24 Framework (NRF). The NRF, using the National Incident Management System
25 (NIMS), establishes a single, comprehensive framework for the management of
26 domestic incidents. The NRF provides the structure and mechanisms for the
27 coordination of federal support to state, local, and Tribal incident managers; and
28 for exercising direct federal authorities and responsibilities. Information about
29 the National Response Framework can be found at
30 www.fema.gov/national-response-framework.

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

1 resources. Information about the NIMS can be found at [www.fema.gov/national-](http://www.fema.gov/national-incident-management-system)
2 [incident-management-system](http://www.fema.gov/national-incident-management-system).

3 **Emergency Support Function (ESF) Annexes**

4 Emergency Support Function (ESF) Annexes are the components of the NRF
5 that detail the mission, policies, structures, and responsibilities of federal
6 agencies. They are utilized for coordinating resource and programmatic support
7 to the states, tribes, and other federal agencies or other jurisdictions and entities
8 during Incidents of National Significance. Each ESF Annex identifies the ESF
9 coordinator and the primary and support agencies pertinent to the ESF. USDA-
10 FS and USFA are the Co-coordinators of ESF #4 – Firefighting. USDA-FS
11 coordinates at the national and regional levels with FEMA, state agencies, and
12 cooperating agencies on all issues related to response activities. USFA
13 coordinates with appropriate state agencies and local fire departments to expand
14 structural firefighting resource capacity in the existing national firefighting
15 mobilization system and provides information on protection of emergency
16 services sector critical infrastructure.

17 The ESF primary agency serves as a federal executive agent under the Federal
18 Coordinating Officer to accomplish the ESF mission. The ESF support agencies,
19 when requested by the designated ESF primary agency, are responsible for
20 conducting operations using their own authorities, subject-matter experts,
21 capabilities, or resources. USDA-FS is the primary agency for ESF #4 –
22 Firefighting.

23 See <https://www.fema.gov/media-library/assets/documents/32180?id=7353> for
24 further information regarding ESF #4.

25 Other NRF USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA-FS 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, and 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

ESF Support Annex	USDA-FS Role	DOI Role
#10 Oil and Hazardous Materials Response	Support	Support
#11 Agriculture and Natural Resources	Primary	Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support
#15 External Affairs	Support	Support

1 **National Oil and Hazardous Substances Pollution Contingency Plan (NCP,**
2 **40 CFR 300)**

3 The NCP provides the organizational structure and procedures for preparing for
4 and responding to discharges of oil and releases of hazardous substances,
5 pollutants, and contaminants. The NCP is required by section 105 of the
6 Comprehensive Environmental Response, Compensation, and Liability Act of
7 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments
8 and Reauthorization Act of 1986 (SARA), P.L. 99-499, and by section 311(d) of
9 the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil
10 Pollution Act of 1990 (OPA), P.L. 101-380. The NCP identifies the national
11 response organization that may be activated in response actions to discharges of
12 oil and releases of hazardous substances, pollutants, and contaminants in
13 accordance with the authorities of CERCLA and the CWA. It specifies
14 responsibilities among the federal, state, and local governments and describes
15 resources that are available for response, and provides procedures for involving
16 state governments in the initiation, development, selection, and implementation
17 of response actions, pursuant to CERCLA. The NCP works in conjunction with
18 the National Response Framework through Emergency Support Function 10 –
19 Oil and Hazardous Material Response.

20 **Post-Katrina Emergency Management Reform Act**

21 The *Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295)*
22 amended the Homeland Security Act. This law established the FEMA
23 Administrator as responsible for managing the Federal response to emergencies
24 and disasters, and for reporting directly to the President. The Secretary of
25 Homeland Security is the Principal Federal Official, but has no direct authority
26 for response or coordination. This law also amends the Stafford Act to allow
27 FEMA, in the absence of a specific request or Presidential declaration, to direct
28 other Federal agencies to provide resources and support where necessary to save
29 lives, prevent human suffering, or mitigate severe damage.

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

1 departments and agencies, state, local, tribal, and territorial governments, private
2 and non-profit sectors, and the public. The national preparedness system is
3 comprised of:

- 4 • National planning frameworks for the prevention, protection, mitigation,
5 response to, and recovery from national threats. These frameworks are
6 similar and complementary to the National Response Framework (NRF).
- 7 • Corresponding Federal interagency operational plans.
- 8 • Guidance for the national interoperability of personnel and equipment.
- 9 • Guidance for business, community, family, and individual preparedness.

10 **All-Hazards Coordination and Cooperation**

11 In an actual or potential incident of national significance that is not encompassed
12 by the Stafford Act, the President may instruct a federal department or agency,
13 subject to any statutory limitations on the department or agency, to utilize the
14 authorities and resources granted to it by Congress. In accordance with
15 Homeland Security Presidential Directive-5, federal departments and agencies
16 are expected to provide their full and prompt support, cooperation, available
17 resources, consistent with their own responsibilities for protecting national
18 security. Personnel assigned to all-hazard incidents may only perform duties
19 within agency policy, training, and capability.

20 **NWCG Role in Support, Coordination, and All-Hazards Response by** 21 **Wildland Fire Agencies**

22 The National Wildfire Coordinating Group has established guidelines to define
23 NWCG's role in the preparedness for, coordination of, and support to all-
24 hazards incidents.

25 General All-Hazards Guidelines for NWCG:

- 26 • The National Incident Management System (NIMS) is the foundation of all
27 response. NWCG principles, procedures, and publications will comply with
28 and support the NIMS. NWCG expects that all local, State, and Federal
29 response agencies and organizations will comply with NIMS.
- 30 • NWCG uses the NIMS definition of All-Hazards, which includes wildland
31 fire. This definition is:
 - 32 ○ All-Hazards: Describing an incident, natural or manmade, that warrants
33 action to protect life, property, environment, and public health or
34 safety, and to minimize disruptions of government, social, or economic
35 activities.
- 36 • NWCG recognizes FEMA's role in overseeing the development,
37 implementation, and maintenance of NIMS, which includes the Incident
38 Command System (ICS) and its components (forms, core competencies,
39 training, qualifications and standards, etc.).
- 40 • NWCG accepts the components of NIMS and will develop an endorsement
41 process and additional qualifications requirements for positions having
42 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 The following principles encompass the guidelines, roles, and responsibilities
28 established in this doctrine:

- 29 • The intent of Forest Service all-hazard response and support is to protect
30 human life, property, and at-risk lands and resources *while imminent threats*
31 *exist*.
- 32 • Personnel should be prepared and organized to support all-hazard responses
33 by providing trained personnel to utilize their inherent skills, capabilities,
34 and assets, without requiring significant advanced training and preparation.
35 Support to cooperators requiring wildland resources will be consistent with
36 employee core skills, capabilities, and training.
- 37 • As incidents move from the *response phase* to the *recovery phase*, there
38 should be a shift to demobilizing agency resources.
- 39 • Within all-hazard response environments, agency personnel may encounter
40 situations in which there is an imminent threat to life and property outside
41 of their Agency's jurisdiction. These environments include scenarios
42 ranging from being first on scene at a vehicle accident, to committing

- 1 Agency resources to protect a local community. Leaders are therefore
2 expected to use their judgment and respond appropriately.
- 3 • Wildland resources deployed to all-hazard responses will understand the
4 dynamic and complex environment and utilize their leadership, training, and
5 skills to adapt, innovate, and bring order to chaos.
 - 6 • Leaders are expected to operate within the incident organizational structure
7 encountered on all-hazard responses. When such structure is absent, they
8 will utilize National Incident Management System principles to assure safe
9 and effective utilization of agency resources.
 - 10 • Leaders are expected to operate under existing policies and doctrine under
11 normal conditions. On all-hazard responses, fire and aviation business and
12 safety standards may have to be adapted to the situation to successfully
13 accomplish the mission. When conflicts occur, employees will use their
14 judgment, weigh the risk versus gain, and operate within the intent of
15 Agency policy and doctrine.
 - 16 • All-hazard response will be focused on missions that we perform
17 consistently and successfully. Workforce assignments will be directed
18 toward the core skills developed through our existing training and
19 curriculum.
 - 20 • Agency employees will be trained to operate safely and successfully in the
21 all-hazard environment. Preparedness training will focus on gaining general
22 knowledge of all-hazard response, disaster characteristics, as well as the
23 effects from these events on citizens and responders.
 - 24 • Specific operational skills will be facilitated through the National Incident
25 Management System, working with the responsible agencies who supply
26 the technical specialists who, in turn, provide the specific skill sets. The
27 Forest Service will not train or equip to meet every hazard.
 - 28 • Wildland employees are expected to perform all-hazard support as directed
29 within their qualifications and physical capabilities. All employees have the
30 right to a safe assignment. The employee may suspend his or her work
31 whenever any environmental condition—or combination of condition—
32 become so extreme than an immediate danger is posed to employee health
33 and safety that cannot be readily mitigated by the use of appropriate,
34 approved protective equipment or technology.
 - 35 • Acceptable risk is risk mitigated to a level that provides for reasonable
36 assurances that the all-hazard task can be accomplished without serious
37 injury to life or damage to property.
 - 38 • All-hazard incident-specific briefing and training will be accomplished
39 *prior* to task implementation. This preparation will usually occur prior to
40 mobilization where incident description, mission requirements, and known
41 hazards are addressed. Key protective equipment and associated needs for
42 these all-hazard tasks that wildland employees do not routinely encounter or
43 perform will be identified. This will be done—and be in place—*prior* to
44 task implementation.

- 1 • Agency employees will be provided with appropriate vaccinations,
2 credentials, and personal protective equipment to operate in the all-hazard
3 environment to which they are assigned.
- 4 • Additional information can be found in the Forest Service Foundational
5 Doctrine for All-Hazard Response.
6 https://www.fs.fed.us/fire/doctrine/conferences/all_hazard_response.pdf

7 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland** 8 **Fire IMTs**

9 Different entities have developed IMTs based on ICS core competencies under
10 the National Incident Management System (NIMS). Federal agencies with IMTs
11 include the U.S. Coast Guard, the Environmental Protection Agency, USDA's
12 Animal and Plant Health Inspection Service (APHIS), DOI's National Park
13 Service and U.S. Fish and Wildlife Service, and others. In addition, many states
14 and metropolitan areas have developed All Hazard Incident Management Teams
15 (AHIMTs). AHIMT consists of personnel from various disciplines (fire, rescue,
16 emergency medical, hazardous materials, law enforcement, public works, public
17 health and others) trained to perform the functions of the Command and General
18 Staff at the Type 3 level. AHIMTs are often sponsored or administered by a
19 state or local emergency management agency.

20 Many different entities that sponsor an AHIMT or other non-wildland fire IMT
21 have requested that their personnel be allowed to "shadow" a wildland fire IMT
22 positions during incidents (sometimes referred to as "field training" or "field
23 mentoring"). The primary purpose of shadowing is to gain insight to complex
24 incident management. All shadowing events should be coordinated with the
25 receiving GACCs and the IC at an incident.

- 26 • **DOI** – <https://www.doi.gov/emergency/emergency-policy.cfm>

27 **International Wildland Fire Coordination and Cooperation**

28 **U.S. – Mexico Cross Border Cooperation on Wildland Fires**

29 In April 2015, the Department of Interior and the Department of Agriculture
30 signed a Wildfire Protection Agreement with Mexico. The agreement has two
31 purposes:

- 32 • To enable wildfire protection resources originating in the territory of one
33 country to cross the United States-Mexico border in order to suppress
34 wildfires on the other side of the border within the zone of mutual
35 assistance (10 miles/16 kilometers) in appropriate circumstances.
- 36 • To give authority for Mexican and U.S. fire management organizations to
37 cooperate on other fire management activities outside the zone of mutual
38 assistance.

39 National Operational Guidelines for this agreement are located at
40 <https://www.nifc.gov/nicc/logistics/references.htm>. These guidelines cover
41 issues at the national level and also provide a template for those issues that need

1 to be addressed in local operating plans. The local operating plans identify how
2 the agreement will be implemented by the GACCs (and Zone Coordination
3 Centers) that have dispatching responsibility on the border. The local operating
4 plans will provide the standard operational procedures for wildfire suppression
5 resources that could potentially cross the U.S. border into Mexico.

6 **U.S. – Canada, Reciprocal Forest Firefighting Arrangement**

7 Information about United States – Canada cross border support is located at
8 <https://www.nifc.gov/nicc/logistics/references.htm>. This chapter provides policy
9 guidance, which was determined by an exchange of diplomatic notes between
10 the U.S. and Canada in 1982. This chapter also provides operational guidelines
11 for the Canada – U.S. Reciprocal Forest Fire Fighting Arrangement. These
12 guidelines are updated yearly.

13 **U.S. – Australia/New Zealand Wildland Fire Arrangement**

14 Information about United States – Australia/New Zealand support is located at
15 <https://www.nifc.gov/nicc/logistics/references.htm>. This chapter provides a copy
16 of the arrangements signed between the U.S. and the states of Australia and the
17 country of New Zealand for support to one another during severe fire seasons. It
18 also contains the AOP that provides more detail on the procedures,
19 responsibilities, and requirements used during activation.

20 **International Non-Wildland Fire Coordination and Cooperation**

21 **International Disasters Support**

22 Federal wildland fire employees may be requested through the FS to support the
23 U.S. Government's (USG) response to international disasters by serving on
24 Disaster Assistance Response Teams (DARTs). A DART is the operational
25 equivalent of an ICS team used by the U.S. Agency for International
26 Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-
27 the-ground operational capability at the site of an international disaster. Prior to
28 being requested for a DART assignment, employees will have completed a
29 weeklong DART training course covering information about:

- 30 • USG agencies charged with the responsibility to coordinate USG responses
31 to international disaster.
- 32 • The purpose, organizational structure, and operational procedures of a
33 DART.
- 34 • How the DART relates to other international organizations and countries
35 during an assignment. Requests for these assignments are coordinated
36 through the FS International Programs, Disaster Assistance Support
37 Program (DASP).
- 38 • DART assignments should not be confused with technical exchange
39 activities, which do not require DART training.

40 More information about DARTs can be obtained at the FS International
41 Program's website, <https://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.

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1

Chapter 9

2

Fire Management Planning

Purpose

4 The purpose of fire management planning is to provide for firefighter and public
5 safety, and outline fire management strategies and tactics that, when
6 implemented, protect values and meet resource goals and objectives of the land
7 and/or resource management plan. Planning strategically allows for responses to
8 fire commensurate with risk, and movement towards desired conditions.

9 Fire planning products include a concise summary of information organized by
10 fire management unit (FMU) or by other geospatially explicit representations of
11 the landscape. These products should be updated as new information becomes
12 available, as conditions on the ground necessitate updates, or when changes are
13 made to the Land/Resource Management Plan (L/RMP).

14 Products may address: response to wildfire, hazardous fuels and vegetation
15 management, burned area emergency stabilization and rehabilitation, prevention,
16 community interactions and collaborative partnerships roles, and monitoring and
17 evaluation of programs.

18 Fire Management planning efforts should address the vision and goals of the
19 National Cohesive Wildland Fire Management Strategy (2014) (Cohesive
20 Strategy).

21 The Cohesive Strategy vision is “To safely and effectively extinguish fire, when
22 needed; use fire where allowable; manage our natural resources; and as a
23 Nation, live with wildland fire.”

24 The Cohesive Strategy goals are:

- 25 • Restore and maintain landscapes
- 26 • Fire-adapted communities
- 27 • Wildfire response

Policy

29 “Fire, as a critical natural process, will be integrated into land and resource
30 management plans and activities on a landscape scale and across agency
31 boundaries” (*Review and Update of the Federal Wildland Fire Management*
32 *Policy, January 2001*).

33 Fire Management plans should be developed collaboratively between federal
34 agencies and tribal, local, and state agencies to accomplish resource and
35 protection objectives.

- 1 Every area with burnable vegetation must have an approved Fire Management
2 Plan (FMP). Fire Management Plans are strategic plans that define a program to
3 manage wildland fires based on the area's approved land management plan.
4 When practical, Fire Management Plans (FMP) should contain mutually
5 developed objectives for managing fires that cross jurisdictional boundaries.
- 6 Fire Management Plans must provide for firefighter and public safety; include
7 fire management strategies, tactics, and alternatives; address values to be
8 protected and values at risk; address the location and conditions under which
9 resource and protection objectives can be met; consider public health issues; and
10 be consistent with resource management objectives, activities of the area, and
11 environmental laws and regulations. Fire Management Plans should be based
12 upon the best available science.

13 **Agency Planning Guidance**

14 **Department of Interior (DOI)**

15 Fire Management Plans must be consistent with the DOI Interagency Fire
16 Management Plan Framework and subsequent bureau direction. Fire
17 Management Plan content may be represented in spatial, text-based and/or
18 digital formats.

- 19 • The DOI framework is available at
20 [https://www.nwcg.gov/committees/interagency-fire-planning-](https://www.nwcg.gov/committees/interagency-fire-planning-committee/resources)
21 [committee/resources](https://www.nwcg.gov/committees/interagency-fire-planning-committee/resources).
 - 22 ○ **BLM – FMP Template** is available at
23 <http://web.blm.gov/internal/fire/fpfm/planning.html>.
 - 24 ○ **NPS – FMP Template** and information is available at
25 [http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/fireman-](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx)
26 [agementplanning/firemanagementplans/default.aspx](http://famshare.inside.nps.gov/wildlandfire/budgetandplanning/firemanagementplanning/firemanagementplans/default.aspx).

27 **U.S. Forest Service (FS)**

28 Forest Service FMPs have been replaced with a combination of enhanced
29 Spatial Planning contained in the Wildland Fire Decision Support System
30 (WFDSS) and the Fire Management Reference System (FMRS), a collection of
31 plans required for fire program management, such as aviation, operations,
32 dispatch, and fire danger operating plan products. Fire Management Planning
33 will be a continuing effort to ensure that guidance represented spatially in
34 WFDSS and the FMRS are consistent with LRMP direction, reflecting available
35 fire response options to move from current to desired conditions.

36 The FS has replaced the FSH 5109.19 with a Fire Management Planning Guide
37 that further describes Spatial Fire Planning and the Fire Management Reference
38 System (FMRS). As allowed in the Land and Resource Management Plan
39 (LRMP), fire response strategies should be consistent with the Cohesive

- 1 Strategy and developed in collaboration with adjoining land managers. This
2 Guide is at <https://fsweb.wo.fs.fed.us/fire/fmp/>.

3 **Other Resources**

- 4 For information on utilizing the Spatial Fire Planning method in WFDSS, see
5 the WFDSS Spatial Fire Planning Guide located on the WFDSS Training page
6 at https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml.

7 **Concepts and Definitions**

- 8 For further clarification of concepts and definitions that follow, refer to:
9 *Terminology Updates Resulting from Release of the Guidance for the*
10 *Implementation of Federal Wildland Fire Management Policy (2009)*, NWCG
11 Memorandum EB-M-10-024, and the *Guidance for Implementation of Federal*
12 *Wildland Fire Management Policy, February 13, 2009*.

13 **Land/Resource Management Plan**

- 14 A document prepared with public participation and approved by the Agency
15 Administrator that provides guidance and direction for land and resource
16 management activities for an administrative area. The L/RMP may identify fire's
17 role in a particular area and for a specific benefit, or may contain general
18 statements regarding the role of fire across the land management unit. Guidance
19 contained in the L/RMP provides the basis for the development of strategic fire
20 management objectives and the fire management program in the designated
21 area.

22 **Fire Management Plan**

- 23 A Fire Management Plan (FMP) identifies and integrates all wildland fire
24 management and associated activities within the context of the approved
25 L/RMP. The FMP is supplemented by operations plans, including but not
26 limited to preparedness plans, pre-planned dispatch plans, fuels treatment plans,
27 and prevention plans. FMPs assure that wildland fire management goals and
28 objectives are coordinated.

29 **Fire Management Unit**

- 30 The purpose of Fire Management Units (FMUs) in planning is to assist in
31 organizing information in complex landscapes. The process of creating FMUs
32 divides the landscape into smaller geographic areas to more easily describe
33 physical/biological/social characteristics and frame associated planning
34 guidance based on these characteristics.

35 **Compliance**

- 36 Compliance generally includes the full range of considerations and procedures
37 defined by each agency to comply with laws such as (but not limited to); the
38 National Environmental Planning Act (NEPA), Section 106 of the Archeological

1 Resources Protection Act, Section 7 of the Endangered Species Act, Clean Air
2 Act, Wilderness Act, Executive Orders, etc.

3 **Spatial Fire Management Plan (SFMP)**

4 A Spatial Fire Management Plan is a strategic plan that contains text based and
5 spatially represented information that guides a full range of fire management
6 activities and is supported by a land or resource management plan.

7 **Spatial Fire Management Plan Mapsheet**

8 A collection of one or more tables, graphics, maps or other information on a
9 single page or poster.

10 **Spatial Fire Management Plan Map Set**

11 A compilation of all the mapsheets that make up a SFMP.

12 **Connection to Other Plans**

13 Fire Management Plans (DOI) and/or Spatial Fire Planning in WFDSS (FS)
14 capture fire related direction and decisions from Land/Resource Management
15 Plans (LRMP). If fire management direction and decisions were not adequately
16 integrated into the existing LRMP, additional NEPA may be necessary.

Chapter 10 Preparedness

3 Preparedness Overview

4 Fire preparedness is the state of being ready to provide an appropriate response
5 to wildland fires based on identified objectives and is the result of activities that
6 are planned and implemented prior to fire ignitions.

7 Preparedness requires:

- 8 • Identifying necessary firefighting capabilities;
- 9 • Implementing coordinated programs to develop those capabilities;
- 10 • A continuous process of developing and maintaining firefighting
11 infrastructure;
- 12 • Predicting fire activity;
- 13 • Implementing prevention activities;
- 14 • Identifying values to be protected;
- 15 • Hiring, training, equipping, pre-positioning, and deploying firefighters and
16 equipment;
- 17 • Evaluating performance;
- 18 • Correcting deficiencies; and
- 19 • Improving operations.

20 Preparedness activities should focus on developing interagency response
21 capabilities that will result in safe, effective, and efficient fire operations aligned
22 with risk-based fire management decisions.

23 Preparedness activities will be consistent with direction in the approved Land and
24 Resource Management Plan (LRMP) and in the Fire Management Plan (FMP).

25 Preparedness Planning

26 At the local level, preparedness planning and the resultant activities begin with a
27 Fire Danger Operating Plan (FDOP), which includes a number of other plans
28 that result in coordinated actions based on the fire situation.

29 References, templates, and other supporting materials pertaining to the FDOP
30 process and related operationally-focused preparedness plans can be found at
31 <https://www.wfas.net/nfdrs2016>.

32 Outputs from the FDOP process are used to support decisions found in
33 many components of preparedness plans. These actions will ensure a unit
34 is appropriately prepared to react to new and emerging wildfire incidents.

- 1 Preparedness plans should include, but are not limited to:
- 2 • Fire Danger Operating Plan
 - 3 • Preparedness Level Plan
 - 4 • Initial Response/Pre-planned Dispatch Plan
 - 5 • Step-up/Staffing Plan
 - 6 • Fire Prevention/Mitigation Plan (as specified by agency requirements)
 - 7 • Closure/Restriction Plan (as specified by agency requirements)

8 **Fire Danger Rating**

9 The National Fire Danger Rating System (NFDRS) and the Weather Information
10 Management System (WIMS) are the principle applications used by the federal
11 land management agencies to assess fire danger. At every scale, fire danger
12 rating is a key consideration for staffing and prepositioning preparedness
13 resources, regulating industrial activity, or placing restrictions on public lands.
14 Because these assessments are used by and affect a wide variety of stake holders
15 including federal and state agencies, local governments, industrial and other
16 private entities, as well as the general public, participation in a recognized fire
17 danger system and careful management of weather and fire data is vital to
18 ensure accurate assessments and the consistent application of fire danger rating,
19 especially for broader scale assessments.

20 The following requirements apply to all NFDRS-compliant weather stations
21 managed in WIMS:

- 22 • For the primary fuel model (i.e., the first model listed in the WIMS station
23 catalog):
 - 24 ○ Identify an appropriate Staffing index;
 - 25 ○ Identify the Staffing index breakpoints (i.e., the two highest breakpoint
26 values and their associated percentiles*); and
 - 27 ○ Identify the number of Decision Classes (i.e., the number of Staffing
28 Levels).
- 29 • If not already entered as the primary fuel model, also enter Fuel Model G:
 - 30 ○ Identify ERC as the Staffing index;
 - 31 ○ Identify the ERC breakpoints (i.e., the two highest ERC breakpoint
32 values and their associated percentiles*); and
 - 33 ○ Identify the number of Decision Classes (i.e., the number of Staffing
34 Levels).

35 * For units that have not performed detailed analysis to identify Fire
36 Business Thresholds or Climatological Breakpoints, it is recommended
37 to use the 90th and 97th percentiles as default values for these Critical
38 Percentiles.

- 39 ■ *BLM – 80th and 95th percentiles*

1 Communication of Fire Danger

2 Daily Observed and Forecasted Fire Danger Outputs will be:

- 3 • Communicated daily to local fire personnel to aid in situational awareness;
- 4 and
- 5 • Should include the Staffing index and/or index/component used.

6 Fire danger will be conveyed to the public using the five Adjective Fire Danger
7 Rating classes: low, moderate, high, very high, and extreme.

8 Fire Danger Operating Plan Rating

9 Ideally developed for interagency field-level operations (e.g., corresponding to
10 the area within the jurisdiction of a third-tier dispatch center), the FDOP is an
11 integral component of local fire management planning. The FDOP documents the
12 analysis process and the development of decision points to be used for future weather
13 and fire occurrence situations, based on an analysis of local conditions, historic
14 weather, and historic fire occurrence. The analysis and decision points are developed
15 using decision support tools such as the National Fire Danger Rating System
16 (NFDRS), the Canadian Forest Fire Danger Rating System (CFFDRS) the
17 Palmer Drought Index, live fuel moisture data, monthly or seasonal wildland fire
18 outlooks, seasonal climate forecasts, and wildland fire risk analyses. The analysis
19 of historic weather and fire occurrence is conducted utilizing a statistical software
20 program, such as but not exclusive to FireFamily Plus (FFP), which calculates fire
21 danger indices and can correlate them to historic fire occurrence. The FDOP process
22 blends science, historical data, established processes, and local knowledge to provide
23 a unified framework for local interagency unit managers/administrators to make
24 informed decisions that result in safe, efficient, and effective responses to fire
25 situations.

26 Every field-level unit with a fire program should be covered by an FDOP and
27 should participate in the planning process. FDOP developers should attend
28 Intermediate NFDRS (S-491) and preferably, the Advanced NFDRS level courses.
29 Units are encouraged to seek the participation of and review by NFDRS or
30 CFFDRS Subject Matter Experts when developing the FDOP. Established
31 FDOPs should be monitored, reviewed annually, and updated as necessary to ensure
32 they continue to meet the preparedness needs of the local units.

33 In conjunction with the analysis noted above, the FDOP also describes:

- 34 • Processes, such as daily input and output monitoring of the Weather Information
35 Management System (WIMS) at <https://fam.nwecg.gov/fam-web/>;
- 36 • Tools that will be utilized to communicate fire danger information, such as Fire
37 Danger PocketCards, or seasonal trends analysis; and
- 38 • Related products, such as staffing, dispatch, and preparedness level plans
39 (which can be included as components of the FDOP or linked, if presented
40 as separate plans).

- 1 A FDOP template can be found at <https://www.wfas.net/nfdrs2016>.
- 2 Required minimum content for the FDOP includes the following components:
- 3 • **Roles and Responsibilities**
- 4 This section of the FDOP defines the roles and responsibilities for those
5 responsible for the development, maintenance and daily implementation of
6 the plan, program management related to the plan, and associated training.
- 7 • **Fire Danger Area Inventory**
- 8 This section of the FDOP presents the inventory of the basic components of
9 the FDOP area, which will describe the general area, including the
10 administrative units involved in the planning process. The fire danger area
11 inventory will include:
- 12 ○ Fire history, as well as identification of fire/ignition issues specific to
13 the area;
- 14 ○ Description of vegetation/fuels, topography, and weather/climatology
15 resulting in the delineation of specific Fire Danger Rating Areas
16 (FDRAs), which are broad landscapes (typically, on the scale of tens or
17 hundreds of thousands of acres each) that are considered to have
18 relatively homogeneous fire danger;
- 19 ○ The existing weather station network and identification of any
20 additional weather station system needs; and
- 21 ○ Validation that each Remote Automated Weather Station (RAWS)
22 meets the requirements of the *Interagency Wildland Fire Weather*
23 *Station Standards and Guidelines* (PMS 426-3).
- 24 • **Operational Procedures**
- 25 This section of the FDOP establishes the procedures used to gather and
26 process data in order to integrate fire danger rating information into
27 decision processes. The network of fire weather stations whose observations
28 are used to determine fire danger ratings is identified. Station maintenance
29 responsibilities and schedules are defined. Include:
- 30 ○ Daily weather processing schedule and procedures;
- 31 ○ Daily communication schedule and modes;
- 32 ○ Seasonal station catalog adjustment schedule and responsible
33 personnel;
- 34 ○ Annual review of decision points and responsible personnel; and
- 35 ○ Periodic review of PocketCards or other communication methodology
36 and responsible personnel.
- 37 • **Decision Point Analysis**
- 38 This section of the FDOP describes the analysis of climatological
39 breakpoints and fire business thresholds that trigger changes in fire danger-
40 related decisions within an FDRA. Decision points are identified using
41 statistical analysis software such as but not limited to FFP. Distinct
42 selections of fuel model and fire danger index/component (NFDRS or
43 CFFDRS) are appropriate for different management decisions (such as
44 staffing, initial response, or industrial and public restrictions).

1 Because Fire Business Thresholds correlate periods of historical fire danger
2 and fire occurrence, they generally provide the best decision support and are
3 appropriate for identifying Staffing Levels, Dispatch Levels, fire
4 restrictions, Preparedness Levels, fire prevention activities, and other
5 specific readiness actions. Climatological Breakpoints, which are expressed
6 as percentiles, may be appropriate as decision points for longer term
7 decisions and general preparedness activities, such as seasonal staffing
8 start/end dates or contract aircraft availability periods.

9 *Note: WIMS relies exclusively on Climatological Breakpoints to compute*
10 *Staffing Level and Adjective Rating. If Fire Business Thresholds are used as*
11 *decision points, Staffing Level and Adjective Rating must be computed*
12 *outside of WIMS.*

13 • **Fire Danger-based Decisions**

14 This section of the FDOP describes the decision points used in Step-
15 up/Staffing Plans, Initial Response/Pre-planned Dispatch Plans,
16 Preparedness Level Plans, Prevention Plans (which include how Adjective
17 Fire Danger Ratings are determined and will be applied),
18 Closure/Restriction Plans, etc. It should include the rationale for the fuel
19 model and index/component selection and the corresponding decision
20 points for each of those plans. The plans may be included in the FDOP or
21 be stand-alone plans.

22 **Preparedness Level Plans**

23 Preparedness Level Plans are required at the national, state/regional, and local
24 levels. These plans address the five Preparedness Levels (1-5) and provide
25 management direction based on identified levels of burning conditions (fire
26 danger), fire activity, resource commitment/availability, such as incident
27 management teams assigned, and other considerations (in contrast to Staffing
28 Levels, which typically only consider fire danger, as described below).
29 Preparedness Level Plans may be developed by a state/regional office for
30 agency-specific use.

31 Supplemental preparedness actions to consider include, but are not limited to, the
32 following items:

- 33 • Management briefings, direction, and considerations;
- 34 • Support function: consideration given to expanded dispatch activation and
35 other support needs (procurement, supply, ground support, and
36 communication);
- 37 • Support staff availability outside of fire organization;
- 38 • Fire danger/behavior assessment;
- 39 • Fire information – internal and external;
- 40 • Multi-agency coordination group/Area command activation; and
- 41 • Prescribed fire direction and considerations.

- 1 Refer to the *National Interagency Mobilization Guide* and GACC Mobilization
- 2 Guides for more information on Preparedness Level Plans.

3 **Step-up/Staffing Plans**

4 Step-up/Staffing Plans are designed to direct incremental preparedness actions at
5 the local level in response to changing fire danger. Each plan should address the
6 unit's chosen number of Staffing Levels, and the corresponding actions to
7 consider for those changing fire danger conditions, as reviewed annually. The
8 Step-up/Staffing Plan should be based on analysis completed as part of the unit's
9 FDOP and the analysis rationale, if not the entire plan, should be included as
10 part of the FDOP.

11 **Staffing Level**

12 The Staffing Level should be used to guide daily internal fire operational
13 decisions at the local level. The Staffing Level specifies appropriate daily
14 staffing for initial response resources, such as when to implement 7-day coverage
15 and adjusted work schedules, and the number of personnel committed to initial
16 attack resources (in contrast to the Initial Response/Pre-planned Dispatch Plan –
17 described below – that specifies the number of resources dispatched to an
18 incident). Staffing Level helps define “How ready to be today?” A unit can
19 operate with 3 to 9 levels of staffing. Most units typically use 5 (1, 2, 3, 4, 5) or 6
20 (1, 2, 3L, 3H, 4, 5) levels. The use of Fire Business Thresholds to determine
21 Staffing Levels is encouraged; however, they must be computed outside of the
22 WIMS.

23 The Step-up/Staffing Plan describes pre-approved escalating responses that are
24 in the FDOP and FMP. A Step-up/Staffing Plan should also include recurring
25 supplemental preparedness actions designed to enhance the unit's fire
26 management capability during short periods (Fourth of July, or other pre-
27 identified events) where staffing normally needs to be increased to meet initial
28 attack, prevention, or detection needs.

29 The Staffing Plan should also consider supplemental staffing actions such as, but
30 not limited to, the following items:

- 31 • Fire prevention actions, including closures/restrictions, media messages,
32 signing, and patrolling;
- 33 • Prepositioning or augmentation of suppression resources;
- 34 • Cooperator discussion and/or involvement;
- 35 • Safety considerations: safety messages, safety officer;
- 36 • Increased initial attack dispatch staffing; and
- 37 • Increased detection activities.

38 In contrast to staffing actions established for the normal range of conditions,
39 severity is a longer duration condition that cannot be adequately dealt with under

1 normal staffing, such as a killing frost converting live fuel to dead fuel or drought
2 conditions. Severity is discussed later in this chapter.

3 **Initial Response/Pre-planned Dispatch Plans**

4 Local-level Initial Response/Pre-planned Dispatch Plans, also referred to as run
5 cards, specify the fire management response (e.g., number and type of
6 suppression assets to dispatch) within a defined geographic area to an unplanned
7 ignition, based on fire weather, fuel conditions, fire management objectives, and
8 resource availability.

9 Fire Management Officers will ensure that Initial Response/Pre-planned
10 Dispatch Plans are in place, utilized, and provide for initial response
11 commensurate with guidance provided in the FMP and/or LRMP. Initial
12 Response/Pre-planned Dispatch Plans will reflect agreements and annual
13 operating plans, and will be reviewed annually prior to fire season. These plans
14 may be modified as needed during fire season to reflect the availability of
15 national, prepositioned, and/or severity resources.

16 **Fire Prevention/Mitigation Plans**

17 Unit-level Fire Prevention/Mitigation Plans may be required and completed by
18 conducting a wildland fire prevention/mitigation assessment. The purpose of the
19 plan is to reduce unwanted human-caused ignitions, thereby reducing wildland
20 fire damages and losses, unnecessary risks to firefighters, and suppression costs.
21 As fire danger moves from low to extreme, as defined in the FDOP, and/or
22 human activity increases, prevention and mitigation activities must be increased
23 to maintain effectiveness.

24 The Prevention/Mitigation Plan outlines how Adjective Fire Danger Ratings are
25 determined; i.e., the fire danger fuel model and index and/or components used
26 and whether they are computed within or outside WIMS, are communicated to
27 the public, and applied, in terms of responsible personnel and assigned activities.
28 Prevention activities are intended to prevent the occurrence of unwanted human-
29 caused fires and include, but are not limited to:

- 30 • Education (signage, school programs, radio and news releases, recreation
31 contacts, local business contacts, exhibits); and
- 32 • Public/industrial program monitoring (firewood cutting, logging, mining,
33 power line maintenance).
 - 34 ○ **BLM** – Refer to the *BLM Wildland Fire Prevention, Education and*
35 *Mitigation Planning Guide* available at
36 https://www.blm.gov/nifc/st/en/prog/fire/fuelsmgmt/fire_prevention_and.html.
 - 37
 - 38 ○ **NPS** – Only units that experience more than an average of 26 human-
39 caused fires per ten-year period are required to develop a fire
40 prevention plan.

- 1 ○ **FWS** – Prevention assessment determines requirement for prevention
- 2 plan. Refer to Fire Management Handbook Chapter 10.
- 3 ○ **FS** – Refer to FSM 5110.
- 4 ○ **BIA** – Refer to 90IAM 1.4C (6) – H, BIA National Wildfire Prevention
- 5 Handbook for guidance, available at
- 6 <https://www.bia.gov/cs/groups/xraca/documents/text/idc008622.pdf>.

7 **Fire Danger PocketCard for Firefighter Safety**

8 Fire Danger PocketCards provide, through a graphical interpretation of historic
9 fire danger, a means for firefighters to understand the fire potential for a given
10 local area during any day of the fire season. PocketCards apply to areas of
11 uniform fire danger rating, known as FDRAs, which should be developed
12 through an interagency FDOP process (if FDRAs aren't defined, PocketCards
13 may be developed based on other areas of like fire danger). The PocketCard can
14 also be an ideal tool for local seasonal tracking of fire season severity with the
15 addition of daily indices (see "Local Unit Seasonal Tracking" section). The Fire
16 Danger PocketCards must adhere to the NWCG standard located at
17 <https://fam.nwcg.gov/fam-web/pocketcards/default.htm>.

18 PocketCards should be updated following a significant fire season but;
19 otherwise, based on the length of the station or Special Interest Group (SIG)
20 dataset:

- 21 • 10 years or less of historic weather data, update PocketCard annually;
- 22 • 11-14 years, update every other year;
- 23 • 15 years or more, update every 3 years.

24 In all cases, a high quality database should be used; i.e., 5 years of poor data and
25 10 years of good data does not equal 15 years of quality data.

26 Compliance with the standard, including quality, currency, and application of
27 the PocketCard, is the responsibility of the local fire management unit.

- 28 • **BLM** – Units will maintain Fire Danger PocketCards and ensure they are
29 available to all personnel.
- 30 • **FS** – Obtain Regional certification for Fire Danger PocketCards.
31 Distribute PocketCards to each fireline supervisor on Type 3, 4, and 5
32 wildfires. Units have the option to do more frequent updates if they choose
33 to do so.
- 34 • **BIA** – Agencies and Tribes will maintain Fire Danger PocketCards and
35 ensure they are available to all personnel.

36
37 The NWCG standards for updating and posting the cards can be found at
38 <https://fam.nwcg.gov/fam-web/pocketcards/default.htm>.

1 **Managing Weather Data in WIMS**

2 Fire danger requires continual management in order to produce accurate results
3 that are applied in a timely manner. Some daily weather observation variables
4 (such as state of the weather) must be manually validated and published daily.
5 This procedure is essential for the calculation of daily and forecasted fire danger
6 outputs in WIMS and ensures weather data storage in the National Fire and
7 Aviation Management (FAMWeb) Database. These efforts are coordinated with
8 local National Weather Service fire weather meteorologists to provide timely
9 forecasted fire danger outputs.

10 In addition to daily weather management, certain WIMS data requires periodic
11 adjustment. The following should be adjusted seasonally or as appropriate:

- 12 • Live fuel moisture model inputs, including herbaceous vegetation stage,
13 green-up and freeze date, season codes, greenness factors.
- 14 • Dead fuel moisture model inputs, including the snow flag and starting 1000
15 hour and X1000 fuel moisture and KBDI values.

16 Decision points should be reviewed annually and adjusted, as appropriate, based
17 on statistical analysis. If decision points are adjusted, PocketCards should also be
18 validated and updated as necessary.

19 **Management Actions for Remote Automated Weather Stations (RAWS)**

20 **Noncompliance Report**

21 A weekly report from Wildland Fire Management Information (WFMI) weather
22 module displays RAWS that are more than 1 year and 45 days past their annual
23 maintenance date. Fire weather stations are to be maintained annually per
24 Interagency Wildland Fire Weather Station Standards and Guidelines (PMS
25 426-3). The report is widely distributed by email and available at
26 <https://raws.fam.nwcg.gov/nfdrs.html>. If a RAWS is on the report, it has either
27 not had annual maintenance, or the documentation for annual maintenance has
28 not been completed in WFMI. Data from these RAWS should not be used or
29 used with caution.

30 **Portable RAWS**

31 Fire managers should ensure that locally held portable RAWS are maintained
32 prior to use. Non-maintained portable RAWS will not be activated for data
33 processing through WFMI weather.

- 34 • *BLM – Refer to Chapter 2 for more guidance.*

35 **Predictive Service Areas**

36 Predictive Service Areas (PSA) are sub-geographic areas of similar climate, fuels
37 and topography defined by Geographic Area Coordination Center (GACC)
38 meteorologists generally for forecasting purposes. The PSAs are also used to

1 display current and forecasted conditions at the national and Geographic Area
2 level, such as maps showing 7-day Significant Fire Potential and statistics graphs
3 of select indices and fuel moistures. While PSAs are defined using similar criteria
4 as Fire Danger Rating Areas (FDRAs), the PSA-based products are intended for
5 longer range prediction purposes and strategic planning at the sub-geographic
6 scale, and FDRA-based products are intended to guide daily operational decisions
7 at the unit level.

8 **National Predictive Services Fire Potential Outlooks and Advisories**

9 **National Significant Wildland Fire Potential Outlook**

10 The National Significant Wildland Fire Potential Outlook is prepared and
11 distributed by NICC Predictive Services on the first day of each month. The
12 Outlook is a composite of outlooks prepared by the individual Geographic Area
13 Predictive Services units and national discussions prepared by NICC Predictive
14 Services. It provides fire managers at all levels with the information needed to
15 make long range decisions concerning resource staffing and allocation. The
16 Outlook identifies areas where significant wildland fire activity is expected to be
17 above or below normal levels.

18 The Outlook covers a four-month period. Maps for each period display areas of
19 below normal, normal, and above normal significant wildland fire potential. A
20 brief synopsis of the current and predicted national and GACC situation is
21 included in the report. Specific guidance on issuance and requirements for the
22 National Significant Wildland Fire Potential Outlook can be found in the
23 *National Interagency Mobilization Guide* at
24 <https://www.nifc.gov/nicc/mobguide/index.html>.

25 **National 7-day Significant Fire Potential Outlook**

26 The National 7-day Significant Fire Potential Outlook is a composite of outlooks
27 produced by each of the Geographic Area Predictive Services units. The 7-day
28 provides a week-long projection of fuel dryness, weather, and fire potential. The
29 7-day depicts a nationwide view of the significant fire potential for the next
30 seven days with links to the individual Geographic Area 7-day outlooks. The
31 system is database-driven and is updated periodically as each Geographic Area
32 Predictive Services unit posts its outlook. Each Geographic Area Predictive
33 Services unit will determine whether to routinely produce a morning or
34 afternoon product. Issuance times for each Area's outlook can be found in the
35 Geographic Area Mobilization Guide and/or in its National Weather
36 Service/Predictive Services Annual Operating Plan. Guidance on issuance and
37 requirements for National 7-day Significant Fire Potential Outlook can be found
38 in the *National Interagency Mobilization Guide* at
39 <https://www.nifc.gov/nicc/mobguide/index.html>.

1 **Fuels and Fire Behavior Advisories**

2 Fuels and Fire Behavior Advisories are alerts issued as needed to address an
3 exceptional or extreme circumstance that could threaten firefighter or public
4 safety. Conditions that could be reasonably expected normally do not warrant a
5 Fuels and Fire Behavior Advisory. Advisories will focus on fuel conditions and
6 fire behavior that have long term impacts, not atmospheric conditions that can
7 be found in other Predictive Services products. Advisories will highlight and
8 give specific examples of conditions that are currently on-going and have been
9 experienced in the field. Advisories should be tailored so that firefighters at all
10 experience levels can recognize the situation and act accordingly. Advisories
11 should be coordinated with neighboring administrative units to ensure that all
12 areas with similar conditions are being addressed. All Advisories that extend
13 beyond a single local administrative unit or that will be posted on the national
14 Advisory map must be coordinated with the NICC and GACC Predictive
15 Service Units. Each Advisory must include a map of the affected area. Only one
16 Advisory may be active at any time over any area. If multiple Advisory
17 conditions are present incorporate them into one Advisory. Advisories will
18 remain in effect for 14 days from issuance. If the Advisory conditions continue
19 beyond the 14 days a new Advisory will need to be issued to update conditions
20 and circumstances with more timely information. At the request of the issuer
21 Advisories may be lifted before the 14 days has passed. For the Fuels and Fire
22 Behavior Advisory Template and Protocols, see
23 https://www.predictiveservices.nifc.gov/fuels_fire-danger/fuels_fire-danger.htm.

24 **National Intelligence Products**

25 See the *National Interagency Mobilization Guide*, Chapter 60.

26 **Local Unit Seasonal Tracking**

27 As identified in the FMP and/or FDOP, each unit selects and compares to
28 normal, the current value and seasonal trend of one (or more) of the following
29 indicators which are most useful in predicting fire season severity and duration
30 in its area. By downloading daily weather observations and adding them to the
31 database, FFP or similar statistical analysis software can be used to produce the
32 current NFDRS, CFFDRS, and fuel moisture products, including statistical
33 graphs of various indices and components such as:

- 34 • NFDRS (or CFFDRS) index and/or component values;
- 35 • Palmer Drought or Keetch-Byram Drought Index;
- 36 • 1000-hour fuel moisture;
- 37 • 100-hour fuel moisture;
- 38 • Live fuel moisture; and/or
- 39 • Growing Season Index.

40 The seasonal trend of each selected indicator is graphically compared to normal
41 and all-time worst (for the historical period analyzed). This comparison is

1 updated regularly and posted in dispatch and crew areas. The mechanism that is
2 recommended for comparing and displaying these items is a PocketCard and/or
3 fire danger seasonal graphs, which have been developed and used at the local
4 unit to inform and educate firefighters on local conditions. PocketCards and
5 seasonal fire danger graphs should use the same index and fuel model to display
6 information so that the two can be easily compared.

7 Any local seasonal trends of indices/components or fuel moisture values should
8 be communicated to the GACC Predictive Services unit to augment their
9 assessments. Trends should be monitored throughout the fire season and
10 communication should be on-going, particularly when significant changes in key
11 indicators occur.

12 **Fire Severity Funding**

13 Fire severity funding is the authorized use of suppression operations funds
14 (normally used exclusively for suppression operations and distinct from
15 preparedness funds) for extraordinary preparedness activities that are required
16 due to:

- 17 • FMP, FDOP, or Annual Operating Plan criteria that indicate the need for
18 additional preparedness/suppression resources. The plan(s) should identify
19 thresholds for severity needs.
- 20 • Anticipated fire activity will exceed the capabilities of local resources.
- 21 • Fire seasons that either start earlier or last longer than identified in the
22 FDOP.
- 23 • An abnormal increase in fire potential or danger not planned for in existing
24 preparedness plans.

25 Agency established decision points or thresholds will be used to determine
26 severity funding needs.

27 The objective of fire severity funding is to appropriately manage risk and adjust
28 planned specific actions and staffing in excess of the budgeted program to
29 improve initial response capabilities and wildfire prevention activities, when
30 extraordinary weather and fire conditions may result in the occurrence, or
31 substantial threat of occurrence, of wildfires with significant damage potential.

32 Fire severity funding is not intended to:

- 33 • Raise preparedness funding levels to cover differences that may exist
34 between funds actually appropriated and those identified in the fire planning
35 process.
 - 36 ○ *BLM – Refer to Chapter 2 for more guidance.*
 - 37 ○ *NPS/FWS/FS – Mitigate threats to Threatened and Endangered*
38 *Species habitat, wildland/urban interface, or other values identified in*
39 *Land and Resource Management Plans.*

1 Typical Uses

- 2 Fire severity funds are typically used to:
- 3 • Increase prevention activities;
 - 4 • Temporarily increase firefighting staffing;
 - 5 • Pay for standby;
 - 6 • Preposition initial attack suppression forces;
 - 7 • Provide additional aerial reconnaissance; and
 - 8 • Provide for standby aircraft availability.

9 Authorization

10 Authorization to use severity funding is provided in writing based on a written
11 request with supporting documentation. Authorization is on a line item basis and
12 comes with a severity cost code. Agencies will follow their administrative
13 procedures for issuing severity cost codes. Authorization is provided for a
14 maximum of 30 days per request; however, regardless of the length of the
15 authorization, use of severity funding must be terminated when abnormal
16 conditions no longer exist. If the fire severity situation extends beyond the 30-
17 day authorization, the Unit/State/Region/Agencies/Tribes must prepare a new
18 severity request.

19 State/Regional-Level Fire Severity Funding

- 20 Each fiscal year the national office will provide each state/region with funding
21 and a severity cost code for state/regional short-term severity needs (e.g., wind
22 events, cold dry front passage, lightning events, and unexpected events such as
23 off road rallies, cultural events) that are expected to last less than one week.
24 Expenditure of these funds is authorized by the State/Regional Directors at the
25 written request of the Agency Administrator. State/Regional Directors are
26 responsible and accountable for ensuring that these funds are used only to meet
27 severity funding objectives and that amounts are not exceeded. The national
28 office will notify the State/Regional Director, State/Regional Budget Officer,
29 and the State/Regional FMO when the severity cost code is provided.
- 30 • **BLM** – Refer to Chapter 2 and the BLM Fire Operations Website
31 (http://web.blm.gov/internal/fire/fire_ops/index.html) for additional short-
32 term severity guidance.
 - 33 • **NPS** – Parks have the authority to approve “Step-up” actions only, as
34 defined in their fire management plan. Regional offices approve severity
35 (long term – up to 30 days) for parks up to \$100,000 per severity event.
 - 36 • **FWS** – Refer to the Fire Management Handbook Chapter 10 for additional
37 short-term severity guidance.
 - 38 • **FS** – Severity funding direction is found in FSM 5130 and current FY
39 Program Direction.
 - 40 • **BIA** – Regional Offices will establish procedures for approval and
41 monitoring short-term severity usage/funds within their respective regions.

1 National-Level Fire Severity Funding

2 National Agency Fire Directors or their delegates are authorized to allocate fire
3 severity funding under specific conditions stated or referenced in this chapter.
4 Expenditure of these funds is authorized by the appropriate approving official at
5 the written request of the State/Regional Director. Approved severity funding
6 will be used only for the preparedness activities and timeframes specifically
7 outlined in the authorization, and only for the objectives stated above.

- 8 • **BLM** – Refer to Chapter 2 and the BLM Fire Operations Website for
9 additional national severity guidance.
- 10 • **NPS** – National office approves all requests over \$100,000.
- 11 • **FWS** – Additional information may be found on the FWS Sharepoint site.
- 12 • **FS** – Regional offices approve all severity requests.
- 13 • **BIA** – Refer to Chapter 6 for additional guidance.

15 Appropriate Fire Severity Funding Charges and Activities

16 Severity funded personnel and resources will not use a severity cost code while
17 assigned to wildfires. The wildfire FireCode number will be used instead.

18 Labor

19 Appropriate labor charges include:

- 20 • Regular pay for non-fire personnel;
- 21 • Regular pay for seasonal/temporary fire personnel outside their normal fire
22 funded activation period; and
- 23 • Overtime pay for all fire and non-fire personnel.

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

26 Vehicles and Equipment

27 Appropriate vehicle and equipment charges include:

- 28 • GSA lease rate and mileage;
- 29 • Hourly rate or mileage for Agency owned vehicles; and
- 30 • Commercial rentals and contracts.

31 Aviation

32 Appropriate aviation charges include:

- 33 • Contract extensions;
- 34 • The daily minimum cost for call when needed (CWN) aircraft;
- 35 • Preposition flight time; and
- 36 • Support expenses necessary for severity funded aircraft (facility rentals,
37 utilities, telephones, etc.).

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); and
- 8 • Other miscellaneous travel and per diem expenses associated with the
9 assignment.

10 Prevention Activities

11 Appropriate prevention activities include:

- 12 • Funding Prevention Teams (Prevention teams will be mobilized as
13 referenced in the *National Interagency Mobilization Guide*, Chapter 20).
- 14 • Implementing local prevention campaigns, to include community risk
15 assessments, mitigation planning, enforcement, outreach, and education
- 16 • Augmenting patrols.
- 17 • **Note:** Non-fire funded prevention team members should charge base 8 and
18 overtime to the severity cost code for the length of the prevention activities
19 assignment. Fire funded personnel should charge overtime only to the
20 severity cost code for the length of the prevention activities assignment.

21 Inappropriate Fire Severity Funding Charges

- 22 • To cover differences that may exist between funds actually appropriated
23 (including rescissions) and those identified in the fire planning process.
- 24 • Administrative surcharges, indirect costs, fringe benefits.
- 25 • Equipment purchases.
- 26 • Purchase, maintenance, repair, or upgrade of vehicles.
 - 27 ○ *NPS/FWS/BIA – Severity-related repair and maintenance of agency*
28 *vehicles and equipment may be funded by severity because they do not*
29 *have a use rate covering these charges. These charges must be*
30 *approved by the National Office.*
- 31 • Purchase of radios.
- 32 • Purchase of telephones.
- 33 • Purchase of pumps, saws, and similar suppression equipment.
- 34 • Aircraft availability during contract period.
- 35 • Cache supplies that are normally available in fire caches.
- 36 • Fixed ownership rate vehicle costs.

37 Interagency Severity Requests

38 Agencies working cooperatively in the same geographic area must work
39 together to generate and submit joint requests, to minimize duplication of
40 required resources, reduce interagency costs, and to utilize severity funded
41 resources in an interagency manner. However, each agency should request funds
42 only for its fair-share contributions or offsets for pooled, interagency

1 resources/activities. The joint request should be routed simultaneously through
 2 each agency's approval system, and the respective approving official will issue
 3 an authorization that specifies allocations by agency.

4 **Requesting Fire Severity Funding**

5 Each agency has established severity funding request protocols. The completed
 6 and signed request is submitted from the State/Regional Director to the
 7 appropriate approving official as per the sequence of action outlined below.
 8 Authorizations will be returned in writing.

9 Severity funding request information for all agencies can be found at
 10 https://www.nifc.gov/policies/pol_severity_funding.html.

11 **Sequence of Action and Responsible Parties for Severity Funding Requests**

Action	Responsible Party
In collaboration with interagency partners, as appropriate, 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 recommend for approval (or rejection) 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
Utilize severity cost code. Ensure that project expenditures are only used for authorized purposes. Continually assess needs and submit new requests/extensions as required.	Unit FMO
Maintain severity files, including requests, authorizations, and summary of expenditures and activities.	Unit/State/Regional/ National Offices

12 *FS – Severity codes are pre-established at the beginning of the fiscal year.*
 13 *Requests are approved at the regional office with a copy to the national office*
 14 *for those exceeding \$250,000 or including National Shared Resources.*

1 Labor Cost Coding For Fire Severity Funded Personnel

2 Fire preparedness personnel outside their normal activation period, employees
3 whose regular salary is not fire funded, and Administratively Determined (AD)
4 employees hired under an approved severity request should charge regular time
5 and approved non-fire overtime to the severity suppression operations
6 subactivity and the requesting office's severity cost code.

7 Fire preparedness personnel should charge their regular planned salary (base-
8 eight) to their budgeted subactivity using their home unit's location code.
9 Overtime associated with the severity request should be charged to the severity
10 suppression operations subactivity and the requesting office's severity cost code.

11 Regular hours worked in suppression operations will require the use of the
12 appropriate fire subactivity with the appropriate FireCode number. Overtime in
13 fire suppression operations will be charged to the suppression operations
14 subactivity with the appropriate FireCode number.

15 Employees from non-federal agencies should charge their time in accordance
16 with the approved severity request and the appropriate local and statewide
17 agreements. An interagency agreement for reimbursement must be established.
18 The Interagency Agreement for Fire Management can be used as a template.

19 Documentation

20 The unit/state/regional and national office will document and file accurate
21 records of severity funding activity. This will include complete severity funding
22 requests, written authorizations, and expenditure records.

23 Severity Funding Reviews

24 State/Regional and National offices should ensure appropriate usage of severity
25 funding and expenditures. This may be done as part of their normal agency fire
26 program review cycle.

27 Qualification for Professional Liability Insurance Reimbursement

28 Public Law 110-161 provides for reimbursement for up to one half of the cost
29 incurred for professional liability insurance (including any administrative
30 processing cost charged by the insurance company) for temporary fire line
31 managers, management officials, and law enforcement officers.

32 To qualify for reimbursement, "temporary fire line managers" must meet one of
33 the following three criteria:

- 34 • Provide temporary supervision or management of personnel engaged in
35 wildland fire activities;
- 36 • Provide analysis or information that affects a supervisor's or manager's
37 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 <https://fsweb.asc.fs.fed.us/HR>.

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Chapter 11 Incident Management and 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 <https://www.fema.gov/national-response-framework>.

National Incident Management System

The National Wildfire Coordinating Group (NWCG) follows the National Incident Management System (NIMS), which is a component of the National Response Framework. NIMS provides a universal set of structures, procedures, and standards for agencies to respond to all types of emergencies. 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 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 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.

Wildfire Complexity

Wildfires are typed by complexity, from Type 5 (least complex) to Type 1 (most complex). The ICS organizational structure develops in a modular fashion based on the complexity of the incident. Complexity is determined by completing a Risk and Complexity Assessment (Refer to samples in Appendix E and F).

1 Incidents not meeting the recommended incident typing characteristics in the
2 *Wildland Fire Incident Management Field Guide* (PMS 210) and later in this
3 chapter should have a documented Risk and Complexity Assessment (Appendix
4 E) verifying the command organization is appropriate.

5 **Wildfire Risk and Complexity Assessment**

6 The National Wildfire Coordinating Group has adopted the Risk and
7 Complexity Assessment (RCA) form as a replacement for the Incident
8 Complexity Analysis form and the Organizational Needs Assessment form. The
9 RCA assists personnel with evaluating the situation, objectives, risks, and
10 management considerations of an incident and recommends the appropriate
11 organization necessary to manage the incident. The Risk and Complexity
12 Assessment is found in Appendix E.

13 The RCA also includes common indicators of incident complexity to assist
14 firefighters and managers with determining incident management organizational
15 needs. These common indicators are found in Appendix F.

16 The RCA can be used to populate the Relative Risk Assessment and
17 Organization Assessment portions of the Wildland Fire Decision Support
18 System (WFDSS).

19 The RCA is also available at <https://www.nwcg.gov/publications/210>.

20 **Command Organizations**

21 **Incident Command**

22 All wildfires, regardless of complexity, will have an Incident Commander (IC).
23 The IC is a single individual responsible to the Agency Administrator(s) for all
24 incident activities. ICs are qualified according to the NWCG *National Incident*
25 *Management System: Wildland Fire Qualification System Guide* (PMS 310-1)
26 and any additional agency requirements. The IC may assign personnel to any
27 combination of ICS functional area duties in order to operate safely and
28 effectively. ICS functional area duties should be assigned to the most qualified
29 or competent individuals available.

30 Incident Commanders are responsible for:

- 31 • Obtaining a Delegation of Authority and/or expectations to manage the
32 incident from the Agency Administrator. For Type 3, 4, or 5 incidents,
33 delegations/expectations may be written or oral;
 - 34 ○ *BLM – BLM District Managers will provide a written Delegation of*
35 *Authority and expectations to the unit's Type 3, 4, and 5 Incident*
36 *Commanders annually prior to fire season.*
- 37 • Ensuring that safety receives priority consideration in all incident activities,
38 and that the safety and welfare of all incident personnel and the public is
39 maintained. Ensure standardized incident and communication center

- 1 protocols identified in the Medical Incident Report section of the *IRPG* are
2 utilized. The Medical Incident Report is found in the Medical Plan (ICS-
3 206-WF) form available at <https://www.nwecg.gov/publications/ics-forms>;
- 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 • Assisting with WFDSS documentation and support in close coordination
10 with the local office(s), if requested by the delegating agency
11 administrator(s);
 - 12 • Developing incident objectives, strategies, and tactics, consistent with the
13 Delegation of Authority and latest published WFDSS decision(s);
 - 14 • Developing the organizational structure necessary to manage the incident;
 - 15 • Approving and implementing the Incident Action Plan, as needed;
 - 16 • Ordering, deploying, and releasing resources;
 - 17 • Ensuring incident financial accountability and expenditures meet agency
18 policy and standards; and
 - 19 • Ensuring incident documentation is complete.

20 For purposes of initial attack, the first IC on scene qualified at any level will
21 assume the duties of initial attack IC. The initial attack IC will assume the duties
22 and have responsibility for all suppression efforts on the incident up to his/her
23 level of qualification until relieved by an IC qualified at a level commensurate
24 with incident complexity.

25 As an incident escalates and de-escalates, a continuing reassessment of
26 complexity should be completed to validate the current command organization
27 or identify the need for a different level of incident management.

28 An IC is expected to establish the appropriate organizational structure for each
29 incident and manage the incident based on his/her qualifications, incident
30 complexity, and span of control. If the incident complexity exceeds the
31 qualifications of the current IC, the IC must continue to manage the incident
32 within his/her capability and span of control until replaced.

33 **On-site Command Organizations**

34 Command organizations responsible for incident management include:

- 35 • Type 5 Incident Command;
- 36 • Type 4 Incident Command;
- 37 • Type 3 Incident Command;
- 38 • Type 2 Incident Command;
- 39 • Type 1 Incident Command;
- 40 • National Incident Management Organizations (NIMO);

- 1 • Area Command; and
- 2 • Unified Command.

3 **Incident Characteristics**

4 **Type 5 Incident Characteristics**

- 5 • Ad hoc organization managed by a Type 5 Incident Commander.
- 6 • Primarily local resources used.
- 7 • ICS command and general staff positions are not activated.
- 8 • Resources vary from two to six firefighters.
- 9 • Incident is generally contained within the first burning period and often
- 10 within a few hours after resources arrive on scene.
- 11 • Additional firefighting resources or logistical support are not usually
- 12 required.
- 13 • May require a Published Decision in WFDSS.

14 **Type 4 Incident Characteristics**

- 15 • Ad hoc organization managed by a Type 4 Incident Commander.
- 16 • Primarily local resources used.
- 17 • ICS command and general staff positions are not activated.
- 18 • Resources vary from a single resource to multiple resource task forces or
- 19 strike teams.
- 20 • Incident is usually limited to one operational period. However, incidents
- 21 may extend into multiple operational periods.
- 22 • Written Incident Action Plan (IAP) is not required. A documented
- 23 operational briefing will be completed for all incoming resources. Refer to
- 24 the *Incident Response Pocket Guide* for a briefing checklist.
- 25 • May require a Published Decision in WFDSS or other decision support
- 26 document.

27 **Type 3 Incident Characteristics**

- 28 • Ad hoc or pre-established Type 3 organization managed by a Type 3
- 29 Incident Commander.
- 30 • The IC develops the organizational structure necessary to manage the
- 31 incident. Some or all of ICS functional areas are activated, usually at the
- 32 Division/Group Supervisor and/or unit leader level.
- 33 • The incident complexity analysis process is formalized and certified daily
- 34 with the jurisdictional agency. It is the IC's responsibility to continually
- 35 reassess the complexity level of the incident. When the assessment of
- 36 complexity indicates a higher complexity level, the IC must ensure that
- 37 suppression operations remain within the scope and capability of the
- 38 existing organization and that span of control is consistent with established
- 39 ICS standards.
- 40 • Local and non-local resources used.
- 41 • Resources vary from several resources to several task forces/strike teams.

- 1 • May be divided into divisions.
- 2 • May require staging areas and incident base.
- 3 • May involve low complexity aviation operations.
- 4 • May involve multiple operational periods prior to control, which may
- 5 require a written Incident Action Plan (IAP).
- 6 • Documented operational briefings will occur for all incoming resources and
- 7 before each operational period. Refer to the *Incident Response Pocket*
- 8 *Guide* for a briefing checklist.
- 9 • ICT3s will not serve concurrently as a single resource boss or have any non-
- 10 incident related responsibilities.
- 11 • May require a Published Decision in WFDSS.
- 12 • May require a written Delegation of Authority.

13 **Type 3 Incident Command**

14 When ICT3s are required to manage an incident, they must not have concurrent
15 responsibilities that are not associated with the incident and they must not
16 concurrently perform single resource boss duties.

17 On October 1, 2018, PMS 310-1 qualifications as Operations Section Chief
18 Type 3 (OPS3), Planning Section Chief Type 3 (PSC3), Logistics Section Chief
19 Type 3 (LSC3), and Finance Section Chief Type 3 (FSC3) will be required for
20 mobilization in these positions to Type 3 incidents outside the employee's local
21 dispatch area. Reference NWCG Memorandum EB-M-16-016, *Transition Plan*
22 *for upcoming changes to national mobilization requirements for Type 3 general*
23 *staff positions* at <https://www.nwcg.gov/executive-board/correspondence>.

24 **Prior to October 1, 2018**, the following interim standards or locally established
25 standards will be used for Type 3 positions. These interim position standards
26 may be used for national mobilization as well as local incidents to provide time
27 for employees to meet the PMS 310-1 standards.

Type 3 Functional Responsibility	Minimum Qualification Standards
Incident Command	Incident Commander Type 3 (ICT3)
Safety	Line Safety Officer (SOFR)
Operations	Task Force Leader (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.

Type 3 Functional Responsibility	Minimum Qualification Standards
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.

1 **After October 1, 2018**, the PMS 310-1 position standard will be required for
2 Type 3 incident mobilization outside the employee's hosting unit local dispatch
3 area. The position standards in the table above or locally established position
4 standards will only be allowed for employee's operating on Type 3 incidents
5 within their local dispatch area.

6 **Type 2 Incident Characteristics**

- 7 • Pre-established incident management team managed by Type 2 Incident
8 Commander.
- 9 • ICS command and general staff positions activated.
- 10 • Many ICS functional units required and staffed.
- 11 • Geographic and/or functional area divisions established.
- 12 • Complex aviation operations.
- 13 • Incident command post, base camps, staging areas established.
- 14 • Incident extends into multiple operational periods.
- 15 • Written Incident Action Plan required for each operational period.
- 16 • Operations personnel often exceed 200 per operational period and total
17 personnel may exceed 500.
- 18 • Requires a Published Decision in WFDSS or other decision support
19 document.
- 20 • Requires a written Delegation of Authority to the Incident Commander.

21 **Type 2 Incident Command**

22 These ICs command pre-established Incident Management Teams that are
23 configured with ICS Command Staff, General Staff and other leadership and
24 support positions. Personnel performing specific Type 2 command and general
25 staff duties must be qualified at the Type 1 or Type 2 level according to the
26 *310-1* standards and any additional agency requirements.

27 **Type 1 Incident Characteristics**

- 28 • Pre-established Incident Management Team managed by Type 1 Incident
29 Commander.
- 30 • ICS command and general staff positions activated.
- 31 • Most ICS functional units required and staffed.
- 32 • Geographic and functional area divisions established.

- 1 • May require branching to maintain adequate span of control.
- 2 • Complex aviation operations.
- 3 • Incident command post, incident camps, staging areas established.
- 4 • Incident extends into multiple operational periods.
- 5 • Written Incident Action Plan required for each operational period.
- 6 • Operations personnel often exceed 500 per operational period and total
7 personnel may exceed 1000.
- 8 • Requires a Published Decision in WFDSS or other decision support
9 document.
- 10 • Requires a written Delegation of Authority to the Incident Commander.

11 **Type 1 Incident Command**

12 These ICs command pre-established Incident Management Teams that are
13 configured with ICS Command Staff, General Staff and other leadership and
14 support positions. Personnel performing specific Type 1 Command and General
15 Staff duties must be qualified at the Type 1 level according to the PMS 310-1
16 standards and any additional agency requirements.

17 **Incident Management Teams**

18 **Area Command**

19 Area Command is an Incident Command System organization established to:

- 20 • Oversee the management of large or multiple incidents to which several
21 Incident Management Teams have been assigned. Area Command may
22 become Unified Area Command when incidents are multi-jurisdictional; or
- 23 • Provide strategic support and coordination services to decision makers such
24 as Geographic Area MAC Groups, sub-geographic area MAC Groups,
25 Agency Administrators, Geographic Area Coordination Centers, emergency
26 operations centers, agency operations centers, or FEMA Joint Field Offices.

27 The primary determining factor for establishing Area Command is the span of
28 control of the Agency Administrator.

29 National Area Command teams are managed by the National Multi-Agency
30 Coordinating Group (NMAC) and are comprised of the following:

- 31 • Area Commander (ACDR);
- 32 • Assistant Area Commander, Planning (AAPC);
- 33 • Assistant Area Commander, Logistics (AALC); and
- 34 • Area Command Aviation Coordinator (ACAC).

35 Depending on the complexity of the interface between the incidents, other
36 specialists may also be assigned in areas such as aviation safety, information,
37 long-term fire planning, and risk assessment and analysis.

- 1 Area Command functions typically include:
- 2 • Establishing overall strategy, objectives, and priorities for the incident(s)
 - 3 under its command;
 - 4 • Allocating critical resources according to agency priorities (i.e., aircraft,
 - 5 IHCs, incident support needs such as medical services, communication and
 - 6 internet operability equipment);
 - 7 • Ensuring that incidents are properly managed;
 - 8 • Coordinating mobilization, team transitions, and demobilization;
 - 9 • Supervising, managing, and evaluating Incident Management Teams under
 - 10 its command; and
 - 11 • Minimizing duplication of effort and optimize effectiveness by combining
 - 12 multiple agency efforts under a single Area or Geographic Theater Plan.

13 **Type 1 Incident Management Teams**

14 Type 1 Teams are managed by Geographic Area Multi-Agency Coordinating
15 Groups and are mobilized by the Geographic Area Coordination Centers. At
16 national preparedness levels 4 and 5, these teams are managed by the National
17 Multi-Agency Coordinating Group (NMAC).

18 **National Incident Management Organization (NIMO)**

19 NIMO Teams are managed by the Forest Service Fire and Aviation's
20 Washington Office and are ordered thru the NICC. The mission of NIMO is to
21 promote continuous improvement by introducing innovative concepts,
22 approaches, and technologies while providing adaptive and agile incident
23 management. The NIMO Coordinator can assist ordering units to order teams in
24 short or long configurations, customized configuration for special capabilities,
25 and managing long duration incidents.

26 NIMO's standard configuration consists of seven Command and General Staff
27 positions qualified at the Type 1 level. If needed, NIMO can expand to meet
28 various complexity levels.

29 Types of NIMO assignments include:

- 30 • National or Geographic Area/Regional support to provide strategic planning
- 31 assistance, during incident review, and feedback.
- 32 • Work with Type 2 candidates on Type 1 incidents for successional
- 33 planning.
- 34 • To serve as mentors, trainers and evaluators on a Type 2 or Type 3 incident
- 35 or designated projects.
- 36 • Manage multiple Type 3 ignitions within an area (i.e., GACC, Forest,
- 37 Zone).
- 38 • Support and mentoring to an Agency Administrator with a complex fire
- 39 situation.
- 40 • International assignments.
- 41 • All-hazard incidents.

- 1 • Mission-specific assignments – NIMO will continue to assist Forest Service
2 units and other agencies with special missions. Examples from the past
3 include R2 Bark Beetle, R5 Marijuana Eradication, or support to Regions as
4 a Force Multiplier during higher planning/activity levels.

5 **Type 2 Incident Management Teams**

6 Most Type 2 teams are managed by Geographic Area Multi-Agency
7 Coordinating Groups and are coordinated by the Geographic Area Coordination
8 Centers. Some Type 2 teams are managed by non-federal agencies (e.g., state or
9 local governments) and availability of these teams is determined on a case by
10 case basis.

11 **Unified Command**

12 Unified Command is an application of the Incident Command System used
13 when there is more than one agency with incident jurisdiction or when incidents
14 cross political jurisdictions. Under Unified Command, agencies work together
15 through their designated Incident Commanders at a single incident command
16 post to establish common objectives and issue a single Incident Action Plan.
17 Unified Command may be established at any level of incident management or
18 Area Command. Under Unified Command, all agencies with jurisdictional
19 responsibility at the incident contribute to the process of:

- 20 • Determining overall strategies;
21 • Selecting alternatives;
22 • Ensuring that joint planning for tactical activities is accomplished; and
23 • Maximizing use of all assigned resources.

24 Advantages of Unified Command are:

- 25 • A single set of objectives is developed for the entire incident;
26 • A collective approach is used to develop strategies to achieve incident
27 objectives;
28 • Information flow and coordination is improved between all jurisdictions and
29 agencies involved in the incident;
30 • All involved agencies have an understanding of joint priorities and
31 restrictions; and
32 • No agency's legal authorities will be compromised or neglected.

33 **All-Hazard Incident Management Teams (IMTs) and Other Non-Wildland**

34 **Fire IMT**

35 Many different entities have developed IMTs based on ICS core competencies
36 under the National Incident Management System (NIMS). See Chapter 8 for
37 more information.

1 **Coordination and Support Organizations**

2 Organizations that provide coordination and support to on-site command
3 organizations include:

- 4 • Initial Attack Dispatch;
- 5 • Expanded Dispatch;
- 6 • Buying/Payment Teams;
- 7 • National and Geographic Area Coordination Centers (refer to Chapter 8);
8 and
- 9 • Local, Geographic Area, and National Multi-Agency Coordinating (MAC)
10 Groups.

11 Refer to Chapter 19 for Initial Attack and Expanded Dispatch information.

12 **Buying/Payment Teams**

13 Buying/Payment Teams support incidents by procuring services, supplies, and
14 renting land, facilities, and equipment. These teams may be ordered when
15 incident support requirements exceed local unit capacity. These teams report to
16 the Agency Administrator or the local unit administrative officer. See the
17 *Interagency Incident Business Management Handbook* for more information.

18 **Multi-Agency Coordination (MAC)**

19 Multi-Agency Coordination Groups are part of the National Interagency
20 Incident Management System (NIIMS) and are an expansion of the off-site
21 coordination and support system. MAC groups are activated by the Agency
22 Administrator(s) when the character and intensity of the emergency situation
23 significantly impacts or involves other agencies. A MAC group may be
24 activated to provide support when only one agency has incident(s). The MAC
25 group is made up of agency representatives who are delegated authority by their
26 respective Agency Administrators to make agency decisions and to commit
27 agency resources and funds. The MAC group relieves the incident support
28 organization (dispatch, expanded dispatch) of the responsibility for making key
29 decisions regarding prioritization of objectives and allocation of critical
30 resources. The MAC group makes coordinated Agency Administrator level
31 decisions on issues that affect multiple agencies. The MAC group is supported
32 by situation, resource status and intelligence units who collect and assemble data
33 through normal coordination channels.

34 MAC group direction is carried out through dispatch and coordination center
35 organizations. When expanded dispatch is activated, the MAC group direction is
36 carried out through the expanded dispatch organization. The MAC group
37 organization does not operate directly with Incident Management Teams or with
38 Area Command Teams, which are responsible for on-site management of the
39 incident.

- 1 MAC groups may be activated at the local, geographic, or national level.
2 National level and Geographic Area level MAC groups should be activated in
3 accordance with the preparedness levels criteria established in the National and
4 Geographic Area Mobilization Guides.
- 5 The MAC Group Coordinator facilitates organizing and accomplishing the
6 mission, goals and direction of the MAC group. The MAC group coordinator:
- 7 • Provides expertise on the functions of the MAC group and on the proper
8 relationships with dispatch centers and incident managers;
 - 9 • Fills and supervises necessary unit and support positions as needed, in
10 accordance with coordination complexity;
 - 11 • Arranges for and manages facilities and equipment necessary to carry out
12 the MAC group functions;
 - 13 • Facilitates the MAC group decision process; and
 - 14 • Implements decisions made by the MAC group.
- 15 Activation of a MAC group improves interagency coordination and provides for
16 allocation and timely commitment of multi-agency emergency resources.
17 Participation by multiple agencies in the MAC effort will improve:
- 18 • Overall situation status information;
 - 19 • Incident priority determination;
 - 20 • Resource acquisition and allocation;
 - 21 • State and Federal disaster coordination;
 - 22 • Political interfaces;
 - 23 • Consistency and quality of information provided to the media and involved
24 agencies; and
 - 25 • Anticipation of future conditions and resource needs.

26 **Wildland Fire Decision Support System (WFDSS)**

27 The Wildland Fire Decision Support System (WFDSS) is a web-based decision
28 support system that provides a single dynamic documentation system for use
29 beginning at the time of discovery and concluding when the fire is declared out.
30 WFDSS allows the Agency Administrator to describe and analyze the fire
31 Situation, develop Incident Objectives and Requirements, develop a Course of
32 Action, evaluate Relative Risk, complete an Organization Assessment,
33 document the Rationale and publish a Decision.

34 A Published Decision documents:

- 35 • Incident management strategies which follow policy and approved
36 Land/Resource Management Plans;
- 37 • Estimated costs for the duration of the incident;
- 38 • All affected jurisdictions that participated in the decision process and
39 concurred with the strategies selected;
- 40 • That Agency Administrator(s) has reviewed and approved the decision; and

- 1 • The framework for the actions to be performed under the Delegation of
2 Authority which authorizes an Incident Commander to operate on a specific
3 unit(s). See Agency Administrator Responsibilities under “Managing the
4 Incident” heading and Appendix G for Delegation of Authority specifics.
5

6 The level of documentation in a decision should be commensurate with incident
7 complexity, cost, and/or potential duration and spread. As incident complexity
8 changes, additional analysis may be necessary to inform decision making.
9

10 For detailed information on the tools and capabilities in WFDSS, how managers
11 may use the tools, and suggested WFDSS refresher training items, refer to
12 Appendix N and https://wfdss.usgs.gov/wfdss/WFDSS_Home.shtml.

13 A number of fire applications, including WFDSS, FireCode, Sit/209, and
14 WildCAD (version 6) use the Integrated Reporting of Wildfire Information
15 (IRWIN) data exchange system to share fire information and reduce data entry
16 workload. All wildfires passed to the IRWIN system are initiated in WFDSS
17 automatically.

18 All fires will have a Published Decision within WFDSS when they:

- 19 • Escape initial attack; or
20 • Exceed initial response; or
21 • Include objectives with both protection and resource benefit elements
22 consistent with land management planning documents.
23

24 Reference NWCG Memorandum EB-M-11-012, *Wildland Fire Decision*
25 *Support System (WFDSS): Decision Documentation and GACG*
26 *Responsibilities*. Agency-specific direction established in memos or other policy
27 documents may further define WFDSS documentation requirements.

- 28 • **BLM** – Refer to Chapter 2 for additional requirements for WFDSS
29 implementation.
30 • **NPS** – Refer to Chapter 3 for additional requirements for WFDSS
31 implementation.
32 • **BIA** – Refer to Chapter 6 for additional requirements for WFDSS
33 implementation.
34

35 Additional considerations for determining that a decision is needed include:

- 36 • The fire affects or is likely to affect more than one agency or more than one
37 administrative unit within a single agency (for example more than one
38 National Forest);
39 • The fire is burning into or expected to burn into wildland-urban interface;
40 • Significant safety or other concerns such as air quality are present or
41 anticipated; and

- 1 • The Relative Risk Assessment indicates the need for additional evaluation
2 and development of best management practices for achieving land and
3 resource objectives.

4 **New Decision**

5 A new decision is required when:

- 6 • The Periodic Assessment indicates the Course of Action is no longer valid;
7 or
8 • The fire moves beyond the Planning Area; or
9 • The estimated final cost exceeds an agency-established threshold for
10 approval authority; or
11 • The Risk and Complexity Assessment indicates that the incident exceeds
12 existing management capability or an agency-established complexity
13 threshold for approval authority.
- 14 Considerations for determining when a new decision may be needed:
- 15 • Costs are expected to exceed the estimated final costs in the current
16 Decision; or
17 • Management Action Points have changed since the current Decision was
18 published.

19 Additional information about WFDSS can be found in Appendix N. User
20 support information, training materials, and other resources can be found at the
21 WFDSS homepage, <https://wfdss.usgs.gov/>.

22 **WFDSS Decision Approval and Publication**

23 Decisions in WFDSS are approved and published by the appropriate Line
24 Officer as defined in the tables below. Incident privileges must be assigned
25 within WFDSS to designate the Approver(s). During the approval process, prior
26 to publishing a decision, the Periodic Assessment timeframe can be set from 1 to
27 14 days.

28 It is imperative that a decision be reviewed carefully as once approved and
29 published, a decision becomes a system of record and all WFDSS users can
30 view the information. Additionally, the action CANNOT be undone. If there is
31 an error in the information, or new information is added for documentation or
32 update (i.e., fire behavior, Management Action Points) a new decision must be
33 published to officially update the record.

34 All agencies having jurisdiction within a WFDSS Planning Area must be
35 provided the opportunity to participate as soon as possible in the decision-
36 making process. In situations where one agency provides fire protection under
37 agreement or contract to a jurisdictional agency, both jurisdictional and
38 protecting agencies should be involved in the process.

1 **WFDSS Approval Requirements by Agency**2 **DOI WFDSS Approval Requirements**

Cost Estimate ¹	WFDSS Approval
Less Than \$5 Million	BIA Agency Superintendent, NPS Park Superintendent, FWS Refuge Manager, BLM District/Field Manager ³
\$5 Million - \$10 Million	BIA/NPS/FWS Regional Director ² BLM District/Field Manager ³
Greater Than \$10 Million	BIA/NPS/FWS National Director ² BLM District/Field Manager ³

3 **USFS WFDSS Approval Requirements**

Incident Type	USFS Approval
Type 3,4,5	District Ranger level with oversight by the Forest Supervisor
Type 2	Forest Supervisor level with oversight by the Regional Forester ⁴
Type 1	Regional Forester level with National oversight ⁴

4 ¹**DOI** – Cost estimate should be based on proportionate agency share of the
5 estimated final cost of the incident. For example, on a \$20 million fire managed
6 by a Type 1 IMT that is 98% FS, 1% BLM, and 1% NPS, the USFS Regional
7 Forester and the BLM and NPS local Agency Administrators would be the
8 approving officials in a jointly published WFDSS decision.

9 ²**BIA/NPS/FWS** – Regional Directors and National Director may delegate
10 WFDSS approval authority as per agency policy.

11 ³**BLM** – District/Field Managers will approve WFDSS decisions and provide
12 written notification to the state and/or national director when approaching
13 \$5million and/or \$10 million cost estimates. Refer to Chapter 2 for additional
14 information regarding delegation of WFDSS approval.

15 ⁴**FS** – This authority may be delegated to the next lower level provided that the
16 line officer at the lower next level meets Line Officer wildfire response
17 certification requirements.

18 **WFDSS Support**

19 The Wildland Fire Management Research Development and Application (WFM
20 RD&A) group provides the national infrastructure for wildland fire decision
21 making and WFDSS support. Field users should contact their WFDSS
22 Geographic Area Editor for assistance prior to contacting WFM RD&A.
23 Information for requesting assistance from WFM RD&A can be found at the
24 WFDSS homepage at <https://wfdss.usgs.gov/>.

1 **Managing the Incident**

2 **Agency Administrator Definition**

3 An Agency Administrator is the official responsible for the management of a
4 geographic unit or functional area. Agency Administrators are the managing
5 officer of an agency, division thereof, or jurisdiction having statutory
6 responsibility for incident mitigation and management. Some examples include:
7 NPS Park Superintendent, BIA Agency Superintendent, USFS Forest
8 Supervisor, BLM District Manager, FWS Refuge Manager, State Forester,
9 Tribal Chairperson, Fire Chief, Police Chief.

10 **Agency Administrator Responsibilities**

11 The Agency Administrator (AA) manages the land and resources on their
12 organizational unit according to the established land management plan. Fire
13 management is part of that responsibility.

14 Agency Administrators are responsible for safety oversight, and may request
15 additional safety oversight as needed.

16 Situations that may require additional safety oversight:

- 17 • A fire escapes initial attack or when extended attack is probable;
- 18 • There is complex or critical fire behavior;
- 19 • There is a complex air operation;
- 20 • The fire is in an urban intermix/interface; and
- 21 • Other extraordinary circumstances.

22 The AA establishes specific performance objectives for the Incident
23 Commander (IC) and delegates the authority to the IC to take specific actions to
24 meet those objectives. Agency Administrator responsibilities to an Incident
25 Management Team (IMT) include:

- 26 • Conduct an initial briefing to the Incident Management Team (Appendix
27 D).
- 28 • Provide an approved WFDSS Decision.
 - 29 ○ **FS** – *Ensure that significant decisions related to strategy and costs are*
30 *included in WFDSS.*
- 31 • Complete a Risk and Complexity Assessment (Appendix E and F) to
32 accompany the WFDSS Published Decision.
 - 33 ○ **FS** – *Complete a Risk and Complexity Assessment (RCA) for Type 1, 2,*
34 *and 3 incidents within WFDSS.*
- 35 • Coordinate with neighboring agencies on multi-jurisdiction fires to issue a
36 joint Delegation of Authority and develop a single Published Decision in
37 WFDSS for the management of unplanned ignitions.
- 38 • Issue a written Delegation of Authority (Appendix G) to the Incident
39 Commander and to other appropriate officials, Agency Administrator
40 Representative, Resource Advisor, and Incident Business Advisor. The
41 delegation should:

- 1 ○ State specific and measurable objectives, priorities, expectations,
- 2 Agency Administrator's intent, constraints, and other required
- 3 direction;
- 4 ○ Establish the specific time for transfer of command;
- 5 ○ Assign clear responsibilities for initial attack;
- 6 ○ Define your role in the management of the incident;
- 7 ○ Describe procedures for Conducting during action reviews with the IC;
- 8 ○ Assign a resource advisor(s) to the IMT;
- 9 ○ Define public information responsibilities;
- 10 ○ Address accident investigation procedures and notification
- 11 requirements for fire managers, line officer(s), and
- 12 dispatch/coordination centers;
- 13 ○ Assign a local government liaison to the IMT (if necessary);
- 14 ○ Assign a local fire management liaison to the IMT (if necessary);
- 15 ○ Assign an Incident Business Advisor (IBA) to provide incident
- 16 business management oversight commensurate with complexity; and
- 17 ○ Direct the IMT to address rehabilitation of areas affected by
- 18 suppression 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; and
- 24 ○ Consider authorizing transportation needs as requested by the IC.
- 25 ● Provide pertinent support materials and documents (L/RMP, FMP, GIS
- 26 data, local unit SOP's, maps, Service and Supply Plan, etc.) to the IMT.

27 In situations where one agency provides fire protection under agreement to the
28 jurisdictional agency, both jurisdictional and protecting agencies will be
29 involved in the development of the Delegation of Authorities to the Incident
30 Management Teams and the Published Decision in WFDSS.

31 **Agency Administrator Representative Responsibilities**

32 The Agency Administrator Representative (the on-scene Agency Administrator)
33 is responsible for representing the political, social, and economic issues of the
34 Agency Administrator to the Incident Commander. This is accomplished by
35 participating in the Agency Administrator briefing, in the IMT planning and
36 strategy meetings and in the operational briefings.

37 Responsibilities include representing the Agency Administrator to the IMT
38 regarding:

- 39 ● Compliance with the Delegation of Authority and the Published Decision in
- 40 WFDSS;
- 41 ● Public Concerns (air quality, road or trail closures, smoke management,
- 42 threats);
- 43 ● 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; and
- 7 • Media contacts.

8 **Resource Advisor Responsibilities**

9 The Resource Advisor is responsible for anticipating the impacts of fire
10 operations on natural and cultural resources and for communicating protection
11 requirements for those resources to the Incident Commander. The Resource
12 Advisor should ensure IMT compliance with the Land/Resource Management
13 Plan and Fire Management Plan. The Resource Advisor should provide the
14 Incident Commander with information, analysis, and advice on these areas:

- 15 • Rehabilitation requirements and standards;
- 16 • Land ownership;
- 17 • Hazardous materials;
- 18 • Fuel breaks (locations and specifications);
- 19 • Water sources and ownership;
- 20 • Critical watersheds;
- 21 • Critical wildlife habitat;
- 22 • Noxious weeds/aquatic invasive species;
- 23 • Special status species (threatened, endangered, proposed, sensitive);
- 24 • Fisheries;
- 25 • Poisonous plants, insects and snakes;
- 26 • Mineral resources (oil, gas, mining activities);
- 27 • Archeological site, historic trails, paleontological sites;
- 28 • Riparian areas;
- 29 • Military issues;
- 30 • Utility rights-of-way (power, communication sites);
- 31 • Native allotments;
- 32 • Grazing allotments;
- 33 • Recreational areas; and
- 34 • Special management areas (wilderness areas, wilderness study areas,
35 recommended wilderness, national monuments, national conservation areas,
36 national historic landmarks, areas of critical environmental concern,
37 research natural areas, wild and scenic rivers).

38 The Resource Advisor and Agency Administrator Representative positions are
39 generally filled by local unit personnel. These positions may be combined and
40 performed by one individual. Duties are stated in the *Resource Advisor's Guide*
41 *for Wildland Fire* (NWCG PMS 313, NFES 1831, Jan. 2004).

1 Use of Trainees

2 Use of trainees is encouraged. On wildland fire incidents, trainees may supervise
3 trainees. However, when assigning trainees to positions where critical life-safety
4 decisions are affected, trainees must be directly supervised by a fully qualified
5 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 potential
8 for high hazard work with high risk outcomes calls for a fully qualified
9 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 Incident Action Plan

15 When a written Incident Action Plan is required, suggested components may
16 include objectives, organization, weather forecast, fire behavior forecast,
17 division assignments, air operations summary, safety message, communications
18 plan, and incident map. An incident medical plan is required in all written
19 Incident Action Plans.

20 Incident Status Reporting

21 The Incident Status Summary (ICS-209), submitted to the GACC, is used to
22 report large wildland fires and any other significant events on lands under
23 federal protection or federal ownership. Lands administered by states and other
24 federal cooperators may also report in this manner.

25 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
26 larger in grass fuel types, or when a NIMO, Type 1 or 2 Incident Management
27 Team is assigned, regardless of the size of the incident or the suppression
28 management strategy. An ICS-209 should be submitted daily for all uncontained
29 full suppression wildfires that meet large fire criteria. An ICS-209 should be
30 submitted weekly (Thursday evening), for all wildfires meeting large fire criteria
31 that are being managed under strategies that are less than full suppression. The
32 Agency Administrator may require additional reporting times. Refer to local,
33 zone and/or GACC guidance for additional reporting requirements.

34 Incident History and Financial Records

35 Wildfire incidents on Federal lands managed by the FS and DOI (except BIA)
36 require creation of an Incident History File (IHF) to document significant
37 events, actions taken, lessons learned and other information with long-term
38 value for managing natural resources. IHF contents and instructions, and tools
39 for creating the IHF are found at
40 <https://www.nwcg.gov/committees/incident-records-subcommittee/resources>.

- 1 The host unit will be responsible for retaining the incident documentation
- 2 package including the IHF and financial records.

3 **Document and Computer Security**

- 4 Precautions must be taken to secure incident information in its various formats.
- 5 All forms of information shall be treated as Controlled Unclassified Information
- 6 (CUI) and care must be exercised when handling the data to prevent the
- 7 inadvertent viewing or unauthorized disclosure of information. CUI paper copies
- 8 that compromise privacy and security shall be shredded before disposal when no
- 9 longer needed. All computers used at the incident must be patched and have
- 10 anti-virus software installed with recently updated definition files. All media
- 11 used to transfer information into the incident (for example, but not limited to,
- 12 USB flash drives, portable hard drives and CD/DVDs) must be scanned prior to
- 13 use. Autorun capabilities must be disabled to prevent the spread of malware. All
- 14 computers and storage devices shall be physically secured at all times.

15 **Transfer of Command**

16 The following guidelines will assist in the transfer of incident command
17 responsibilities from the local unit to incoming Incident Management Team and
18 back to the local unit.

- 19 • The local team or organization already in place remains in charge until the
- 20 local representative briefs their counterparts on the incoming team, a
- 21 Delegation of Authority has been signed, and a mutually agreed time for
- 22 transfer of command has been established.
- 23 • The ordering unit will specify times of arrival and transfer of command, and
- 24 discuss these timeframes with both the incoming and outgoing command
- 25 structures.
- 26 • Clear lines of authority must be maintained in order to minimize confusion
- 27 and maintain operational control.
- 28 • Transfers of command should occur at the beginning of an operational
- 29 period, whenever possible.
- 30 • All operational personnel will be notified on incident command frequencies
- 31 when transfer of command occurs.

32 **Release of Incident Management Teams**

33 The release of an IMT should follow an approved transfer of command process.
34 The Agency Administrator must approve the date and time of the transfer of
35 command. The transition plan should include the following elements:

- 36 • Remaining organizational needs and structure;
- 37 • Tasks or work to be accomplished;
- 38 • Communication systems and radio frequencies;
- 39 • Local safety hazards and considerations;
- 40 • Incident Action Plan, including remaining resources and weather forecast;
- 41 • Facilities, equipment, and supply status;
- 42 • Arrangement for feeding remaining personnel;

- 1 • Financial and payment processes needing follow-up; and
- 2 • Risk and Complexity Assessment.

3 **Team Evaluation**

4 At completion of assignment, Incident Commanders will receive a written
5 performance evaluation from the Agency Administrator(s) prior to the teams'
6 release from the incident. Certain elements of this evaluation may not be able to
7 be completed at the closeout review. These include accountability and property
8 control, completeness of claims investigation/documentation, and completeness
9 of financial and payment documentation.

10 The final evaluation incorporating all of the above elements should be sent to
11 the Incident Commander and the respective GACC within 60 days. See
12 Appendix I for the IMT evaluation form.

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 The Agency Administrator will provide a copy of the evaluation to the IC and
17 the state/regional FMO, and retain a copy for the final fire package.

18 The state/regional FMO will review all evaluations and will be responsible for
19 providing a copy of evaluations documenting performance to the Geographic
20 Area Coordinating Group or agency managing the IMT.

21 **Unit/Area Closures**

22 Threats to public safety may require temporary closure of a unit/area or a
23 portion of it. When a fire threatens escape from the unit/area, adjacent
24 authorities must be given as much advance notice as possible in order to achieve
25 orderly evacuation.

26 **Incident Emergency Management Planning and Services**

27 Refer to Chapter 7 for further guidance.

28 **Fire Management in Wilderness**

29 Actions taken in wilderness will be conducted to protect life and safety, to meet
30 natural and cultural resource objectives, and to minimize negative impacts of the
31 fire management actions and the fires themselves. In evaluating fire
32 management actions, the potential degradation of wilderness character will be
33 considered before, and given significantly more weight than, economic
34 efficiency and convenience. Unless human life or private property is
35 immediately threatened, only those actions that preserve wilderness character
36 and/or have localized, short-term adverse impacts to wilderness character will be

- 1 acceptable. Any Delegation of Authority to Incident Management Teams will
2 convey appropriate emphasis on the protection of wilderness character and
3 resources and will ensure interaction with local wilderness resource advisors.
- 4 • **BLM/NPS/FWS** – *For all wilderness fire management actions proposing*
5 *the use of any of the Wilderness Act 4(c) prohibitions, a minimum*
6 *requirements analysis will be completed.*
 - 7 • **FS** – *For all wilderness fire management actions proposing the use of any*
8 *Wilderness Act 4(c) prohibitions, a minimum requirements analysis is*
9 *recommended.*
 - 10 • **BIA** – *For all wilderness fire management actions refer to the Land and*
11 *Resource Management Plans.*

12 **Operational Guidelines for Aquatic Invasive Species**

13 In order to prevent the spread of aquatic invasive species, it is important that fire
14 personnel recognize how our fire operations can prevent the transport of these
15 species. The NWCG Invasive Species Subcommittee provides up-to-date
16 operational guidelines, best management practices, and equipment cleaning
17 guidance to minimize the spread of aquatic invasive species. Consult the
18 NWCG website ([https://www.nwcg.gov/committees/invasive-species-](https://www.nwcg.gov/committees/invasive-species-subcommittee)
19 [subcommittee](https://www.nwcg.gov/committees/invasive-species-subcommittee)) to obtain these protocols. Local area or agency guidelines may
20 also be available and useful and local biologists, Resource Advisors (READ)
21 and fire personnel should consult with each other during the pre-season
22 regarding known aquatic invasive species locations to facilitate incident
23 avoidance when possible. To minimize potential transmission of aquatic
24 invasive species, it is recommended that you:

- 25 • Consult with local biologists, Resource Advisors (READ) and fire
26 personnel for known aquatic invasive species locations in the area and avoid
27 them when possible.
- 28 • Avoid entering (driving through) water bodies or wet areas when possible.
- 29 • Avoid transferring water between drainages or between unconnected waters
30 within the same drainage when possible.
- 31 • Avoid sucking organic and bottom material into water intakes when
32 drafting from a natural water body.
- 33 • Avoid obtaining water from multiple sources during a single operational
34 period when possible.
- 35 • Remove all plant parts and mud from external surfaces of gear and
36 equipment after an operational period.
- 37 • If gear contacts untreated water, consider decontaminating before moving to
38 new drainages. Applicable gear includes helicopter buckets, snorkel ends,
39 foot valves, and draft hoses. Water delivery equipment and accessories
40 (e.g., fireline hoses, wye valves, nozzles) that do not transfer tank water to
41 waterbodies do not need to be disinfected.
- 42 • For decontamination and cleaning protocols, refer to NWCG Invasive
43 Species Subcommittee guidance

- 1 (<https://www.nwcg.gov/committees/invasive-species-subcommittee>) or
2 local area or agency direction. NWCG protocols emphasize hot water
3 power washing or drying over use of chemicals.
- 4 • Carry spare, clean, dry helicopter buckets, draft hoses, and foot valves to
5 switch out with used ones when moving to a new water source.
6 Decontaminate the wet gear while spares are being used.
 - 7 • Prime engine pumps with water from the drafting source (e.g., streams,
8 lake) rather than using water from the engine tank. This minimizes the
9 leakage of possibly contaminated engine tank water through the foot valve.
10 Ensure foot valves are operating and not leaking. Decontamination of
11 engine or water tender tanks with hot water or chemicals is not
12 recommended.

13 **Operational Guidelines for Invasive Species**

14 Suppression and support vehicles, tools, and machinery should be cleaned at a
15 designated area prior to arriving and leaving the incident. Onsite fire equipment
16 should be thoroughly cleaned including the undercarriage, fender wells, tires,
17 radiator, and exterior of the vehicle. Firefighter personnel should clean personal
18 equipment, boots, clothing, etc., of weed or other invasive species materials,
19 including visible plant parts, soil, and other materials as identified by the
20 resource advisor. The cleaning area should also be clearly marked to identify
21 the area for post-fire control treatments, as needed.

22
23 Ensure that seed mixes and mulch used in suppression repair contain no
24 federally or state designated noxious weeds by using seed mixes and mulches
25 that have been examined by a laboratory or have current weed free certification
26 from a state seed laboratory or equivalent qualified testing agent.

27 **Responding to Non-Wildland Fire Incidents**

28 Managers will avoid giving the appearance that their wildland fire resources are
29 trained and equipped to perform structure, vehicle, and dump fire suppression, to
30 respond to hazardous materials releases, or to perform emergency medical
31 response for the public.

32 **Wildland Urban Interface**

33 The operational roles of the federal agencies as partners in the wildland urban
34 interface are wildfire suppression, structure protection (see below), prescribed
35 fire, hazard reduction, cooperative prevention and education, and technical
36 assistance. Structural fire suppression is the responsibility of tribal, state, or
37 local governments. Federal agencies may assist with exterior structural fire
38 protection activities under formal fire protection agreements that specify the
39 mutual responsibilities of the partners, including funding (some federal agencies
40 have full structural protection authority for their facilities on lands they

1 administer and may also enter into formal agreements to assist state and local
2 governments with structural protection).

3 – *Review and Update of the 1995 Federal Wildland Fire Management*
4 *Policy, January 2001, page 23.*

5 Funding is not provided to prepare for or respond to emergency non-wildland
6 fire response activities such as structure fires, vehicle fires, dump fires,
7 hazardous materials releases, and emergency medical responses. Managers must
8 ensure that fire management plans, interagency agreements, and annual
9 operating plans clearly state agency and cooperator roles and responsibilities for
10 non-wildland fire response activities that agency personnel are exposed to as a
11 result of working in the interagency fire environment. Managers will also ensure
12 that federal wildland fire resources are not identified on run cards or in dispatch
13 plans for non-wildland fire responses.

14 **Structure, Vehicle, Dumpster, Trash, and Landfill Fires**

15 Wildland firefighters will not take direct suppression action on structure,
16 vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire
17 suppression is not a functional responsibility of wildland fire resources. These
18 fires have the potential to emit high levels of toxic gases. This policy will be
19 reflected in suppression response plans.

20 Wildland firefighters who encounter structure, vehicle, or landfill fires, or who
21 are dispatched to such fires due to significant threat to adjacent agency protected
22 lands/resources, will not engage in direct suppression action. Structure
23 protection (not suppression) activities will be limited to exterior efforts, and only
24 when such actions can be accomplished safely and in accordance with
25 established wildland fire operations standards.

- 26 • *NPS – For structural fire (including vehicle, trash and dumpster fires)*
27 *response, training, medical examination, and physical fitness requirements,*
28 *and hazardous material response or control guidance, refer to Chapter 3.*
- 29 • *FS – Wildfires other than vegetation (such as dumpster, trash, landfill, or*
30 *vehicle) as the primary fuel present hazards that are outside of the basic*
31 *wildland firefighters training and protective equipment. Response actions*
32 *will be limited to protection of life, property, and resources when they can*
33 *be safely undertaken with proper risk assessment and mitigation. When*
34 *agency employees are trained, qualified, and equipped to take action on*
35 *other than vegetation fires, they may do so with proper risk assessment and*
36 *mitigation (Incident Response Pocket Guide, PMS 461).*

37 **Public Emergency Medical Response**

38 Public emergency medical response is not a functional responsibility of wildland
39 fire resources, and should not be part of a preplanned response that requires
40 these duties. When wildland firefighters encounter emergency medical response

- 1 situations, their efforts should be limited to immediate care (e.g., first aid, first
2 responder) actions that they are trained and qualified to perform.
- 3 • *NPS – NPS employees who provide emergency medical services will adhere*
4 *to the requirements contained in Director’s Order and Reference Manual*
5 *#51, Emergency Medical Services.*

6 **Post-Wildfire Activities**

7 Each wildland fire management agency is responsible for taking prompt action
8 to determine the need for, and to prescribe and implement, emergency
9 treatments to minimize threats to life or property or to stabilize and prevent
10 unacceptable degradation to natural and cultural resources resulting from the
11 effects of a fire on the lands they manage.

12 Post-wildfire activities references can be found in *Interagency Burned Area*
13 *Emergency Response Guidebook, Interpretation of Department of the Interior*
14 *620 DM 3 and USDA Forest Service Manual 2523, For the Emergency*
15 *Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006*
16 *and Interagency Burned Area Rehabilitation Guidebook, Interpretation of*
17 *Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of*
18 *Federal and Tribal Trust Lands, Version 1.3 dated October 2006 at*
19 <https://www.fws.gov/fire/ifcc/Est/home.htm>.

20 Damages resulting from wildfires are addressed through four activities:

- 21 • **Suppression Repair** – Planned actions taken to repair the damages to
22 resources, lands, and facilities resulting from wildfire suppression actions
23 and documented in the Incident Action Plan. These actions are usually
24 implemented prior to, or immediately after containment of the wildfire by
25 the incident management organization. Repairs under this activity may be
26 completed to return the value to pre-wildfire management activity condition
27 as practical but may not improve the condition beyond what was existing
28 prior to the incident.
- 29 • **Emergency Stabilization** – Planned actions to stabilize and prevent
30 unacceptable degradation to natural and cultural resources, to minimize
31 threats to life or property resulting from the effects of a wildfire, or to
32 repair/replace/construct physical improvements necessary to prevent
33 degradation of land or resources. Emergency stabilization actions must be
34 taken within one year following containment of a wildfire and documented
35 in a Burned Area Emergency Response Plan.
- 36 • **Rehabilitation** – Efforts taken within three years of containment of a
37 wildfire to repair or improve wildfire-damaged lands unlikely to recover
38 naturally to management approved conditions, or to repair or replace minor
39 assets damaged by wildfire. These efforts are documented in a separate
40 Burned Area Rehabilitation Plan.
- 41 • **Restoration** – Continuing the rehabilitation beyond the initial five years or
42 the repair or replacement of major assets damaged by the wildfire.

1

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 and fire	Fire	Fire
Urgency	Immediately after containment	1-12 months	1-5 years	5+ years
Responsibility	IC/Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
Funding type	Suppression (fire)	Suppression (Emergency Stabilization)	Rehabilitation or regular program	Regular program

2

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 Director, Watershed & Wildlife Management

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 7 under “Visitors to the

- 1 Fireline” when working within the perimeter of an uncontrolled wildfire. The
2 team’s skills and size should be commensurate with the size and complexity of
3 the wildfire.
- 4 It is the Agency Administrator’s responsibility to designate an interdisciplinary
5 BAER team. However, BAER teams must coordinate closely with IC and
6 Incident Management teams to work safely and efficiently. Initial requests for
7 funding for BAER should be submitted to the appropriate Agency Administrator
8 for approval within 7 calendar days after the total containment of the fire. If
9 additional time is needed, extensions may be negotiated with those having
10 approval authority.
- 11 • **DOI** – *The Department of Interior maintains one National BAER Team to*
12 *assist field units in planning for complex post-fire emergency stabilization.*
13 *The National BAER Team is scalable in long and short configurations. It*
14 *may be ordered as command and general staff, or ordered as individual*
15 *resources. The full National BAER Team is dispatched to more difficult*
16 *incidents involving extreme risks to human life and critical Federal assets.*
17 *Potential floods, mud and debris flows, watershed/municipal water*
18 *supplies, urban interface, and complex and multiple jurisdictions are the*
19 *dispatch prioritization criteria issues factored into the mobilization*
20 *decision. Less complex incidents will use local, regional, interagency, and*
21 *contracted ad hoc BAER teams that may be supplemented with National*
22 *BAER Team personnel. Bureau coordinators maintain rosters of BAER*
23 *personnel for less complex incidents.*
 - 24 • **DOI** – *The DOI-BAER Teams should be requested at least 10 days prior to*
25 *expected date of wildfire containment and ordered as per the National*
26 *Mobilization Guide.*
 - 27 • **FS** – *Each Forest Service unit identifies a core BAER team prior to fire*
28 *season. Regional coordinators maintain rosters of experienced BAER*
29 *personnel in the Region. When needed, specific BAER personnel*
30 *representing needed specialties from other units can either be contacted*
31 *directly or through dispatch. See FSM 2523 and FSH 2509.13 for agency-*
32 *specific policy and direction for BAER teams.*

33 **Incident Business Management**

34 Specific incident business management guidance is contained in the *Interagency*
35 *Incident Business Management Handbook* (PMS 902). This handbook assists
36 participating agencies of the NWCG to constructively work together to provide
37 effective execution of each agency's incident management program by
38 establishing procedures for:

- 39 • Uniform application of regulations on the use of human resources, including
40 classification, payroll, commissary, injury compensation, and travel;
- 41 • Acquisition of necessary equipment and supplies from appropriate sources
42 in accordance with applicable procurement regulations;
- 43 • Managing and tracking government property;

- 1 • Financial coordination with the protection agency and maintenance of
- 2 finance, property, procurement, and personnel records and forms;
- 3 • Use and coordination of incident business management functions as they
- 4 relate to sharing of resources among federal, state, and local agencies,
- 5 including the military;
- 6 • Investigation and reporting of accidents;
- 7 • Investigating, documenting, and reporting claims;
- 8 • Documenting costs and implementing cost-effective criteria for managing
- 9 incident resources; and
- 10 • Non-fire incidents administrative processes.
- 11 ○ *DOI – The Department of the Interior All Hazards-Supplement to the*
- 12 *Interagency Incident Business Management Handbook establishes*
- 13 *business management guidelines for the Department of the Interior’s*
- 14 *(DOI’s) all-hazards incidents. The DOI Supplement is available at*
- 15 *<https://www.doi.gov/emergency/emergency-policy.cfm>.*

16 **Cost Management**

17 An Incident Business Advisor (IBA) must be assigned to any wildfire with costs
18 of \$5 million or more. If a qualified IBA is not available, the approving official
19 will appoint a financial advisor to monitor expenditures.

20 Incident cost objectives will be included as a performance measure in Incident
21 Management Team evaluations.

22 **Large Fire Cost Reviews**

23 An Interagency Large Fire Cost Review will be conducted when an incident
24 (single fire or complex) meets or exceeds Federal combined expenditures of \$10
25 million.

26 A review may also be conducted when an incident (single fire or fire complex)
27 meets or is expected to meet one or more of the following criteria:

- 28 • The predicted time to achieve the fire management objective exceeds 21
- 29 days;
- 30 • There are significant political, social, natural resource, or policy concerns;
- 31 • There are significant and complicated cost-share or multi-jurisdictional
- 32 issues; or
- 33 • The affected agency requests a review.

34 It is the responsibility of the Agency Administrator to monitor large fire costs
35 and advise the appropriate individual(s) within their agency of the need for a
36 Large Fire Cost Review. When a multi-jurisdictional fire requires review, the
37 local Agency Administrator will determine which agency will be designated as
38 the lead in the review process.

39 The Agency Director will provide a Delegation of Authority to the Cost Review
40 Team authorizing the implementation of a review. When possible, Large Fire

- 1 Cost Reviews should be conducted when the Incident Management Team is still
2 in place to allow prompt access to records and incident personnel.
- 3 • **BLM** – *The Assistant Director, Fire and Aviation will initiate, facilitate,*
4 *and provide oversight for the LFCR process. Upon determination of the*
5 *need for a LFCR, the AD will coordinate with the appropriate state director*
6 *and assemble a LFCR team, provide a Delegation of Authority, and initiate*
7 *the LFCR using direction found at*
8 *http://web.blm.gov/internal/fire/budget/Reports/Report_Menu_new.htm.*
9 *The AD will provide briefings to the Bureau Director, as appropriate.*

10 **Cache Management**

11 Agencies often serve as interagency partners in national support caches and
12 local area support caches, and may operate single agency initial attack caches.
13 All caches will maintain established stocking levels, receive and process orders
14 from participating agencies and follow ordering and fire replenishment
15 procedures as outlined by the national and geographic area cache management
16 plans and mobilization guides.

- 17 • **FS** – *Refer to FSM 5160 for specific requirements.*

18 **Type 1 and 2 National Interagency Support Caches**

19 There are fifteen National Interagency Support Caches (NISCs); eleven are
20 managed by the Forest Service, three are managed by the BLM, and one is
21 managed by the State of Idaho. The fifteen national caches are part of the
22 National Fire Equipment System (NFES). Each of these caches provides
23 incident support in the form of equipment and supplies to units within their
24 respective geographic areas. The NFES cache system may support other
25 emergency, disaster, fire-related or land management activities, provided that
26 such support is permitted by agency policies and does not adversely affect the
27 primary mission. These national caches do not provide supplies and equipment
28 to restock local caches for non-incident requests. Non-emergency (routine)
29 orders should be directed to the source of supply; e.g., DLA or private vendors.

30 The Great Basin Area Incident Support Cache at NIFC provides publications
31 management support to the National Wildfire Coordinating Group (NWCG).
32 Reference the *NWCG NFES Catalog Part 2: Publications* at
33 <https://www.nwccg.gov/publications/449-2> for more detailed information.

34 Forest Service National Symbols Program distribution is through the Eastern
35 Area Incident Support Cache (NEK). This material is coordinated by the USDA
36 Forest Service, under advisement of the National Association of State Foresters'
37 (NASF) Cooperative Forest Fire Prevention Committee (CFFP). Materials
38 include Smokey Bear /Junior Forest Ranger prevention items and Woodsy Owl
39 environmental educational materials.

1 NEK also distributes DOI Fire Education materials. The website at
2 <https://www.symbols.gov/> contains the catalog of these materials, information
3 about these programs, and online ordering instructions.

4 **Type 3 Support Caches**

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

8 **Type 4 Local Caches**

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

12 **Inventory Management**

13 **System Implementation**

14 Each fire cache, regardless of size, should initiate and maintain a cache
15 inventory management system. Agency management systems provide a check
16 out/return concept that incorporates a debit/crediting for all items leaving the
17 cache. This system is strictly followed in the Type 1 and 2 NISC's. Inventory
18 management processes should be implemented for all Type 3 Support and Type
19 4 Local caches.

20 **Accountability**

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

26 **Trackable Items**

27 Trackable items include items that a cache may track due to dollar value,
28 sensitive property classification, or limited quantities. Available items that are
29 considered trackable are usually engraved or tagged with a cache trackable
30 identification number. These items must be returned to the issuing cache at the
31 end of the incident use, or documentation must be provided to the issuing cache
32 as to why it was not returned. All trackable items are also considered durable.
33 Accountability for trackable items is expected to be 100 percent.

34 **Durable Items**

35 Durable items include cache items considered to have a useful life expectancy
36 greater than one incident. High percentages of return for these items are
37 expected. These items are not specifically cache identified/tagged/engraved.
38 Durable items include water handling accessories, helicopter accessories, tents
39 and camp items such as heaters, lights, lanterns, tables, chairs, hose, tools,

- 1 backpack pumps, sleeping bags, pads, cots, and personal protective equipment.
- 2 A 90% level of return is the expected threshold for durable items.

3 **Consumable Items**

- 4 Consumable items include items normally expected to be consumed during
- 5 incident use. Consumable items returned in unused condition are credited to the
- 6 incident. Examples of consumable items are: batteries, plastic canteens,
- 7 cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and
- 8 medical supplies.

9 **Incident Management and Environmental Sustainability**

- 10 Every incident should seek opportunities to reduce unnecessary waste and limit
- 11 impacts associated with management actions. This may be accomplished, for
- 12 example, by promoting recycling and encouraging the use of alternative energy
- 13 sources as long as such efforts do not compromise operational or safety
- 14 objectives.

15 **Incident-to-Incident Transfer of Supplies and Equipment**

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

- 21 Documentation will be completed on the *Interagency Incident Waybill* (NFES
- 22 1472) and must include the following:

- 23 ● NFES Number.
- 24 ● Quantity.
- 25 ● Unit of Issue.
- 26 ● Description.
- 27 ● Trackable ID number, if item is trackable.
- 28 ● Receiving incident name, incident number, and resource request number.
- 29 ● The Supply Unit Leader will send the waybill transfer information to the
- 30 servicing NISC to maintain proper accountability recording.

- 31 Upon request, the servicing NISC can provide the Supply Unit Leader with an
- 32 Outstanding Items Report or Incident Summary Report to facilitate accurate
- 33 waybill documentation.

1 Fire Loss Tolerance Reporting for Type 1 and 2 Incidents

2 In order to help managers keep incident-related equipment and supply loss to a
3 minimum, incident management teams (IMTs) are required to maintain
4 accountability and tracking of these items. Guidelines and procedures to assist
5 with this accountability are provided in Chapter 30 of the *Interagency Incident*
6 *Business Management Handbook*. To further facilitate these procedures and
7 provide oversight, a fire loss report has been developed that provides detailed
8 information regarding used and trackable item use. This report has been
9 accepted by NWCG for all wildland fire agencies and will be compiled for all
10 Type 1 and Type 2 incidents. Investigations may be conducted in those cases
11 where thresholds may have been exceeded.

12 These reports are compiled by the NISC servicing the particular incident.
13 Reports will then be forwarded to the responsible local office, with a copy to the
14 state/regional FMO. The following steps must be followed to insure accurate
15 reports:

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

29 Incident Supply and Equipment Return Procedures

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

- 32 • Items meeting NFES standards will be returned to the NISC for reuse
33 within the fire supply system;
- 34 • Items not meeting the prescribed NFES standards will be purchased with
35 program funds by the local unit if the items are needed for program use; or
- 36 • Items will be delivered to the unit's excess property program for disposal.

37 Cache Returns and Restock Procedures

38 All returns for credit and restock of caches to specific incident charges should be
39 made within 30 days after the close of the incident. If that timeframe cannot be
40 met, it is required that returns and restock be made during the same calendar
41 year as items were issued. All returns should be tagged with appropriate incident
42 number, accompanied by an interagency waybill identifying the appropriate

1 incident number, or accompanied by issue documents to ensure proper account
2 credit is given. Any items returned after the calendar year of issue will be
3 returned to multiple-fire charges, unless specific incident charge documentation
4 (issues) can be provided with the return.

5 **Incident Replacement of Government Property**

6 Refer to the *IIBMH*, Chapter 30 for procedures governing property management
7 relating to incident activities. The Agency Administrator is responsible for
8 providing agency property management guidelines and/or procedures to incident
9 personnel.

10 Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30.
11 Specialty or non-cache items originally provided by the home unit through the
12 use of preparedness funds will be replaced by home unit funds if the loss is due
13 to normal wear and tear. If the government property is damaged on the incident
14 due to a specific event, e.g., wind event damages tent, the incident may, upon
15 receipt of required documentation and proof of damage, authorize replacement
16 using the *Incident Replacement Requisition (OF-315)*. Cache items will be
17 replaced at the incident if available. Cache items that are not available at the
18 incident may be authorized for restocking at the home unit via an authorized
19 *Incident Replacement Requisition*.

20 For replacement of NFES items not carried by the National Incident Supply
21 Cache responsible for supporting the incident (i.e., Wildland Firefighter's Pants,
22 Type II), replacement must be authorized using the *Incident Replacement*
23 *Requisition (OF-315)*, and should be accomplished by ordering the item from
24 Defense Logistics Agency (DLA).

1 **Chapter 12**
2 **Suppression Chemicals and Delivery Systems**

3 **Policy for Use of Fire Chemicals**

4 Use only products qualified and approved for intended use. Follow safe handling
5 procedures, use personal protective equipment recommended on the product
6 label and Safety Data Sheet (SDS).

7 A current list of qualified products and approved uses can be found on the
8 Wildland Fire Chemical Systems (WFCS) website at
9 <https://www.fs.fed.us/rm/fire/wfcs/index.htm>.

10 Refer to local jurisdictional policy and guidance related to use of wildland fire
11 chemicals for protection of historic structures.

12 Products must be blended or mixed at the proper ratio prior to being loaded into
13 aircraft. Quality control and safety requirements dictate that mixing or blending
14 of wildland fire chemicals be accomplished by approved methods.

15 **Types of Fire Chemicals**

16 **Long-Term Retardant**

17 Long-term retardants contain fertilizer salts that change the way fuels burn.
18 They are effective even after the water has evaporated. Retardants may be
19 applied aerially by large air tanker, single engine airtanker (SEAT) and
20 helicopter bucket. Some retardant products are approved for fixed tank
21 helicopters. Some products are formulated specifically for delivery from ground
22 sources. See the Qualified Products List (QPL) for specific uses for each product
23 at <https://www.fs.fed.us/rm/fire/wfcs/index.htm>.

24 Recommended coverage levels and guidelines for use can be found in the 10
25 Principles of Retardant Application, NFES 2048, PMS 440-2 pocket card.
26 Retardant mixing, blending, testing, and sampling requirements can be found at
27 the WFCS website Lot Acceptance and Quality Assurance page
28 <https://www.fs.fed.us/rm/fire/wfcs/laqa.htm>.

29 **Fire Suppressant Foam**

30 Fire suppressant foams are combinations of wetting and foaming agents added
31 to water to improve the effectiveness of the water. They are no longer effective
32 once the water has evaporated. Foam may be applied by engines, portable
33 pumps, helicopters, and SEATs. Some agencies also allow application of foam
34 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 Water Enhancer (Gel)

5 Water enhancers, such as firefighting gels, are added to water to improve the
6 viscosity and adhesion of water. They are not effective once the water has
7 evaporated. These products may be used in structure protection within the
8 wildland interface or on wildland fuels. They are fully approved for use in
9 helicopter bucket and engine application. Many are also approved, at specific
10 mix ratios, for use in SEATs, and fixed tank helicopters. See the QPL for
11 specific uses for each product.

12 Safety Information**13 Personnel Safety**

14 All qualified wildland fire chemicals meet minimum requirements (June 2007)
15 in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal
16 toxicity, primary skin irritation, and primary eye irritation). Specifications for
17 long-term retardants, fire suppression foams, and water enhancers can be found
18 on the WFCS website.

19 Personnel involved in handling, mixing, and applying fire chemicals or solutions
20 shall be trained in proper procedures to protect their health and safety and the
21 environment. Approved fire chemicals can be irritating to the eyes. Personnel
22 must follow the manufacturer's recommendations; including use of PPE, as
23 found on the product label and product SDS. The SDSs for all approved fire
24 chemicals can be found on the website
25 <https://www.fs.fed.us/rm/fire/wfcs/msds.htm>.

26 Human health risk from accidental drench with fire chemicals can be mitigated
27 by washing with water to remove any residue from exposed skin.

28 Containers of any fire chemical, including backpack pumps and engine tanks,
29 should be labeled to alert personnel that they do not contain only water and the
30 contents are not potable.

31 Slippery footing is a hazard at storage areas, unloading and mixing sites, and
32 wherever applied. Because all fire chemical concentrates and solutions
33 contribute to slippery conditions, all spills must be cleaned up immediately,
34 preferably with a dry absorbent pad or granules. Firefighters should be aware
35 that fire chemicals can conceal ground hazards. Wildland fire chemicals can
36 penetrate and deteriorate leather boots, resulting in wet feet and potentially
37 ruined leather.

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 Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.)
 5 that the drop could dislodge. The Incident Response Pocket Guide (IRPG)
 6 provides additional safety information for personnel in drop areas.
- 7 During training or briefings, inform all fire personnel of environmental
 8 guidelines and requirements for fire chemicals application and avoid contact
 9 with waterways.
- 10 Avoid dipping from rivers or lakes with a helicopter bucket containing residual
 11 fire chemicals without first cleaning/washing down the bucket.
- 12 Consider setting up an adjacent reload site and manage the fire chemicals in
 13 portable tanks or terminate the use of chemicals for that application.

14 **Interagency Policy for Aerial and Ground Delivery of Wildland Fire**
 15 **Chemicals Near Waterways and Other Avoidance Areas**

16 This policy is an expansion and update for the 2000 and 2009 updated
 17 Guidelines for Aerial Delivery of all wildland fire chemicals, including
 18 retardant, foam, and water enhancers, which were established and approved by
 19 the Forest Service (FS) and the Department of the Interior (DOI). The policy
 20 includes additional avoidance areas (both aquatic and terrestrial) for aerial
 21 delivery of fire chemicals as designated by individual agencies and includes
 22 additional FS reporting requirements.

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, or structures or
 25 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. • 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 waterways¹

1 ¹ Delivery on the ground provides for more precise delivery of fire chemicals to
2 target areas. Thus, delivery is allowed within the aquatic mapped avoidance
3 areas provided chemicals do not reach the waterway. Because there is the
4 potential for TEPCS, their designated critical habitats, or other resources such as
5 cultural or heritage areas to occur in waterway buffers or additional mapped
6 avoidance areas, it is advised that a resource advisor be consulted prior to
7 application to determine best action or the potential for environmental effects.
8 See reporting section below for requirements.

9 **Definition of Waterway**

10 Any body of water (including lakes, rivers, streams, and ponds) whether or not it
11 contains aquatic life.

12 **Definition of Waterway Buffer**

13 300 ft. distance on either side of a waterway.

14 **Definition of Additional Mapped Avoidance Areas**

15 On FS lands, there may be areas requiring additional protection outside of the
16 300-foot waterway buffer. This may include certain dry intermittent or
17 ephemeral streams, areas designated for resource protection, as well as areas for
18 the protection of TEPCS terrestrial habitats and population areas.

19 • **FS** – Maps are available at <https://www.fs.fed.us/fire/retardant/index.html>.

20 **Guidance for Pilots**

21 Pilots will avoid all waterways and additional mapped avoidance areas
22 designated by individual agencies. To meet the 300-foot waterway buffer zone
23 or additional mapped avoidance areas guideline, implement the following:

- 24 • All Aircraft: When approaching a waterway or other avoidance areas, the
25 pilot shall terminate application of wildland fire chemical approximately
26 300 feet before reaching the area. When flying over a waterway, the pilot
27 shall not begin application of wildland fire chemical until 300 feet after
28 crossing the far bank or shore. The pilot shall make adjustments for airspeed
29 and ambient conditions such as wind to avoid the application of wildland
30 fire chemicals within the 300-foot buffer zone. Riparian vegetation may be
31 an indicator of waterways and pilots should confirm to the extent possible
32 that no water is present before dropping.
- 33 • Prior to fire retardant application, all aerial supervision and/or pilots shall
34 be briefed on the locations of all TEPCS or other avoidance areas in the
35 vicinity.
- 36 • If operationally feasible, pilots or the aerial supervision shall make a ‘dry
37 run’ over the intended application area and/or coordinate with ground
38 resources to identify avoidance areas and waterways in the vicinity of the
39 wildland fire.
- 40 • Pilots will be provided avoidance area maps and information at all briefings
41 (if not dispatched from one geographic area/unit and delivering to another
42 geographic area).

1 **Exceptions for Aerial Delivery of Long-Term Retardant on USDA Forest**
2 **Service Lands (2011 Record of Decision)**

- 3 • Deviations from the policy are allowed only for the protection of life or
4 safety (public and firefighter).

5 **Exceptions for All Other Agencies and All Other Fire Chemicals**

- 6 • When alternative line construction tactics are not available due to terrain
7 constraints, congested area, life and property concerns or lack of ground
8 personnel, it is acceptable to anchor the wildland fire chemical application
9 to the waterway. When anchoring a wildland fire chemical line to a
10 waterway, use the most accurate method of delivery in order to minimize
11 placement of wildland fire chemical in the waterway (e.g., a helicopter
12 rather than a heavy airtanker).
- 13 • Deviations from the policy are acceptable when life or property is
14 threatened and the use of wildland fire chemical can be reasonably expected
15 to alleviate the threat.
- 16 • When potential damage to natural resources outweighs possible loss of
17 aquatic life, the unit administrator may approve a deviation from these
18 guidelines.

19 **Reporting Requirements of Aerially Delivered Wildland Fire Chemicals**
20 **Into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas**

21 During training or briefings, inform field personnel of:

- 22 • Environmental guidelines for fire chemical application;
23 • Requirements for avoiding contact with waterways;
24 • Additional mapped avoidance areas as designated by individual agency; and
25 • Their responsibility for upward reporting in the event of application, for
26 whatever reason, into avoidance areas.

27 If application of wildland fire chemical occurs or anyone believes it may have
28 been introduced within waterways, waterway buffered areas, or other mapped
29 avoidance areas, the following is required as appropriate:

- 30 • They should inform their supervisor;
31 • The information will be forwarded to incident management and the agency
32 administrator, usually through the resource advisor;
33 • The incident or host authorities must immediately contact specialists within
34 the local jurisdiction; and
35 • Notifications and reporting will be completed as soon as possible.

36 Procedures have been implemented for the required reporting. All information,
37 including reporting tools and instructions are posted on the websites at
38 <https://www.fs.fed.us/rm/fire/wfcs> and <https://www.fs.fed.us/fire/retardant/>.

39 The FS has additional reporting requirements for threatened, endangered,
40 proposed, candidate and FS listed sensitive species for aerially delivered fire

1 retardant only. This requirement resulted from the Forest Service's acceptance
2 of Biological Opinions received from the National Marine Fisheries Service
3 (NMFS) and the U.S. Fish and Wildlife Service (FWS), and the *2011 Record of*
4 *Decision (ROD) for Nationwide Aerial Application of Fire Retardant on*
5 *National Forest System Lands*. The procedures, reporting tools, and instructions
6 can be found at the same websites listed above.

7 **Endangered Species Act (ESA) Emergency Consultation**

8 The following provisions are guidance for complying with the emergency
9 section 7 consultation procedures of the ESA for wildland fire chemicals. These
10 provisions do not alter or diminish an action agency's responsibilities under the
11 ESA.

12 Where T&E species or their habitats are potentially affected by application of
13 wildland fire chemicals, the following additional procedures apply and shall be
14 documented in initial or subsequent fire reports:

- 15 • As soon as practicable after application of wildland fire chemical near
16 waterways or other avoidance area as designated by agency, determine
17 whether the application has caused any adverse effects to a T&E species or
18 their habitat. This can be accomplished by the following:
 - 19 ○ Ground application of wildland fire chemical outside a waterway is
20 presumed to avoid adverse effects to aquatic species and no further
21 consultation for aquatic species is necessary;
 - 22 ○ Aerial application of wildland fire chemical outside 300 ft. (or in any
23 additional buffer areas beyond 300 ft. established on NFS lands for
24 certain species) of a waterway is presumed to avoid adverse effects to
25 aquatic species and no further consultation for aquatic species is
26 necessary;
 - 27 ○ Aerial application of wildland fire chemical within 300 ft. (or in any
28 additional NFS lands buffer areas) of a waterway requires that the unit
29 administrator determine whether there have been any adverse effects to
30 T&E species within the waterway. If no adverse effects to aquatic T&E
31 species or their habitats, no additional requirement to consult on aquatic
32 species with FWS or NMFS is required; and/or
 - 33 ○ Application of wildland fire chemical within other avoidance areas as
34 designated by agency requires the agency administrator to determine
35 whether there have been any adverse effects to T&E species. If there
36 are no adverse effects to species or their habitats there is no additional
37 requirement to consult with FWS or NMFS.
 - 38 ▪ *FS – Note: the FS has completed consultation with regulatory*
39 *agencies (FWS and NOAA) for aerial delivery of fire retardant*
40 *(only) in National Forest System lands; please refer to*
41 *<https://www.fs.fed.us/fire/retardant/> for additional information and*
42 *re-initiation of consultation requirements.*

1 If the action agency determines that there were adverse effects on T&E species
2 or their habitats then the action agency must consult with FWS and NMFS, as
3 required by *50 CFR 402.05* (Emergencies). Procedures for emergency
4 consultation are described in the *Interagency Consultation Handbook*, Chapter 8
5 (March, 1998). In the case of a long duration incident, emergency consultation
6 should be initiated as soon as practical during the event. Otherwise, post-event
7 consultation is appropriate. The initiation of the consultation is the responsibility
8 of the unit administrator.

9 **Operational Guidelines for Invasive Species**

10 Refer to Chapter 11 for guidance on minimizing potential transmission of
11 invasive species.

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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.

Standards

Firefighters must meet standards identified in the NWCG publication, *National Incident Management System: Wildland Fire Qualification System Guide* (PMS 310-1). The PMS 310-1 may be found at <https://www.nwcg.gov/publications/310-1>.

Federal agencies have consolidated minimum standards and information for frequently used positions not included in the PMS 310-1. The *Federal Wildland Fire Qualifications Supplement* can be found on the NWCG Qualifications web site at <https://www.nifc.gov/IQCS/index.html>.

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide* at <https://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** – *BLM Standards for Fire Training and Workforce Development*, available at https://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.
- **FWS** – *The Fire Management Handbook*.
- **FS** – *The Forest Service Fire and Aviation Qualifications Guide (FSFAQG)* at <https://www.fs.fed.us/fire/publications/>.
- **BIA** – Standards can be referenced at <https://www.bia.gov/nifc/index.htm>. *Fire Management Leadership (FML)*, (geographic or national) is required for all Bureau Agency Administrators/Line Officers including Agency Superintendents; Agency Foresters or Natural Resource Managers; and Regional Foresters. Regional Directors, Deputy Directors in natural resource program areas, and Tribal Natural Resource Program Administrators are also encouraged to attend this course. The national level course offered by NAFRI is the preferred alternative to the geographic course.

1 Federal agencies will accept each other's qualifications/certifications, regardless
2 of jurisdiction and throughout the duration of the incident.

3 **Qualification and Certification Process**

4 Each unit with fire management responsibilities will establish an Incident
5 Qualification Card qualification and certification process, which may include a
6 qualification and certification committee. In areas cooperating with other
7 federal, state, or local agencies, an interagency qualification and certification
8 committee should be established and include representatives from each unit.

- 9 • *BIA – Regional/Local Unit Red Card Committees will be used to determine*
10 *qualifications and training requirements.*

11
12 These qualification and certification committees provide management oversight
13 and review of the wildland and prescribed fire positions under their jurisdiction.

14 The committee:

- 15 • Ensures that qualifications generated by IQCS or other agency systems for
16 employees are valid by reviewing the training and experience of each
17 employee.
- 18 • Determines whether each employee possesses the personal characteristics
19 necessary to perform the wildland and prescribed fire positions in a safe and
20 efficient manner.
- 21 • Makes recommendations to the appropriate Agency Administrator or
22 designee who is responsible for final certification signature.
- 23 • Develops interagency training needs and sponsors courses that can be
24 offered locally.
- 25 • Ensures training nominees meet minimum requirements for attending
26 courses.

27 **Non-NWCG Agency Personnel Qualifications**

28 Personnel from non-NWCG agencies meeting NWCG PMS 310-1 prerequisites
29 can participate in and receive certificates for successful completion of NWCG
30 courses. Agency employees can complete the Task Blocks, Evaluation Record
31 and Verification/Certification sections of a cooperating organizations employee
32 Position Task Book. Agency employees will not initiate or complete the Agency
33 Certification sections of the Position Task Book for non-agency employees.

34 Personnel from agencies that do not subscribe to the NWCG qualification
35 standards may be used on agency managed fires. Agency fire managers must
36 ensure these individuals are only assigned to duties commensurate with their
37 competencies, agency qualifications, and equipment capabilities.

38 **Non-NWCG Agency Personnel Use on Prescribed Fire**

39 The NWCG PMS 310-1, *National Incident Management System: Wildland Fire*
40 *Qualification System Guide*, establishes the minimum qualifications for

1 personnel involved in prescribed fires on which resources of more than one
2 agency are utilized—unless local agreements specify otherwise. This guide may
3 be found at <https://www.nwcg.gov/publications/310-1>.

4 **Incident Qualifications and Certification System (IQCS)**

5 The Incident Qualifications and Certification System (IQCS) is the fire
6 qualifications and certification record keeping system. The Responder Master
7 Record report provided by the IQCS meets the agency requirement for
8 maintaining fire qualification records. The system is designed to provide
9 managers at the local, state/regional, and national levels with detailed
10 qualification, experience, and training information needed to certify employees
11 in wildland fire positions. The IQCS is a tool to assist managers in certification
12 decisions. However, it does not replace the manager's responsibility to validate
13 that employees meet all requirements for position performance based on their
14 agency standards.

15 A hard copy file folder will be kept for each employee. The contents will
16 include, but are not limited to training records for all agency required courses,
17 evaluations from assignments, position task book verification, yearly updated
18 IQCS forms, and the Responder Master Record from IQCS. All records will be
19 stored and/or destroyed in accordance with agency policies.

- 20 • **BLM** – *These policies can be found at*
21 *<https://blmspace.blm.doi.net/wo/BLMrec/default.aspx>.*
- 22 • **BLM/NPS** – *IQCS account managers will have an IQCS Delegation of*
23 *Authority from the certifying official. A Delegation of Authority can be*
24 *found at <https://www.nifc.gov/IQCS/index.html>.*
- 25 • **FS** – *Forest Service Fire and Aviation Qualifications Guide (FSFAQG) at*
26 *<https://www.fs.fed.us/fire/publications/>.*
- 27 • **BIA** – *All BIA/Tribal units with Fire Management Programs are required*
28 *to use IQCS to track all federal emergency responders. Agency*
29 *Superintendents and Line Officers of Tribal fire programs are considered*
30 *Certifying Officials pursuant to the definition in the NWCG PMS 310-1. As*
31 *such, they are responsible for ensuring that agency fire management*
32 *personnel develop and maintain fire management job qualifications and*
33 *meet physical fitness standards in accordance with policy and assign*
34 *personnel to fire suppression, prescribed fire, wildland fire use activities*
35 *according to qualifications and demonstrated ability. They are responsible*
36 *for entering and maintaining employee fire qualifications in the IQCS.*
37 *Agency Superintendents and Line Officers of Tribal Fire Programs who*
38 *choose Delegation of Authority of the Certifying Official role must do so in*
39 *writing, utilizing the Delegation of Authority form found on the IQCS*
40 *website at <https://www.nifc.gov/IQCS/index.html>.*

1 Certification of Non-Agency Personnel

2 Non-agency firefighters will be certified by state or local fire departments, or
3 private training providers approved by a Memorandum of Understanding
4 (MOU) through their local GACC. Agencies will not assist in the
5 administration, or sponsor the Work Capacity Test (WCT), as the certifying
6 agency.

7 Incident Qualification Card

8 The Agency Administrator (or delegate) is responsible for annual certification of
9 all agency and Administratively Determined (AD) personnel serving on wildfire,
10 prescribed fire, and all hazard incidents. This responsibility includes monitoring
11 medical status, fitness, training, performance, and ensuring the responder meets
12 all position performance requirements.

13 Training, medical screening, and successful completion of the appropriate WCT
14 must be accomplished and documented. All Incident Qualification Cards issued
15 to agency employees, with the exception of Emergency Firefighter (EFF-paid or
16 temporary employees at the FFT2 level), will be printed using the IQCS.
17 Incident Qualification Cards issued to EFF or temporary employees at the FFT2
18 level may be printed without use of the IQCS.

19 Each agency will designate employees at the national, regional/state, and local
20 levels as Fire Qualifications Administrators, who ensure all incident experience,
21 incident training, and position Task Books for employees within the agency are
22 accurately recorded in the IQCS. All records must be updated annually or
23 modified as changes occur.

24 • **BLM – BLM Recertification Policy:** *If an employee (including an agency-*
25 *sponsored AD) has lost currency in a position, the employee is converted to*
26 *trainee status for that position. In order to regain full qualification for the*
27 *position, the employee must demonstrate the ability to perform in the*
28 *position as determined by the Certifying Official. Prior to recertification,*
29 *the employee must:*

- 30 ○ *Complete the BLM Recertification Evaluation found at*
31 *https://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.*
- 32 ○ *Complete one or more evaluation assignments.*
- 33 ○ *Complete any additional requirements as determined by the Certifying*
34 *Official (e.g., additional assignments and/or courses).*

35 **NOTE:** *This policy only applies to positions for which a task book is*
36 *required.*

37 • **BLM – State Fire Management Officers** *will certify Position Taskbooks and*
38 *Incident Qualification Cards for Area Command and Type 1 Command and*
39 *General Staff positions.*

40 • **NPS – Certification for Area Command and Type 1 Command and General**
41 *Staff (C&GS) position task books will be done at the national office level;*
42 *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.*
 - 6 • **FS** – *Refer to FSH 5109.17, chapter 10, and the FSFAQG.*
 - 7 • **BIA** – *All personnel sponsored by BIA/Tribal units are required to have an*
8 *Incident Qualification Card.*

10 **Incident Qualification Card Expiration Dates**

11 Incident Qualification Cards for responders that possess qualifications requiring
12 Work Capacity Tests (WCT) and the Annual Fireline Safety Refresher Training
13 course (RT-130) are valid through the earliest expiration date (either fitness or
14 refresher) listed on the card. Incident Qualification Cards for responders that
15 possess qualifications that do not require WCT or RT-130 for issuance are valid
16 for 12 months from the date the card is signed by a certifying official.

- 17 • **FS** – *The WCT is considered effective for 13 months from the date passed.*
18 *If an employee is on an emergency assignment on the date their*
19 *WCT/refresher expires, they will complete their assignment including any*
20 *extensions. Upon return to their duty station, they must complete the*
21 *WCT/refresher and acquire a new Incident Qualification Card prior to*
22 *accepting any new assignments.*

23 **Universal Training Requirements**

24 All personnel filling NWCG recognized positions on the fireline must have
25 completed:

- 26 • S-130 Firefighter Training (including the required field exercises);
- 27 • S-190 Introduction to Wildland Fire Behavior;
- 28 • L-180 Human Factors on the Fireline;
- 29 • ICS-100 Introduction to ICS; and
- 30 • IS-700A NIMS: An Introduction (or current version).

31 **Annual Fireline Safety Refresher Training**

32 Annual Fireline Safety Refresher Training is required for those positions
33 identified in the NWCG 310-1. Annual Fireline Safety Refresher Training must
34 include the following core components:

- 35 • **Entrapment Avoidance** – Use training and reference materials to study the
36 risk management process as identified in the *Incident Response Pocket*
37 *Guide* (IRPG) as appropriate to the participants, e.g., LCES, Standard
38 Firefighting Orders, Watch Out Situations, Wildfire Decision Support
39 System (WFDSS) direction, Fire Management Plan priorities, etc.;
- 40 • **Current Issues** – Review and discuss current topics which could be based
41 on the new modules or areas of concern identified by your agency or

- 1 geographic area. Review forecasts and assessments for the upcoming fire
2 season and discuss implications for firefighter safety;
- 3 • **Fire Shelter** – Review and discuss last resort survival including escape and
4 shelter deployment site selection. Conduct “hands-on” fire shelter
5 inspections. Practice shelter deployments in applicable crew/module
6 configurations (wearing fireline personal protective equipment during fire
7 shelter practice can enhance the learning experience for students); and
 - 8 • **Other Hazards and Safety Issues** – Choose additional hazard and safety
9 subjects, which may include SAFENET, current safety alerts, site/unit-
10 specific safety issues and hazards.

11 These core components must be sufficiently covered to ensure that personnel are
12 aware of safety concerns and procedures and can demonstrate proficiency in fire
13 shelter deployment. The minimum refresher training hour requirements for each
14 agency is identified below. Training time may be extended in order to
15 effectively complete this curriculum or to meet local training requirements.

- 16 • **BLM/BIA** – 4 hours.
- 17 • **NPS/FWS/FS** – No minimum hourly requirement; core topics as shown
18 above will be covered.

19 The Annual Fireline Safety Refresher Training course (RT-130) is not a self-
20 study course. Minimum requirements have been established for instructors for
21 Annual Fireline Safety Refresher Training. These requirements will ensure that
22 an appropriate level of expertise and knowledge is available to facilitate
23 refresher training exercises and discussions.

- 24 • Lead instructors must be a qualified single resource boss.
- 25 • Unit instructors must be a qualified firefighter type one (FFT1).
- 26 • Adjunct instructors may be utilized to provide limited instruction in
27 specialized knowledge and skills at the discretion of the lead instructor.
28 They must be experienced, proficient and knowledgeable of current issues
29 in their field of expertise.
- 30 • All instructors will need the knowledge and skills to utilize current
31 educational technology as it relates to the Wildland Fire Safety Training
32 Annual Refresher (WFSTAR) website, such as video streaming,
33 downloading interactive videos, and use of mobile applications and devices.

34 For additional information please refer to the current *NWCG Field Manager's*
35 *Course Guide* (PMS 901-1) at <https://www.nwcg.gov/publications/901-1>.

36 Annual Fireline Safety Refresher training will have a 12-month currency.

- 37 • **FS** – *Forest Service employees have a 13-month currency requirement for*
38 *Annual Fireline Safety Refresher training.*

39 Firefighters who receive initial fire training are not required to take Annual
40 Fireline Safety Refresher Training in the same calendar year. A web site,

- 1 <https://www.nifc.gov/wfstar/index.html>, titled *Wildland Fire Safety Training*
2 *Annual Refresher (WFSTAR)*, is available to assist in this training.
3 Entrapment avoidance and deployment protocols are identified in the *Incident*
4 *Response Pocket Guide (IRPG)* (PMS 461/NFES 1077). The guide contains a
5 specific “Risk Management Process” and “Last Resort Survival Checklist.”
6 • **BLM** – *The “Do What’s Right” training is required annual training but is*
7 *not a prerequisite for issuance of an Incident Qualification Card.*

8 **Medical Examinations**

9 Agency Administrators and supervisors are responsible for the occupational
10 health and safety of their employees performing wildland fire activities, and may
11 require employees to take a medical examination at any time.

- 12 • **BLM/NPS/FWS/BIA** —*An employee may be required to take a medical*
13 *examination whenever there is a reasonable concern, based on objective*
14 *evidence, about the employee’s continued capacity to meet any of the*
15 *physical or medical requirements of the position. Such an examination may*
16 *be ordered for instances of job-related injuries/illnesses and for those that*
17 *are not job-related. Supervisors should contact their Servicing Human*
18 *Resource Office and Wildland Fire Safety Program Manager for assistance*
19 *with preparing the memorandum for requiring a medical examination. The*
20 *DOI MSP Program Management will review the memorandum before*
21 *issuance to the employee.*
22 • **FS** – *See the USFS WCT Implementation Guide at*
23 *www.fs.fed.us/fire/safety/wct/wct_index.html.*

24 Established medical qualification programs, as stated in 5 CFR 339, provide
25 consistent medical standards for arduous positions in order to safeguard the
26 health of employees whose work may subject them or others to significant
27 health and safety risks due to occupational or environmental exposure or
28 demand.

29 Any employee with an active worker’s compensation (OWCP) case or other
30 physical or medical limiting factors/restrictions that preclude them from fully
31 performing the activities of an arduous position must disclose this as part of the
32 self-certification or medical examination process.

33 Information on any medical records is considered confidential and must be kept
34 in the employee’s medical file.

35 **Arduous Fitness Level – Department of Interior Wildland Firefighter** 36 **Medical Standards Program (DOI MSP)**

37 Per Office of Wildland Fire (OWF) Policy Memorandum 2016-014, “All
38 employees (incumbents and applicants) must take an examination meeting
39 Federal Interagency Wildland Fire Medical Standards every three years
40 regardless of employment status and hiring authority, including emergency

1 firefighters (Administratively Determined – AD/casual hires) and collateral duty
2 firefighters who participate in arduous duty wildland fire activities. An
3 examination taken and successfully cleared in accordance with the DOI MSP
4 direction is required prior to participating in the Arduous Duty Work Capacity
5 Test (Pack Test), performing arduous duty, wildland fire duties, or any agency
6 sanctioned physical fitness training to prepare for these duties. In the years
7 between the periodic examinations, an employee will self-certify their medical
8 concerns and risk in taking the Work Capacity Test.” Information regarding the
9 DOI MSP can be obtained from agency Wildland Fire Safety Program Manager
10 and at https://www.nifc.gov/medical_standards/.

11 If diagnostic testing beyond what is required by the DOI MSP is needed to
12 determine medical qualification, agency approval is required before the tests are
13 conducted. If the agency approves a request for further testing, the agency is
14 responsible for payment. Additional testing or treatment carried out without
15 prior approval shall be at the individual’s expense.

16 If a Department of the Interior arduous duty wildland firefighter (WLFF)
17 develops a change in medical status (injury or illness) between periodic medical
18 exams or self-certifications that prevents them from performing arduous duty,
19 the WLFF is required to report this change to his/her supervisor and/or report it
20 at the time of the next medical exam or self-certification.

- 21 • **NPS** – *NPS Law Enforcement Rangers who are collateral duty wildland*
22 *firefighters will have their LE medical exam results reviewed against the*
23 *Federal Interagency Wildland Firefighter Medical Standards for medical*
24 *qualification determination. If a determination of Not Cleared is made, the*
25 *DOI MSP Risk Mitigation/Waiver process will be used.*
- 26 • **NPS** – *Medical clearance must be entered into IQCS.*
- 27 • **FWS** – *Periodicity requirements for Refuge law enforcement examinations*
28 *will be applied to arduous duty wildland fire positions. Law enforcement*
29 *officers wishing to perform in NWCG PMS 310-1 or USFWS agency-*
30 *specific wildland fire positions with an arduous fitness requirement must*
31 *pass the arduous work capacity test on an annual basis. The HSQ will be*
32 *used for off exam years prior to arduous work capacity testing.*
- 33 • **FS** – *Refer to current agency direction at*
34 *https://www.fs.fed.us/fire/safety/wct/wct_index.html.*
- 35 • **BIA** – *Refer to agency specific standards located at*
36 *https://www.nifc.gov/medical_standards/.*
- 37 • **BIA** – *BIA structural firefighters may submit a completed NFPA exam that*
38 *includes all of the DOI MSP exam requirements for RMO review against*
39 *the Federal Interagency Wildland Firefighter Medical Standards for*
40 *wildland fire medical qualification.*

41 **Medical Exam Process for Light and Moderate Fitness Levels**

42 This section applies to employees who are only required to complete the WCT
43 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 Medical examinations will be performed utilizing the *Certificate of Medical*
4 *Exam, U.S. Office of Personnel Management OF-178*. Stress EKGs are not
5 required as part of the medical examination and will only be approved if
6 recommended and administered by the medical examining physician. Cost for
7 exams will be borne by the home unit. If medical findings during exam require
8 further evaluation, then the cost of any further evaluation or treatment is borne
9 by the employee/applicant. Costs for additional tests specifically requested by
10 the agency will be borne by the home unit.

11 • **FS** – *Medical exams will be paid from a Washington Office fund code.*

12 If the SHRO or FMO has a direct concern about an employee’s/applicant’s
13 capacity to meet the physical or medical requirements of a position, the agency
14 may require the employee/applicant to report for a specific medical evaluation.
15 For more information, contact your SHRO or agency Wildland Fire Safety
16 Program Manager.

17 The examining physician will submit the completed OF-178 (and applicable
18 supplements) to the employee’s servicing human resources office, where it will
19 be reviewed and retained in the employee’s medical file.

20 • **BLM/NPS** – *Standards for medical examinations using the OF-178 for*
21 *light and moderate positions are available.*

22 https://www.blm.gov/nifc/st/en/prog/fire/more/human_resources/forms.html

23 • **NPS** – *The law enforcement medical exam for NPS rangers, who are*
24 *collateral duty wildland firefighters, will suffice for arduous, moderate, and*
25 *light fitness level clearance.*

26 • **FWS** – *Periodicity requirements for Refuge law enforcement examinations*
27 *will be applied to light or moderate. Law enforcement officers wishing to*
28 *perform in NWCG PMS 310-1 or USFWS agency-specific wildland fire*
29 *positions with a light or moderate fitness requirement must pass the*
30 *appropriate level work capacity test on an annual basis. The HSQ will be*
31 *used for off exam years prior to light or moderate work capacity testing.*

32 • **FS** – *The completed OF-178 is submitted to the Reviewing Medical Officer*
33 *for the Agency to review and medically clear.*

34 • **BIA** – *Individuals who opt out of the DOI MSP at the arduous level will be*
35 *required to complete a Fitness for Duty exam prior to participating in a*
36 *WCT at a lower fitness level.*

37 **Health Screen Questionnaire (HSQ)**

38 Title 5 CFR Part 339 – Medical Qualification Determinations, which provides a
39 determination of an individual’s fitness-for-duty, authorizes solicitation of this
40 information.

- 1 The approved OMB Health Screen Questionnaire (HSQ) may be found at
 2 https://www.nifc.gov/medical_standards/documents/NewExamProcess/HSQ_v0
 3 32013.pdf.
- 4 The information on the HSQ is considered confidential and once reviewed by
 5 the test administrator/coordinator to determine if the WCT can be administered,
 6 it must be kept in the employee's medical file (EMF). This file may only be
 7 viewed by Human Resource Management (HRM) or Safety personnel.
- 8 • **FS** – Direction can be found in the *USFS WCT Implementation Guide* at
 9 www.fs.fed.us/fire/safety/wct/wct_index.html.

10 Work Capacity Tests

11 Work Capacity Test (WCT) Categories

12 The NWCG *National Incident Management System: Wildland Fire*
 13 *Qualification System Guide* (PMS 310-1) identifies fitness levels for specific
 14 positions. There are three fitness levels—Arduous, Moderate, and Light—which
 15 require an individual to demonstrate their ability to perform the fitness
 16 requirements of the position. Positions in the “no fitness level required” category
 17 are normally performed in a controlled environment, such as an incident base.

18 Law Enforcement physical fitness standard is accepted as equivalent to a “light”
 19 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 • **Arduous** – Duties involve field work requiring physical performance with
 22 above average endurance and superior conditioning. These duties may
 23 include an occasional demand for extraordinarily strenuous activities in
 24 emergencies under adverse environmental conditions and over extended
 25 periods of time. Requirements include running, walking, climbing, jumping,
 26 twisting, bending, and lifting more than 50 pounds; the pace of the work
 27 typically is set by the emergency conditions.
- 28 • **Moderate** – Duties involve field work requiring complete control of all
 29 physical faculties and may include considerable walking over irregular
 30 ground, standing for long periods of time, lifting 25 to 50 pounds, climbing,
 31 bending, stooping, twisting, and reaching. Occasional demands may be
 32 required for moderately strenuous activities in emergencies over long
 33 periods of time. Individuals usually set their own work pace.
- 34 • **Light** – Duties mainly involve office type work with occasional field
 35 activity characterized by light physical exertion requiring basic good health.

- 1 Activities may include climbing stairs, standing, operating a vehicle, and
2 long hours of work, as well as some bending, stooping, or light lifting.
3 Individuals can usually govern the extent and pace of their physical activity.

4 **Work Capacity Test (WCT) Administration**

5 The Work Capacity Test (WCT) is the official method of assessing wildland
6 firefighter fitness levels. General guidelines can be found in the *Work Capacity*
7 *Tests for Wildland Firefighters, Test Administrator's Guide* (PMS 307, NFES
8 1109).

- 9 • **FS** – For FS direction on WCT administration, refer to the USFS WCT
10 *Implementation Guide* at www.fs.fed.us/fire/safety/wct/wct_index.html.

11 WCT Administrators must ensure that WCT participants have been medically
12 cleared, either through the HSQ, Wildland Firefighter Medical Qualification
13 Standards, or agency specific medical examination.

14 At a minimum, WCTs are administered annually to all employees, including
15 AD/EFF who will be serving in wildland fire positions that require a fitness
16 level. The currency for the WCT is 12 months.

- 17 • **FS** – *Currency for WCT is 13 months.*

18 The WCT results shall be documented on the WCT Record available online as
19 Appendix O at
20 <https://www.nifc.gov/PUBLICATIONS/redbook/2016/AppendixO.pdf>. The
21 WCT Record captures information that is covered under the Privacy Act and
22 should be maintained in accordance with agency Freedom of Information Act
23 (FOIA) guidelines.

24 Administration of the WCT of non-federal firefighters is prohibited for liability
25 reasons. Potential emergency firefighters who would be hired under Emergency
26 Hire authority by the agency must be in AD pay status or sign an agency-
27 specific volunteer services agreement prior to taking the WCT.

28 A Job Hazard Analysis (JHA) or Risk Assessment (RA) shall be developed and
29 approved for each field unit prior to administering the WCT. Administer the
30 test using the JHA/RA as a briefing guide.

- 31 • **BLM** – *A risk assessment shall be developed and approved for each field*
32 *unit prior to administering the WCT.*
33 • **BIA** – *A RA shall be developed and approved for each field unit prior to*
34 *administering the WCT. A RA for the WCT can be found at*
35 *<https://www.bia.gov/nifc/safety/WildlandFireRiskAssessment/index.htm>.*

36 The local unit shall prepare a medical response plan (such as an ICS-206 form),
37 evaluate options for immediate medical care and patient transport, and identify
38 closest emergency medical services. A minimum of a qualified Medical First
39 Responder/Emergency Medical Responder (EMR) must be on site during WCT

- 1 administration. Based upon a thorough evaluation of potential medical treatment
2 and evacuation scenarios, a higher level of on-site emergency medical
3 qualifications and equipment may be warranted (e.g., Emergency Medical
4 Technician (EMT) or paramedic).
- 5 An Automatic External Defibrillator (AED) is required on-site during all WCTs.
- 6 Personnel taking the WCT will only complete the level of testing (Pack, Field,
7 Walk) required by the highest fitness level identified for a position on their
8 Incident Qualification Card. Employees shall not take the WCT unless they have
9 an Incident Qualification Card qualification that requires it, and only at the
10 fitness level required by that position as identified in the NWCG 310-1 or
11 agency-specific guidance or policy.
- 12 Treadmills are not approved for Work Capacity Testing.
- 13 WCT results must be entered into the IQCS annually to update the fitness level
14 and date that will appear on the Incident Qualification Card. WCT dates entered
15 in IQCS will reflect the date the employee passed the fitness test. The results of
16 the most recent WCT will always supersede the results of any previous WCT,
17 even if previous WCTs were within the currency period.
- 18 • *NPS/FWS – Law Enforcement Officers are required to provide a copy of*
19 *the medical clearance for verification and tracking purposes to the*
20 *appropriate incident qualifications and certifications system (IQCS)*
21 *account manager. Account managers will reflect the appropriate*
22 *examination type and currency for the Law Enforcement Officer*
23 *examinations in the physical examinations portion of the IQCS system.*

24 **Work Capacity Test – Retesting**

- 25 Those who do not pass the WCT will be provided another opportunity to retest.
26 Employees will have to wait at least 48 hours before retaking the WCT. If an
27 employee sustains an injury (verified by a licensed medical provider) during a
28 test, the test will not count as an attempt. Once an injured employee has been
29 released for full duty, the employee will be given time to prepare for the test (not
30 to exceed 4 weeks). The numbers of retesting opportunities that will be allowed
31 include:
- 32 • Three opportunities total for permanent employees required to pass a test
33 for duties in the fire program.
- 34 • One opportunity for temporary employees required to pass a test (a second
35 chance maybe provided at the discretion of fire management).
- 36 ○ *FS – Direction can be found in the USFS WCT Implementation Guide*
37 *at www.fs.fed.us/fire/safety/wct/wct_index.html.*
- 38 ○ *BIA – Employees who fail two WCT's will develop an appropriate*
39 *Physical Fitness Plan with their supervisors to ensure accountability*
40 *before the 3rd test is administered.*

- 1 ○ ***BIA** – Temporary Employees- A second test may be authorized by the*
2 *local unit after 14 days to allow the individual to train for the WCT. A*
3 *failed second test will result in a 90 day suspension without additional*
4 *testing during that period.*

5 **Physical Fitness**

6 **Physical Fitness and Conditioning**

7 Agency Administrators are responsible for ensuring the overall physical fitness
8 of firefighters. Employees serving in wildland fire positions that require a fitness
9 rating of arduous as a condition of employment are authorized one hour of duty
10 time each work day for physical fitness conditioning. Employees serving in
11 positions that require a fitness rating of moderate or light may be authorized up
12 to three hours per week.

- 13 • ***BLM** – See Chapter 2 for physical fitness conditioning requirements.*

14 Fitness conditioning periods may be identified and structured to include aerobic
15 and muscular exercises. Team sports are not authorized for fitness conditioning.
16 Chapters 5, 6, 7, 8, and 9 and Appendices F, G, and H of *Fitness and Work*
17 *Capacity 2009 ed.* (PMS 304-2, NFES 1596) and the Interagency Fire Fitness
18 Program in the USFS *WCT Implementation Guide* provide excellent guidance
19 concerning training specifically for the pack test, aerobic fitness programs, and
20 muscular fitness training. <https://www.nifc.gov/FireFit/index.htm>

- 21 • ***NPS** – A fitness plan is required for all NPS personnel participating in a*
22 *fitness program (DO-57). For health and fitness purposes, those who are*
23 *fire-qualified at less than the arduous fitness level are not required to meet*
24 *the mandatory fitness program requirements of DO-57 for wildland fire*
25 *management. They are strongly encouraged to participate in the voluntary*
26 *fitness program, and must still meet physical fitness/work capacity*
27 *requirements as outlined in the Wildland Fire Qualifications System Guide*
28 *(310-1) for positions with Moderate and Light fitness requirements.*
29 • ***FWS** – Refer to Chapter 4, Physical Fitness and Conditioning.*
30 • ***FS** – Forest Service direction is found in FSH 5109.17 and the FSFAQG.*
31 *NFFE Partnership bargaining unit employees may only be required to*
32 *successfully complete the WCT once per year.*
33 • ***BIA** – Physical Fitness plan must have supervisor’s approval.*

34 **Minimum Age Requirements for Hazardous Duty Assignments on Federal** 35 **Incidents**

36 Persons under 18 years old will not perform hazardous duties during wildland
37 fire management operations on federal jurisdictions.

1 Engine Modules

2 Staffing levels and specific requirements for engine personnel may be found in
3 Chapter 14, Firefighting Equipment.

4 Helicopter Modules

5 Staffing levels and specific requirements for helicopter personnel may be found
6 in Chapter 16, Aviation.

7 Smokejumpers (SMKJ)

8 Smokejumpers provide professional and effective fire suppression, fuels
9 reduction, and fire management services to help land managers meet objectives.

10 Smokejumper Policy

11 Smokejumper operations are guided by direction in the interagency section of
12 the *Interagency Smokejumper Operations Guide (ISOG)*.

13 Each base will comply with smokejumper operations standards. The arduous
14 duties, specialized assignments, and operations in a variety of geographic areas
15 require smokejumpers to have uniform training, agency approved equipment,
16 communications, organization, and operating procedures.

17 Smokejumper Communications

18 All smokejumpers carry programmable radios and are proficient in their use and
19 programming procedures.

20 Smokejumper Training

21 To ensure proficiency and safety, smokejumpers complete annual training that
22 covers aspects of aviation, parachuting, fire suppression tactics, administrative
23 procedures, and safety related to the smokejumper mission and fire operations.
24 The training program for first-year smokejumpers is four weeks long.
25 Candidates are evaluated to determine:

- 26 • Level of physical fitness;
- 27 • Ability to learn and perform smokejumper skills;
- 28 • Ability to work as a team member;
- 29 • Attitude; and
- 30 • Ability to think clearly and remain productive in a stressful environment.

1 **Smokejumper Target Qualifications**

Position	IQCS Target	Smokejumper Training Target
Department 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 **Smokejumper Medical Standards**

- 3 Smokejumper medical standards are the same as the Federal Interagency
 4 Wildland Firefighter Medical Standards-Arduous Duty Wildland Firefighter.

5 **USFS Smokejumper Physical Fitness Standards**

6 The national minimum standards for smokejumpers are:

- 7 • 1.5 mile run in 11:00 minutes or less;
- 8 • 45 sit-ups;
- 9 • 25 pushups;
- 10 • 7 pull-ups;
- 11 • 110 lb. pack-out over 3 miles/level terrain/90 minutes*; and
- 12 • Successful completion of the WCT at the arduous level.

13 *This element is tested during Smokejumper Rookie Training.

- 14 ○ *BLM – Refer to Chapter 2 for physical fitness standards.*

15 **Interagency Hotshot Crews (IHC)**

16 Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew
 17 for all phases of wildfire suppression. IHCs are comprised of 18-22 firefighters
 18 and are used primarily for wildfire suppression, fuels reduction, and other fire
 19 management duties. IHC’s are capable of performing self-contained initial
 20 attack suppression operations, and commonly provide incident management
 21 capability at the Type 3 or 4 levels.

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 As per agency policy, all IHCs will be managed under the *Standards for*
 30 *Interagency Hotshot Crew Operations (SIHCO)*.

- 1 • **BLM/NPS** – *BLM Preparedness Review Checklist #18 (Hotshot Crew)*
- 2 *supersedes the checklist found in the SIHCO.*
- 3 • **BLM** – *Additional guidance for BLM IHCs is contained in Chapter 2.*
- 4 • **BIA** – *IHC Superintendent and Assistant Superintendent are required to*
- 5 *have the additional qualification of IHCS and/or IHCA on their Red Card*
- 6 *prior to mobilization. Additional information regarding this standard can*
- 7 *be found at [https://www.nwccg.gov/sites/default/files/publications/federal-](https://www.nwccg.gov/sites/default/files/publications/federal-wildland-fire-qualifications-supplement_2016.pdf)*
- 8 *wildland-fire-qualifications-supplement_2016.pdf*

9 **IHC Certification**

10 The process for IHC certification is found in the *Standards for Interagency*
11 *Hotshot Crew Operations (SIHCO)*.

12 **Annual Crew Pre-Mobilization Process**

13 The superintendent of crews holding IHC status the previous season are required
14 to complete the Annual IHC Mobilization Checklist (*SIHCO*, Appendix C) and
15 send the completed document to the local GACC prior to making the crew
16 available for assignment each season.

17 **Annual IHC Readiness Review**

18 On an annual basis the superintendent of crews holding IHC status the previous
19 season are required to complete the Annual IHC Preparedness Review (*SIHCO*
20 Appendix B). This process is designed to evaluate crew preparedness and
21 compliance with *SIHCO*. The annual review will be conducted while the crew is
22 fully staffed and operational. The review is not required prior to a crew being
23 made available for incident assignment at the beginning of their availability
24 period. When a review document is completed, the document is kept on file at
25 the local (host) unit fire management office.

26 **IHC Organization**

27 Individual crew structure will be based on local needs using the following
28 standard positions: Superintendent, Assistant Superintendent, Squad Leader,
29 Skilled Firefighter, and Crewmember.

- 30 • **BLM** – *IHCs have the option of traveling with 25 personnel when on*
- 31 *incident assignments.*
- 32 • **NPS** – *IHCs have the option of traveling with 22 personnel when on*
- 33 *incident assignments as authorized by the sending or receiving unit.*

34 When traveling by charter aircraft, IHC's should be prepared to take no more
35 than 20 personnel, unless they receive approval via normal dispatch channels.

36 **IHC Availability Periods**

37 IHCs will have minimum availability periods as defined in the *SIHCO*.
38 Availability periods may exceed the required minimum availability period. The
39 Crew Superintendent will inform the local supervisor and the GACC of any
40 changes in the crew's availability.

1 **National IHC Status Reporting System**

2 IHCs will report status through the National IHC Status Reporting System. IHC
 3 superintendents will regularly update the system with any change in crew status
 4 and/or current utilization when on assignment.

5 IHCs may report status by three methods:

- 6 • Via e-mail to BLM_FC_Crews@blm.gov (preferred method);
- 7 • Via the internet to the Hotshot Status submission form (link available from
 8 the Crew page of the NICC website); or
- 9 • Contacting the NICC Crew Desk at 208-387-5400.

10 **IHC Communications**

11 IHCs will provide a minimum of eight programmable multi-channel radios per
 12 crew as stated in the *SIHCO*.

13 **IHC Transportation**

14 Crews will be provided adequate transportation. The number of vehicles used to
 15 transport a crew should not exceed five. All vehicles must adhere to the certified
 16 maximum Gross Vehicle Weight (GVW) limitations.

17 **Other Hand Crews**

18 **Policy**

19 All crews must meet minimum crew standards as defined below as well as any
 20 additional agency, state, or contractual requirements. Typing will be identified at
 21 the local level with notification made to the local GACC.

22 **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, fireline construction, complex firing operations (backfire)	Initial Attack – Can be broken up into squads, fireline construction, firing to include burnout	Initial Attack – fireline construction, firing as directed
Crew Size	18-22	18-20	18-20

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Leadership Qualifications	Permanent Supervision Supt: TFLD, ICT4, FIRB Asst Supt: STCR or TFLD and CRWB, ICT4 3 Squad Leaders: CRWB ¹ and 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 Leaders and higher must be able to read and interpret the language of the crew as well as English.	Same as Type 1	Same as Type 1
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	8 programmable radios	4 programmable radios	4 programmable radios
Sawyers	4 agency certified as FAL2 and 50% of crew certified as FAL3 or better.	3 agency qualified	None
Training	As required by the <i>SIHCO</i> 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	5,300 lbs	5,300 lbs	5,300 lbs
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	.8	.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools and Equipment	Fully equipped	Not equipped	Not equipped

Minimum Standards	Type 1	Type 2 with IA Capability	Type 2
Personal Gear	Arrives with: crew first aid kit, personal first aid kit, headlamp, 1 qt. canteen, web gear, sleeping bag	Same as Type 1	Same as Type 1
PPE	All standard designated fireline PPE	All standard designated fireline 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

¹ CRWB will be required for IHC Squad Leaders on January 21, 2018.

- 1 • **BLM** – for additional standards and certification requirements, refer to
- 2 Chapter 2.

3 **Wildland Fire Modules (WFM)**

4 The primary mission of a WFM is to provide an innovative, safe, highly mobile,
 5 logistically independent, and versatile fire module with a primary commitment
 6 to maintain fire’s role as a natural ecological process for wildland fire
 7 management and incident operations.

8 WFMs are comprised of 7-10 firefighters. The WFM program facilitates the use
 9 of fire and other management techniques involving planned and unplanned
 10 wildland fire events. WFMs are highly skilled and versatile fire crews, which
 11 provide technical and ecological based expertise in the areas of long term
 12 planning, ignitions, holding, and suppression, and fire effects monitoring. For
 13 more information please refer to PMS 430: *Interagency Standards for Wildland*
 14 *Fire Module Operations (ISWFMO)*.

15 **WFM Policy**

16 All WFM operations will be conducted adhering to the *Interagency Standards*
 17 *for Wildland Fire Module Operations (ISWFMO)*, PMS 430. Sponsoring units in
 18 conjunction with the appropriate Geographic Area Coordination Center will
 19 ensure compliance of all WFMs according to the standards set within the
 20 ISWFMO. The arduous duties, specialized assignments, and operations in a
 21 variety of geographic areas require WFMs to have uniform training, agency
 22 approved equipment, communications, organization, and operating procedures.

- 1 **WFM Types and Certification**
- 2 WFMs ready for assignment will be certified as Type 1 WFM (WFM1) or Type
- 3 2 WFM (WFM2). Refer to the *Interagency Standards for Wildland Fire Module*
- 4 *Operations (ISWFMO)* – PMS 430 for additional information.

- 5 **WFM Availability Periods**
- 6 WFMs will have minimum availability periods as defined in the *ISWFMO*.
- 7 Availability for Type 1 WFMs may exceed the minimum period defined. Type 1
- 8 WFMs will be available for off unit assignment during the designated 90 day
- 9 availability period. The module leader will inform the local supervisor and the
- 10 GACC of any changes to the modules availability.

- 11 **WFM Organization**
- 12 Individual module structures vary based on local and agency needs using the
- 13 following standard positions: Module Leader/ Foreman, Assistant Leader/
- 14 Foreman, Lead Firefighter, Senior Firefighter, Crewmember.

15 **Minimum WFM Standards for Interagency Mobilization**

Minimum Standards	Type 1	Type 2
Fireline Capability	Ability to form separate logistically self-sufficient independent groups, fire line construction, complex firing operations(backfire), monitoring, strategic planning, fire reconnaissance, public information.	Monitoring, fireline construction, firing to include burnout.
Crew Size	7-10	7-10
Leadership Qualifications	<ul style="list-style-type: none"> - Qualifications are not tied to a particular position within the WFM. All modules will have the following qualifications: TFLD, RXB2*, ICT4, CRWB, FIRB, FOBS - Module Lead: TFLD, CRWB - Asst. Module Lead: ICT4, FEMO - 1 Squad Boss: ICT5 - 2 Senior Firefighters: FFT1 *RXB2 (1) could be any of the module members	<ul style="list-style-type: none"> - Crew Boss: CRWB - 1 Squad Boss: ICT5

Minimum Standards	Type 1	Type 2
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.	Same as Type 1
Experience	90% > 1 season	60% > 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs. per week, 90 continuous days)	No
Communications	5 programmable radios	4 programmable radios
Sawyers	2 agency qualified	1 agency qualified
FEMO	2	2 (1 of 2 can be trainee)
Training	As required by the <i>ISWFMO</i> prior to assignment	Basic firefighter training or RT-130 prior to assignment
Medical First Responder Training	Yes	No
Logistics	Multiple crew level agency purchasing authorities	Generally no purchasing authority, may need assistance by incident logistics
Dispatch Availability	Availability determined by sponsoring agency	Availability variable by sponsoring agency
Mobilization Time	Within 2 hours of receipt of resource order when on duty, 8 hours when off duty	Within 24 hours of receipt of resource order.
Transportation	Own transportation	Transportation needed
Tools and Equipment	Fully equipped for each geographic region.	May need assistance by incident logistics
Specialized Digital, Remote Operations, Monitoring, Equipment	Yes	No
Personal Gear	Arrives with: crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag	Arrives with: crew First Aid kit, personal first aid kit, headlamp, 1 quart canteen, web gear, sleeping bag
PPE	All standard designated fireline PPE	All standard designated fireline PPE
Certification	Must be annually certified by the Regional or State Office of the host unit Agency Administrator or designee prior to being made available for assignment.	Must complete the mobilization checklist by the local host unit or Agency Administrator or designee prior to being made available for assignment.

- 1 • **BLM** – *BLM WFMs will meet standards identified in the Interagency Standards for Wildland Fire Module Operations (PMS 430). In addition,*
- 2 *BLM WFMs will meet the following requirements:*
- 3

- 1 ○ *All BLM WFMs will meet the standards for Type 1 WFMs identified in*
- 2 *the Interagency Standards for Wildland Fire Module Operations. Type*
- 3 *2 WFMs will not be formed, sponsored, or stasured in the Resource*
- 4 *Ordering and Status System (ROSS) by BLM units.*
- 5 ○ *Approval from the Assistant Director, Fire and Aviation is required*
- 6 *prior to establishing and/or stasuring new Type 1 WFMs.*
- 7 ○ *Any BLM unit may provide personnel to WFMs sponsored by another*
- 8 *agency. All BLM personnel must meet the standards outlined in the*
- 9 *Interagency Standards for Wildland Fire Module Operations, and the*
- 10 *Interagency Standards for Fire and Fire Aviation Operations.*
- 11 ○ *Units may utilize Type 1 and/or Type 2 WFMs for BLM incidents.*
- 12 *Incident commanders will order the appropriate resource to*
- 13 *accomplish incident objectives.*
- 14 ○ *Fire Suppression Modules and WFMs are separate and distinct*
- 15 *resources. The BLM has established standards for fire suppression*
- 16 *modules in Chapter 2 of this publication. Fire managers and incident*
- 17 *commanders should order the appropriate resource to accomplish*
- 18 *incident objectives.*
- 19 ● *NPS – Modules are coordinated regionally and mobilized/demobilized*
- 20 *through established ordering channels through the GACCs.*

21 **Chainsaw Operators and Fallers**

22 In 2014, NWCG established faller qualifications in the PMS 310-1. Agencies
23 have established additional evaluation and certification requirements:

- 24 ● *BLM/NPS/FWS-Use of the NWCG position task books is required. The*
- 25 *requirements for final evaluators for each position are as follows:*
- 26 ○ *The individual tasks required for completion of the FAL3 PTB must be*
- 27 *evaluated by a qualified FAL2 or FAL1. The Final Evaluator's*
- 28 *Verification for a FAL3 trainee must be completed by a qualified FAL2*
- 29 *or FAL1;*
- 30 ○ *The individual tasks required for completion of the FAL2 PTB must be*
- 31 *evaluated by a qualified FAL2 or FAL1. The Final Evaluator's*
- 32 *Verification for a FAL2 trainee must be completed by a qualified*
- 33 *FAL1;*
- 34 ○ *The final certification of all wildfire faller positions will remain the*
- 35 *responsibility of the IQCS Certifying Official.*
- 36 ○ *All wildfire saw operation qualifications are maintained through the*
- 37 *IQCS system and displayed on the Incident Qualification Card.*
- 38 ■ *BLM – The individual tasks required for completion of the FAL1*
- 39 *PTB must be evaluated by a qualified FAL1. The Final Evaluator's*
- 40 *Verification for a FAL1 trainee must be completed by a qualified*
- 41 *FAL1 Evaluator. Each BLM State Fire Management Officer will*
- 42 *certify and maintain a list of their current FAL1 Evaluators.*
- 43 ■ *NPS – The individual tasks required for completion of the FAL1*
- 44 *PTB must be evaluated by a qualified FAL1. The Final Evaluator's*

- 1 *Verification for a FAL1 trainee must be completed by a qualified*
2 *FAL1.*
- 3 ■ **FWS** – *Follow evaluator qualification requirements listed in the*
4 *FAL1, FAL2, and FAL3 position task books.*
- 5 • **FS** – *Use of the NWCG combined position task book for FAL1, FAL2, and*
6 *FAL3 is not authorized for Forest Service use. Forest Service sawyers will*
7 *continue to use agency specific certification processes outlined in Forest*
8 *Service Manual 2358.*
- 9 ○ *Sawyers shall not use saws outside the limits of their certification or*
10 *qualifications, except during formal evaluation proceedings or under*
11 *the immediate supervision of a higher qualified sawyer.*
- 12 ○ *All sawyers must comply with FS policy and the FSFAQG requirements*
13 *for FAL3, FAL2, or FAL1 to operate a chainsaw or crosscut saw on a*
14 *wildland fire incident. Requirements include:*
- 15 ■ *Possess a current first aid and CPR certification (FSH 6709.11,*
16 *sec 52.3).*
- 17 ■ *Initially complete a Nationally Recognized Sawyer Training*
18 *Course (Wildland Fire Chain Saws, S-212).*
- 19 ■ *Completion of a field proficiency evaluation with appropriate saw*
20 *operator skill level along with restrictions (if any) noted on their*
21 *National Sawyer Certification Card.*
- 22 ○ *The National Sawyer Certification Card is valid for 3 years and is*
23 *subject to review any time prior to expiration. Minimum requirements*
24 *for sawyer training and field proficiency reevaluation include:*
- 25 ■ *Completion of a knowledge refresher (classroom or field) and a*
26 *field proficiency evaluation equivalent to the initial evaluation.*
- 27 ■ *Sawyer Instructors are required to be recertified by instructing at*
28 *least one NRSTC or refresher NRSTC every three years.*
- 29 ○ *FS sawyers may function as evaluators for partner agencies using the*
30 *FAL3 and FAL2 position task book.*
- 31 ○ *Fallers who are certified or recertify after October 1, 2014 will be*
32 *required to be certified in progression (i.e., must be FAL3 to be FAL2).*
33 *However if the initial evaluation is FAL2 the account manager shall*
34 *grant the position competency for FAL3. Those certified initially as*
35 *FAL1 will have position competencies for FAL2 and FAL3 granted.*
- 36 ○ *FS will accept other agency chainsaw certifications on incidents*
37 *occurring on FS lands provided they meet NWCG minimum standards.*
- 38 ○ *FS will accept a transferring employee's faller qualification if it was*
39 *certified following the PMS 310-1 standard.*
- 40 • **BIA** – *Use of FAL1, FAL2 and FAL3 PTBs is mandatory and not up to unit*
41 *discretion.*
- 42 *For final evaluation on FAL3, it will be evaluated by a qualified FAL2.*
43 *For final evaluation on FAL2, it will be evaluated by a qualified FAL1.*
44 *For final evaluation on FAL1, it will be certified by two qualified CRT1.*
45 *For final evaluation on CRT1, it will be certified by two qualified CRT1.*

- 1 ○ *For initial certification of BIA and tribal FAL1 and CRT1 can only be*
- 2 *obtained by attending a BIA sanctioned FAL1/CRT1 course. Operators*
- 3 *should be at a FAL2, before attending a FAL1/CRT1 course. Fitness*
- 4 *level for all positions is considered arduous except for CRT1 which will*
- 5 *be light.*
- 6 ○ *Any BIA personnel who have the qualification of FAL2 or FAL3,*
- 7 *looking to advance to FAL1, will attend a BIA sanctioned FAL1 course*
- 8 *and must receive a certificate of completion from a BIA CRT1 before*
- 9 *opening a FAL1 position task book (PTB).*
- 10 ○ *FAL3 and FAL2 operators only need to complete the NWCG S-212*
- 11 *chainsaw operator training once and maintain currency, thereafter by*
- 12 *simply performing that position in each year of that five year period.*
- 13 ○ *FAL1 and CRT1 operator are required to recertify every 3 years.*

Position Code	Performance Currency	Training Currency	Fitness Level	CPR	First Aid and Bloodborne Pathogens
FAL3	5 years	S-212	Arduous	2 Years	3 Years
FAL2	5 years	S-212	Arduous	2 Years	3 Years
FAL1	3 years	BICFLR	Arduous	2 Years	3 Years
CRT1	3 years	BICFLR	Light	None	None

- 14 ▪ *The FAL1 that needs to be recertified every 3 years may be*
- 15 *recertified through the National BIA FAL1/CRT1 course or can be*
- 16 *recertified by other agencies.*
- 17 ▪ *BIA will accept other agencies FAL1 credentials upon hire. At the*
- 18 *first reasonable opportunity, the FAL1 will take the BIA FAL1*
- 19 *course to standardize their FAL1 training.*
- 20 ▪ *The CRT1 need to be recertified every 3 years through the*
- 21 *National BIA FAL1/CRT1 course, and recertified by 2 CRT1.*
- 22 ○ *Emergency Firefighter (AD) Chainsaw Operators – Chainsaw training*
- 23 *is authorized for AD employees who are required to operate chainsaws*
- 24 *for fire suppression or hazardous fuels reduction project work.*
- 25 *Supervisors of Type 2 and Type 2 IA crews who have employees who*
- 26 *operate chainsaws must have emergency medical response capabilities.*
- 27 *The possession of emergency response capabilities can be fulfilled*
- 28 *through one of the following two options: 1) Crews will minimally*
- 29 *possess one or more individuals who are currently certified to*
- 30 *administer CPR and provide first aid. 2) If the crew does not possess*
- 31 *this capability, other provisions must be made by the supervisor to*
- 32 *provide these services while engaged in chainsaw operations.*

Chapter 14 Firefighting Equipment

3 Introduction

4 The agency wildland fire program equipment resources include engines,
5 dozers, water tenders, and other motorized equipment for fire operations.

6 Policy

7 Each state/region will comply with established standards for training,
8 equipment, communications, organization, and operating procedures required
9 to effectively perform arduous duties in multi-agency environments and
10 various geographic areas.

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

15 Firefighting Engine/Water Tender Common Standards

16 Driving Standard

17 Refer to driving standards in Chapter 7.

- 18 • *BIA* – Refer to Chapter 6 for *BIA Specific Motor Vehicle Policies*. *BIA*
19 *and DOI policy requires all personnel who operate a vehicle with a Gross*
20 *Vehicle Weight (GVW) over 26,000 pounds to have a valid CDL.*

21 Engine/Tactical Water Tender Water Reserve

22 Engine/tactical water tender operators will maintain at least 10 percent of the
23 pumpable capacity of the water tank for emergency engine protection and
24 drafting.

25 Chocks

26 At least one set of wheel chocks will be carried on each engine/water tender
27 and will be properly utilized whenever the engine is parked or left unattended.
28 This includes engine/water tender operation in a stationary mode without a
29 driver “in place.”

30 Fire Extinguisher

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

33 Nonskid Surfaces

34 All surfaces will comply with National Fire Protection Association (NFPA)
35 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 20-25 person first aid kit.

4 **Gross Vehicle Weight (GVW)**

5 Each engine and water tender will have an annually certified weight slip in the
6 vehicle at all times. Weight slip will show individual axle weights and total
7 GVW. Operators of engines and water tenders must ensure that the maximum
8 certified gross vehicle and axle weight ratings are never exceeded, including
9 gear, personnel, and fuel. The NFPA 1906 standard of 250 pounds per seat
10 position for each person and their personal gear will be used to calculate the
11 loaded weight.

- 12 • **FS** – Refer to FSH 7109.19, Chapter 30 for calculation of Rough Road
13 Factor reduction for driving on rough or unsurfaced roads.

14 **Speed Limits**

15 Posted speed limits will not be exceeded.

16 **Lighting**

17 Headlights and taillights shall be illuminated at all times while the vehicle is in
18 motion. All new orders for fire engine apparatus will include an overhead
19 lighting package in accordance with agency standards. Lighting packages will
20 meet NFPA 1906 standards at the time of manufacture. Engines currently in
21 service may be equipped with overhead lighting packages. A red, white, and
22 amber combination is the accepted color scheme for fire.

23 **Emergency Light Use**

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

- 28 • **BLM/NPS** – See agency chapters or policy for specific guidance.
29 • **FWS** – Refer to Service policy 621 FW 1.
30 • **FS** – See FSM 5120, FSM 5130, and FSH 5109.16 for red lights and siren
31 policy.

32 **Fire Equipment Maintenance and Inspections**

33 Apparatus safety and operational inspections will be accomplished either on a
34 post-fire or daily basis. Offices are required to document these inspections.
35 Periodic maintenance (as required by the manufacturer) shall be performed at
36 the intervals recommended and properly documented. All annual inspections
37 will include a pump performance test to ensure the pump/plumbing system is
38 operating at desired specifications (pressure and gallons per minute).

1 **Mobile Attack (Pump and Roll)**

2 Firefighters must be seated and belted within an enclosed cab or walk alongside
 3 the apparatus during mobile attack (pump and roll) operations. Riding, standing
 4 or seated on the exterior of the apparatus is prohibited. Utilization of the NFPA
 5 1906 “on-board pump-and-roll fire-fighting position” if equipped, is not
 6 permitted.

7 **Firefighting Engines**

8 **Operational Procedures**

9 All engines will be equipped, operated, and maintained within guidelines
 10 established by the Department of Transportation (DOT) and regional/state/local
 11 operating plans. All personnel assigned to agency fire engines will meet all
 12 gear weight, cube, and manifest requirements specified in the *National*
 13 *Interagency Mobilization Guide*.

14 **Engine Typing**

15 Engine typing and respective standards have been established by NWCG.

Engine Type	Structure		Wildland Engines				
Components	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 2½"	1200	1000	-	-	-	-	-
1½"	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

16 • **FS** – See <https://www.fs.fed.us/fire/equipment/engine-models/models.html>
 17 for description of Forest Service national engine standards.

1 **Fire Engine Staffing**

2 For Type 4, 5, 6, and 7 engines, minimum staffing is two individuals with a
3 minimum required qualification of FFT2, including an Engine Boss.

- 4 • **FWS** – *Minimum staffing for Type 6 and 7 engines (on Refuge lands) is*
5 *one ENOP and one FFT2. A minimum of one ICT5 must be available on*
6 *the engine crew.*

7 For Type 3 engines, minimum staffing is three individuals, including an Engine
8 Boss.

- 9 • **BLM** – *For BLM engine staffing requirements see Chapter 2.*
10 • **NPS** – *For NPS engine staffing requirements see Chapter 3.*

11 **Engine Inventories**

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

15 **Water Tenders**16 **Water Tender Typing**

17 Water tender typing and respective standards have been established by NWCG.

Water Tender Type <i>Requirements</i>	Support			Tactical	
	<i>S1</i>	<i>S2</i>	<i>S3</i>	<i>T1</i>	<i>T2</i>
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

18 **Water Tender Qualifications and Staffing Standards**19 • **Water Tender (Non-Tactical)**

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

26 • **Water Tender (Tactical)**

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

- 1 ○ Qualifications:
- 2 ▪ *BLM/FWS – ENOP, CDL (tank endorsement)*
- 3 ▪ *FS – FFT1, CDL*
- 4 ○ **Staffing:** Tactical water tenders will carry a minimum crew of two:
- 5 ▪ *BLM/FWS – One ENOP and one FFT2.*
- 6 ▪ *BLM – 668 Super Heavy Tactical Tenders will be staffed with*
- 7 *one engine boss and one engine crewmember.*
- 8 ▪ *FS – One FFT1 and one FFT1/FFT2.*

9 **Dozers/Tractor Plows**

10 **Dozer/Tractor Plow Training and Qualifications**

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

16 **Dozer/Tractor Plow Physical Fitness Standards**

17 All employee dozer/tractor plow operators will meet requirements stated in the
18 *Federal Wildland Fire Qualifications Supplement.*

19 **Dozer/Tractor Plow Operational Procedures**

- 20 • Agency owned and operated dozer/tractor plows will be equipped with
21 programmable two-way radios, configured to allow the operator to monitor
22 radio traffic.
- 23 • Agency and contract dozer/tractor plows will have agency supplied
24 supervision when assigned to any suppression operations.
- 25 • Contract dozers must be provided with radio communications, either
26 through a qualified Heavy Equipment Boss (HEQB) or an agency-supplied
27 radio. Contract dozer/tractor plows will meet the specifications identified
28 in their agreement/contract.
- 29 • Operators of dozer/tractor plows and transport equipment will meet DOT
30 certifications and requirements regarding the use and movement of heavy
31 equipment, including driving limitations, CDL requirements, and pilot car
32 use.

33 **All-Terrain Vehicles (ATV)/Utility Terrain Vehicles (UTV)**

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

- 37 • *BLM/BIA – No ATVs will be used for industrial use OHV operations.*
38 *BLM and BIA personnel will not use ATVs for any wildland fire*
39 *management activity, regardless of incident jurisdiction or project/activity*
40 *location after January 1, 2018.*

- 1 Because of the high risk nature, agencies have developed specific operational
2 policy (refer to current agency policy). ATV/UTV operators will meet the
3 training and certification requirements of their agency; employees certified by
4 their agency will be considered qualified ATV/UTV operators regardless of
5 incident jurisdiction. Common policy requirements for wildland fire operations
6 are highlighted below:
- 7 • A JHA/RA must be completed and approved by the supervisor prior to
8 vehicle operation.
 - 9 • All personnel authorized to operate an ATV/UTV must first complete
10 agency specific or manufacturer-provided training in safe operating
11 procedures and appropriate PPE.
 - 12 • Re-evaluation/Re-certification – Operators shall be re-evaluated every
13 three years. Infrequent users (less than 16 hours of riding a year) shall have
14 a check ride prior to scheduled use of an ATV/UTV.
 - 15 • Specific authorization for ATV/UTV use is required – All ATV/UTV
16 operations must hold a valid Motor Vehicle Operator’s Identification Card,
17 OF-346 or agency equivalent.
 - 18 ○ *BLM/NPS/FWS – Upon completion of agency-specific ATV/UTV*
19 *training and operator certification requirements, All-Terrain Vehicle*
20 *Operator (ATVO) will be placed on the employee’s Incident*
21 *Qualification and Certification (IQCS) Card (Red Card). IQCS*
22 *Certifying Officials are responsible for verifying that ATV/UTV*
23 *operator qualifications are current, and that the ATVO qualification is*
24 *removed from the Red Card if agency-specific training, certification,*
25 *or currency requirements lapse.*
 - 26 ○ *NPS – All Off-Highway Vehicle (OHV) operators (including*
27 *ATV/UTV) must hold a valid state Motor Vehicle Operator’s Permit.*
28 *Operating restrictions identified on the operator’s permit must be*
29 *adhered to while operating an OHV (e.g., use of corrective lenses,*
30 *etc.). NPS ATV operators must be qualified at either the Basic or*
31 *Advanced Level as described in RM-50B depending on the hazard*
32 *potential of the operation. All ATV operators shall be provided*
33 *refresher training each year in accordance with a JHA and*
34 *reevaluated by an ASI Certified Trainer every 3 years. The*
35 *reevaluation shall be documented. RM-50B, Appendix B (ATV*
36 *Operator Accountability/Certification Tracking Record) may be used*
37 *to document the reevaluation. Further information on ATV/UTV use is*
38 *found in RM-50B.*
 - 39 • ATVs can only have a single rider—passengers are prohibited even if
40 ATV is designed for two riders.
 - 41 • UTVs passengers are limited to the number of seats installed by
42 manufacturer. The operator and passenger(s) must use seatbelts while the
43 vehicle is in motion.
 - 44 • Operators must use required PPE while loading/unloading ATV/UTV.

- 1 • Cargo loads shall be loaded and secured as to not affect the vehicle's
- 2 center of gravity, and shall not exceed manufacturer's recommendations
- 3 for maximum carrying capacity; and
- 4 • When transporting external fuel containers with a UTV/ATV, a 5 lb. class
- 5 BC fire extinguisher must be secured to the UTV/ATV.

6 **Required PPE**

7 **ATV Head Protection for Wildland Fire Operations**

- 8 • ATV helmets must be worn at all times during ATV operations (on and off
- 9 the fireline); and
- 10 • ATV helmets must meet Snell Memorial Foundation standards, or DOT
- 11 certification.
 - 12 ○ A $\frac{3}{4}$ face model meeting Snell Memorial Foundation standards
 - 13 certification is acceptable for use.
 - 14 ○ Use of half "shorty" helmets requires a JHA/RA for fireline use and
 - 15 must include justification for its use. Refer to MTDC Tech Tip
 - 16 publication, *A Helmet for ATV Operators with Fireline Duties* (0651-
 - 17 2350-MTDC).

18 **UTV Head Protection for Wildland Fire Operations:**

- 19 • Helmets must meet DOT, ANSI Z90.1; or Snell Memorial Foundation
- 20 standards unless:
 - 21 ○ UTV is used for low speeds and smooth travel surfaces, administrative
 - 22 use (e.g., campgrounds, incident base camps) UTV operators are not
 - 23 required to wear hardhats or helmets; or
 - 24 ○ UTV is equipped with approved Rollover Protection System (ROPS),
 - 25 and:
 - 26 ▪ ***BLM** – A comprehensive and properly prepared RA of the*
 - 27 *specific conditions demonstrates no more than a medium residual*
 - 28 *risk level, then a hard hat meeting NFPA 1977 or ANSI Z 89.1*
 - 29 *standards may be worn with chin straps secured in place under*
 - 30 *chin.*
 - 31 ▪ ***NPS** – Approved helmets are required for UTV operations that*
 - 32 *are rated moderate (amber) or high (red) using the "ORV Risk*
 - 33 *Assessment Tool" included in the NPS Off-Highway Vehicle*
 - 34 *Policy.*
 - 35 ▪ ***FWS** – Per 243 FW 6.6 B.1, a hardhat meeting NFPA 1977 or*
 - 36 *ANSI Z 89.1 standards may be worn with chin straps secured in*
 - 37 *place unless the risk assessment for the operation dictates*
 - 38 *wearing a securely fastened motorcycle helmet.*
 - 39 ▪ ***FS** – UTV Helmet (for fire use) – Helmets must have Snell SA*
 - 40 *certification. Wearing hardhats while driving or riding on a UTV*
 - 41 *is not allowed. Forest Service policy provides no exception to the*
 - 42 *helmet requirement for low speeds, smooth travel surfaces, or*
 - 43 *administrative use (FSH 6709.11, Chapter 10).*

- 1 Eye protection (goggles, face shield, or safety glasses) based upon JHA/RA:
2 • Eye protection is not required for a UTV equipped with an original
3 manufacturer windshield that protects the face from branches, flying
4 debris, etc., unless otherwise required by an associated industrial use
5 activity or JHA/RA.
- 6 If operating ATV/UTV on the fireline, the following are required:
7 • Leather or leather/flame resistant combination gloves. Flight gloves are not
8 approved for fireline use.
9 • National Fire Protection Association (NFPA) 1977 compliant long-sleeved
10 flame resistant shirt.
11 • NFPA 1977 compliant flame resistant trousers.
12 • Wildland fire boots.
13 • Appropriate head protection as described above.
14 ○ **FS** – *Shirt, trousers, and gloves used by USFS personnel must meet*
15 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers),*
16 *6170-5 (gloves), or be NFPA 1977 compliant.*
- 17 ATV/UTV operator shall carry a personal communication device (e.g., two-
18 way radio, cellular phone, or satellite phone).
- 19 All other ATV/UTV specific guidance is found in the respective agency's
20 policy:
21 • **BLM** – *Refer to BLM Manual 1112-1, Chapter 17 Off-Highway Vehicles*
22 *at <http://web.blm.gov/internal/wo-500/directives/dir-hdbk/h1112-1.pdf>.*
23 *Refer to Instruction Memorandum No. FA-IM-2016-022, Procurement and*
24 *Use of All-Terrain Vehicles (ATVs) by the Fire Program. Refer to*
25 *Instruction Memorandum No. WO 2017-014, Transporting Utility Terrain*
26 *Vehicles (UTVs) in Pick-up Trucks.*
27 • **NPS** – *Refer to Reference Manual 50B Occupational Health and Safety,*
28 *Section 6.1 Off-Highway Vehicle Safety at*
29 *<https://www.nps.gov/policy/RM50Bdoclist.htm>.*

30 **Vehicle Cleaning/Invasive Species Prevention**

31 Refer to Chapter 11 for guidance on minimizing potential transmission of
32 invasive species.

33 **Incident Remote Automated Weather Stations**

34 Incident Remote Automated Weather Stations (IRAWS – NFES 5869) are
35 readily deployable, portable weather stations that may be utilized in unprepared
36 locations to monitor local weather conditions. IRAWS are intended for use on
37 or near the fireline or at other all-risk incidents, and are installed and operated
38 as desired by Fire Behavior Analysts (FBAN) and/or Incident Meteorologists
39 (IMET) to record and distribute real time weather data.

1 National resource IRAWS systems are cached at the National Interagency Fire
2 Center (NIFC) and may be ordered through standard equipment resource
3 ordering systems. Following release from an incident, these stations must be
4 returned to the Remote Sensing/Fire Weather Support Unit (RSFWSU) at
5 NIFC for maintenance, recalibration, and redeployment.

6 **Aerial Ignition Devices**

7 Information on types of aerial ignition devices, operational guidelines, and
8 personnel qualifications may be found in the *Interagency Aerial Ignition Guide*
9 (PMS 501) available at <https://www.nwcg.gov/publications/501>.

10 **Ground Ignition Devices and Transporting/Dispensing Fuel**

11 For ground ignition devices, follow the *Interagency Ground Ignition Guide*
12 (PMS 443) for operational guidelines, personnel qualifications, and equipment
13 selection. <https://www.nwcg.gov/publications/443>

14 For transporting and dispensing fuel, follow the *Interagency Transportation*
15 *Guide for Gasoline, Mixed Gas, Drip-Torch Fuel, and Diesel* (PMS 442) found
16 at <https://www.nwcg.gov/publications/442>.

- 17 • **BLM** – *A 10 lb. class BC fire extinguisher is required for UTVs equipped*
18 *with a ground ignition device.*
- 19 • **NPS** – *Follow the Forest Service standard for military style jerrican (UN*
20 *3A1) (Page 8, PMS 442).*
- 21 • **FS** – *Direction is found in FSH 6709.11.*

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Chapter 15 Communications

3 Policy

4 Agency specific policies for radio communications may be found in:

- 5 • Department of Interior, Department Manual, Radio Communications
6 Handbook (377 DM).
- 7 • USDA Forest Service Handbook (FSH) 6609.14 Chapters 10-40 and Forest
8 Service Manual (FSM) 6600 Systems Management Chapter 6640 –
9 Telecommunications.

10 Dispatch Recording Devices

11 Recording of phone calls without all party's prior knowledge and consent is not
12 permitted. Recording of radio traffic is appropriate.

- 13 • *BLM – Radio recording devices will be used by BLM dispatch offices or*
14 *any interagency office dispatching BLM resources.*

15 Cellular/Satellite Phone Communications

16 Cellular/satellite telephones will not be used to communicate tactical or
17 operational traffic unless no other means are available. Cellular/satellite
18 telephones will not be used for flight following in lieu of normal flight following
19 procedures. Telephone communications may be used for logistical purposes.

20 Refer to Chapter 7 for policy regarding use of mobile devices while operating a
21 vehicle.

22 Radio Communications

23 Radio communications provide for the flow of tactical information needed for
24 the command/control and safety of personnel and resources.

25 Radio Contracts

26 Radios used for fire and aviation activities must be approved by the National
27 Interagency Incident Communication Division (NIICD). Information on
28 contracts, software, hardware requirements and approved radios is available at
29 <https://www.nifc.gov/NIICD/documents.html>, or contact your agency
30 Telecommunications Department or the National Interagency Fire Center
31 Communications Duty Officer (NIFC CDO) at (208) 387-5644.

- 32 • *BLM – For information on BLM contracts, software, and hardware*
33 *requirements and approved radios, contact the Branch of Radio Operations*
34 *(FA-350) at (208) 387-5830.*

1 Radio Frequency Management

2 FM frequencies are authorized and assigned by the designated Washington
3 Office frequency manager and managed by the state and local Communications
4 Officers. Frequencies shall not be used without express permission from the
5 local, state, regional, or national level designated frequency management
6 personnel.

7 Daily Operational Frequency Management

8 Frequency assignments for normal daily and initial attack operations are made
9 on a permanent basis and are requested through the normal Radio Frequency
10 Authorization process from the local, state, regional or national level designated
11 frequency management personnel.

12 Air operations initial attack frequencies, both AM and FM, will be assigned by
13 the NIFC CDO. These assignments will be on an interagency basis and
14 coordinated with the Geographic Area Coordination Centers (GACCs).

15 Mutual Aid Frequency Management

16 Mutual aid frequency sharing agreements can be made at the local level.
17 However, mutual-aid frequency sharing agreements are only valid in the specific
18 location where they originated. These agreements do not authorize the use of a
19 shared frequency other than in the specified local area.

20 NIFC national fire frequencies are not to be used for these agreements. The only
21 exception may occur when an agency holds a National Telecommunications
22 Information Agency (NTIA) Radio Frequency Authorization (RFA) for a
23 frequency that is included in the NIFC Channeling Plan. If this occurs,
24 notification and coordination with the NIFC CDO is requested.

25 Incident Frequency Management

26 National level coordination and assignments of incident frequencies is the
27 responsibility of the National Interagency Incident Communications Division
28 (NIICD) and is managed by the NIFC CDO.

29 When communications requirements exceed normal operations, the NIFC CDO
30 may request that GACCs assign a Communication Coordinator (COMC) to
31 facilitate geographic area frequency management. Additional information may
32 be found in the *National Interagency Mobilization Guide*.

- 33 • Frequencies for Type 1 and 2 incidents are assigned by the NIFC CDO and
34 are managed by a qualified Communications Unit Leader (COML). The
35 COML will request, assign, and report all frequencies used on the incident
36 to the NIFC CDO/COMC. This will include the request and assignment of

1 all aircraft frequencies. Frequency use will be documented on the ICS-205
2 Incident Radio Communications Plan and on ICS-220 Air Operation
3 Summary forms. These completed forms will be made available to incident
4 personnel.
5 • Type 3 incidents, or other incidents that do not have an assigned COML,
6 will coordinate and request all frequency and communication equipment
7 needs through the COMC and/or the NIFC CDO.

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

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

- 13 • The NIICD national frequencies are all committed within a specific
14 geographic area;
- 15 • New incidents within a specific complex create a need for additional
16 frequencies;
- 17 • The fire danger rating is extreme and the potential for additional new
18 incidents is high; and/or
- 19 • When there is frequency congestion due to significant numbers of incidents
20 in close proximity.

21 **Aviation Operations Frequency Management**

- 22 • Air-to-Air initial attack – AM frequencies are assigned yearly to the
23 GACCs by the NIFC CDO in coordination with the Federal Aviation
24 Administration (FAA). Once assigned, management of those frequencies is
25 the responsibility of the GACC and may be allocated to zones. Frequencies
26 allocated to zones for initial attack are not to be dedicated for project fire
27 use. If additional frequencies are required, they must be requested from and
28 assigned by the NIFC CDO.
- 29 • Air-to-Ground – FM frequencies will be assigned and coordinated by the
30 NIFC CDO and agency frequency managers.

31 Both AM and FM aviation frequency assignments will be used on an
32 interagency basis and a master record of these assignments is maintained by the
33 NIFC CDO. Updated frequency information is coordinated annually with the
34 GACCs.

35 **Pre-assigned National Frequencies**

36 **National Air Guard Frequency (168.6250 MHz)**

37 A National Interagency Air Guard frequency for aircraft will be used for
38 emergency aviation communications. Continuous monitoring of this frequency
39 in narrowband mode is mandatory by agency dispatch centers. Transmission on
40 this frequency must include the Continuous Tone Coded Squelch System

1 (CTCSS) tone of 110.9 Hz. This frequency must be programmed into the last
2 channel of every group in fire handheld radios.

3 This frequency, 168.6250 MHz is restricted to the following use:

- 4 • Air-to-air emergency contact and coordination;
- 5 • Ground-to-air emergency contact; and
- 6 • Initial call, recall, and re-direction of aircraft when no other contact
7 frequency is available.

8 **National Flight Following Frequency (168.6500 MHz)**

9 The National Flight Following Frequency is used to monitor interagency and
10 contract aircraft. All aircraft on point-to-point or mission flights should
11 establish/terminate flight following, and confirm Automated Flight Following
12 (AFF) on the National Flight Following frequency.

13 All dispatch centers/offices will monitor the national flight following frequency
14 at all times. A CTCSS tone of 110.9 must be placed on the transmitter and
15 receiver of the National Flight Following frequency.

16 The National Flight Following frequency is to be used for flight following,
17 dispatch, or redirection of aircraft. No other use is authorized.

18 **National Interagency Air Tactics Frequencies (166.6750 MHz, 167.9500
19 MHz, 169.1500 MHz, 169.2000 MHz, 170.0000 MHz)**

20 These frequencies are used to support air-to-air or ground-to-air
21 communications on incidents west of the 95th meridian. These frequencies shall
22 be used for air-to-air and ground-to-air communications only. They are not for
23 use as ground tactical operational frequencies.

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

27 These frequencies will be assigned by the NIFC CDO or in coordination with
28 the local unit if a NTIA-RFA is in effect.

29 **National Interagency Airtanker Base Frequency (123.9750 MHz)**

30 This frequency is assigned by the FAA to all airtanker bases (unless otherwise
31 notified) for exclusive use. Use of this frequency is restricted to a radius of 40
32 nautical miles and 10,000 feet MSL from the coordinates of the airtanker base.
33 No other use is authorized.

34 **Smokejumper and Rappel/RADS Air-to-Ground Frequency (168.550 MHz)**

35 BLM and USFS Smokejumpers have been granted exclusive use of primary
36 National air-to-ground tactical frequency 168.550.

1 This frequency is also granted for use, with a separate transmit and receive tone,
2 as a secondary/backup frequency for the BLM and USFS Rappel/Rope Assisted
3 Delivery System (RADS) aerial delivery operations if the local air to ground
4 tactical frequency is being used for initial attack operations and use of that local
5 frequency could cause interference issues.

6 Use of this frequency for other than the delivery of aerial firefighters is
7 prohibited. This frequency must be toned (CTCSS, transmit and receive) for
8 Smokejumper and Rappel/RADS crews to ensure that interference issues are
9 avoided. Smokejumpers will use tone 123.0 and Rappel/RADS crews will use
10 tone 110.9.

11 **Government-wide Area Common User Frequencies (163.1000 MHz,
12 168.3500 MHz)**

13 These frequencies are used on a non-interference basis and are not exclusive to
14 any user. These frequencies are not to be used for air-to-ground operations and
15 are prohibited by DOI and USDA from use as a frequency during operations
16 involving the protection of life and property.

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

19 **National Interagency Fire Tactical Frequencies (168.0500 MHz, 168.200
20 MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)**

21 These frequencies are used to support ground tactical operations (line of sight)
22 on incidents.

23 They are not authorized for:

- 24 • Air-to-air communications;
25 • Air-to-ground communications;
26 • Mobile radios with more than 5 watts output power;
27 • Base stations; or
28 • Repeater frequencies.

29 Permission to use these frequencies requires prior approval from the NIFC CDO
30 (or COMC when mobilized), or when there is an approved radio frequency
31 authorization. Maximum power output is 5 watts.

32 **Incident Radio Support**

33 All National Incident Radio Support Cache (NIRSC) communications
34 equipment will be returned to NIRSC at NIFC immediately after the incident is
35 turned over to the jurisdictional agency.

36 No cache communications equipment shall be moved from one incident to
37 another without being first returned to NIRSC for refurbishment. Unused and

1 red-sealed equipment may be moved, but only upon approval of the NIFC CDO
2 or COMC.

3 **Military Communications on an Incident**

4 Military units assigned to an incident are assigned radios approved for use on
5 incidents. Each battalion is typically assigned 80 handheld radios. Sixteen of
6 these radios are used by military crew liaisons. Intercrew communications
7 within a military unit is provided by the military on their radios using their
8 frequencies. All frequency assignments at the incident will be made by the
9 COML in accordance with the ICS-205.

10 Some military units have aviation VHF-FM radios compatible with civilian
11 systems. Other units must be provided VHF-FM radios prior to dispatch to an
12 incident. Wiring harnesses and radios will be resource ordered by the incident.
13 The resource order will include a request for qualified personnel from NIICD to
14 perform the installation of the equipment. Equipment will not be sent without
15 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.

In addition to the priorities listed in the *National Interagency Mobilization Guide*, Chapter 10 under headings “Total Mobility” and “Priorities”, mobilization of aircraft should be based on optimizing the use of exclusive-use contracted aircraft. Call-when-needed aircraft will be the last ordered and the first released. The exception to this is use for initial action response and capability.

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)

Office of Aviation Services (OAS)

The Office of Aviation Services (OAS) is responsible for the coordination of aviation policy development and maintenance management within the agencies of the Department of the Interior (DOI). The OAS has no operational responsibility. The 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 OAS, and interagency

1 partners. The Fire and Aviation Directorate has the responsibility and authority,
2 after consultation with State Fire Management Officers, for funding and
3 acquisition of all fire aircraft, prioritizing the allocation of BLM aircraft on a
4 Bureau wide basis, and approving State Office requests to acquire supplemental
5 aircraft resources. Refer to *BLM National Aviation Plan and Manual 9400* for
6 aviation policy and guides. Refer to 112 DM 12 for a list of responsibilities.

7 ***National Park Service (NPS)***

8 The Branch of Aviation develops NPS policy, procedures, and standards for all
9 fire and non-fire aviation activities. This includes providing guidance on fire
10 suppression, as well as standardizing aviation programs at the national level,
11 coordinating with OAS and interagency partners. The Branch of Aviation also
12 has responsibility for operational execution of the aviation program. The Branch
13 ensures personnel receive aviation training, provides internal training for fleet
14 pilots, has responsibility for quality assurance and quality control of park
15 aviation programs and provides fiscal analysis to determine numbers and types
16 of aircraft for the bureau.

17 ***Bureau of Indian Affairs (BIA)***

18 The NAO is responsible for supporting all BIA Aviation programs through an
19 active and professional aviation organization that:

- 20 • Develops and coordinates efficient aviation policy and management
21 processes;
- 22 • Provides guidance for aviation programmatic and operational risk
23 management;
- 24 • Leads aviation safety assurance and promotion programs;
- 25 • Provides aircraft acquisition support as specified by Indian Affairs
26 management objectives; and
- 27 • Develops and promotes a skilled aviation management workforce.

28 **National Office – U.S. Department of Agriculture**

29 ***Forest Service (FS)***

30 The FS has responsibility for all aspects of its aviation program, including
31 aviation policy and budget development, aircraft acquisition, pilot
32 standardization, and maintenance management. In addition, the FS has
33 operational responsibility for functional oversight of aviation assets and
34 facilities, accident investigation, and aircraft and pilot inspection.

35 The Assistant Director (AD), Aviation, is responsible to the Director of Fire and
36 Aviation Management for the management and supervision of the National
37 Headquarters Office in Washington DC, and the detached Aviation Unit in
38 Boise. The AD, Aviation provides leadership, support and coordination for
39 national and regional aviation programs and operations. Refer to FSM 5704.22
40 for list of responsibilities.

- 1 The Branch Chief, Aviation Operations reports to the AD, Aviation, and is
2 responsible for national aviation operational management and oversight.
- 3 The Branch Chief, Pilot Standardization reports to the AD, Aviation, and is
4 responsible for pilot and aircrew standardization and approval of agency and
5 contract pilots and aircrew.
- 6 The Branch Chief, Airworthiness reports to the AD, Aviation, and is responsible
7 for national aircraft airworthiness and maintenance program management and
8 oversight.
- 9 The Branch Chief, Aviation Business Operations reports to the AD, Aviation
10 and is responsible for policy maintenance and development, budget
11 development, and planning.
- 12 The Aviation Strategic Planner reports to the AD, Aviation and is responsible
13 for strategic planning and reporting.
- 14 The Branch Chief, Aviation Safety Management Systems reports to the AD,
15 Risk Management and Training, and is responsible for the national aviation
16 safety and risk management program and oversight.

17 **State/Regional Office**

- 18 • **BLM** – *State FMOs are responsible for providing oversight for aircraft*
19 *hosted in their state. State FMOs have the authority and responsibility to*
20 *approve, with National Office concurrence, acquisition of supplemental*
21 *aircraft resources within their state. State FMOs have the authority to*
22 *prioritize the allocation, pre-positioning and movement of all aircraft*
23 *assigned to the BLM within their state. State Offices will coordinate with*
24 *the National Office on movement of their aircraft outside of their State. A*
25 *State Aviation Manager (SAM) is located in each state office. SAMs are*
26 *delegated as the Contracting Officers Representative (COR) for all*
27 *exclusive use aircraft hosted by their state. SAMs implement aviation*
28 *program objectives and directives to support the agency mission and state*
29 *objectives. A state aviation plan is required to outline the state aviation*
30 *program objectives and to identify state-specific policy and procedures.*
- 31 • **NPS** – *A Regional Aviation Manager (RAM) is designated for each Region.*
32 *RAMs oversee the tactical execution of their region’s aviation programs,*
33 *provide technical expertise and aviation safety oversight of the parks in*
34 *their geographic area. RAMs observe regional aviation activities and*
35 *provide liaison with the national Branch of Aviation and other agencies as*
36 *appropriate. A Regional aviation operations and management plan is*
37 *required to outline the Region’s aviation program objectives and to identify*
38 *Region-specific policy and procedures.*
- 39 • **FWS** – *A Regional Aviation Manager (RAM) is designated for each Region.*
40 *RAMs implement aviation program objectives and directives to support the*

- 1 agency mission and Region objectives. Several Regions have additional
2 support staff, and/or pilots assigned to support aircraft operations and to
3 provide technical expertise. A Regional aviation operations and
4 management plan is required to outline the Region's aviation program
5 objectives and to identify Region-specific policy and procedures.
- 6 • **FS** – Regional Aviation Officers (RAOs) are responsible for directing and
7 managing Regional aviation programs in accordance with the National and
8 Regional Aviation Management Plans, and applicable agency policy
9 direction. (Refer to FSM 5700 and FSH 5709.16 for list of responsibilities).
10 RAOs report to Director of Fire and Aviation for their specific Region.
11 Regional Aviation Safety Managers (RASMs) are responsible for aviation
12 safety in their respective Regions, and work closely with the RAO to ensure
13 aviation safety is an organizational priority (refer to FSM 5700 and FSH
14 5709.16 for list of responsibilities). Most Regions have additional aviation
15 technical specialists and pilots who help manage and oversee the Regional
16 aviation programs. Most Regions also have Aviation Maintenance
17 Inspectors, Fixed-wing Program Managers, Helicopter Program Managers,
18 Helicopter Operations Specialists, Inspector Pilots, etc.
 - 19 • **BIA** –
 - 20 ○ Provides oversight and approval of the acquisition and use of BIA
21 aircraft within their region;
 - 22 ○ Has the authority to prioritize the allocation, reallocation, pre-
23 positioning and movement of all aircraft assigned to the BIA within
24 their region. All movements will be coordinated with the NAO;
 - 25 ○ Manages and provides oversight of all BIA aircraft assigned to the
26 region;
 - 27 ○ Coordinates with Agencies, Geographical Coordination centers, NAO
28 aircraft coordinators on aviation resources assigned to their region;
 - 29 ○ Ensures all region assigned aviation resources are effectively utilized
30 as efficient BIA resources;
 - 31 ○ Delegates or designates the RAM, who ensures appropriate aviation
32 roles and positions are filled by qualified personnel;
 - 33 ○ Ensures all aviation employees meet DOI and BIA training
34 requirements; and
 - 35 ○ Ensures Inter-agency Agreement (IAA) between region and Office of
36 Aviation Services (OAS) Acquisition Services Directorate (ASD) is
37 valid and in force. Coordinate modifications to IAA as projects and
38 missions dictate.

40 **Local Office**

41 Some areas have interagency aviation programs that utilize an Aviation Manager
42 for multiple units. Duties are similar as other local level managers.

- 43 • **BLM** – Unit Aviation Managers (UAMs) serve as the focal point for the
44 Unit Aviation Program by providing technical expertise and management of
45 aviation resources to support Field Office/District programs. Field/District

- 1 *Offices are responsible for hosting, supporting, providing daily*
2 *management, and dispatching all aircraft assigned to their unit.*
3 *Field/District Offices have the authority to request additional resources; to*
4 *establish priorities, and make assignments for all aircraft assigned to the*
5 *BLM within their unit or zone.*
- 6 • **NPS** – *Unit or Park Aviation Managers have the responsibility to provide*
7 *aviation expertise and management of aviation resources at each park unit.*
8 *Organizational responsibility refer to DO-60, RM-60.*
 - 9 • **FS** – *Unit Aviation Officers (UAOs)/Forest Aviation Officers (FAOs) have*
10 *the responsibility for aviation activities at the local level, including aviation*
11 *mission planning, risk management and safety, supervision, and evaluation.*
12 *UAOs/FAOs assist Line Officers with risk assessment/management and cost*
13 *analysis. Refer to FSM 5700 Zero Code for a list of responsibilities.*
 - 14 • **BIA** – *The AAM/UAM manages the unit aviation program by providing*
15 *technical and management direction of aviation resources to support*
16 *Agency programs. The AAM/UAM has functional responsibility in the*
17 *following areas:*
 - 18 ○ *The AAM/UAM is authorized to provide for daily management of all*
19 *aviation resources;*
 - 20 ○ *Ensures Agency flight compliance with USDI/BIA/Region and Agency*
21 *policies and regulations;*
 - 22 ○ *Develop and implement the Agency/Unit aviation management plan, as*
23 *well as specific operating plans for other aviation programs (i.e.,*
24 *Helitack, SEAT, and aerial supervision);*
 - 25 ○ *Ensures completion of the Project Aviation Safety Plan (PASP) with*
26 *appropriate approvals/briefing of Line Officer;*
 - 27 ○ *Ensures that appropriate training is provided to aviation users and*
28 *supervisors. Monitors aviation training compliance for the*
29 *Agency/Unit;*
 - 30 ○ *Designates and assigns an alternate aviation manager when needed;*
 - 31 ○ *Ensures that visiting aircrews have received flight crew*
32 *briefing/aviation orientation and guides;*
 - 33 ○ *Confirms DOI/BIA/OMB requirements are met and completes the cost*
34 *analysis requirements and schedules the flight with a qualified vendor;*
 - 35 ○ *Ensures the accuracy of the Aircraft Use Report. Processes and*
36 *maintains copies and records documenting the flight as required by the*
37 *DOI manual;*
 - 38 ○ *Confirms that a qualified Flight Manager is assigned to all*
39 *project/resource flights;*
 - 40 ○ *Is responsible for the distribution and use of the Aviation Boundary*
41 *Plan/Checklist if one is in place;*
 - 42 ○ *Ensures Agency/Unit Aviation Security Plan is current and*
43 *implemented in accordance with DOI policy;*
 - 44 ○ *May serve as the COR for BIA exclusive use aircraft on their*
45 *Agency/Unit if aircraft manager is not current or qualified as such;*

- 1 ○ *Authorized to order approved aircraft utilizing agency procurement*
- 2 *documents and procedures. Also establish priorities and allocate all*
- 3 *aircraft assigned to the BIA within their unit or zone; and*
- 4 ○ *Maintains an up to date aviation reference library with all applicable*
- 5 *aviation policy and procedural references.*

6 **Aviation Information Resources**

7 Aviation reference guides and aids for agency aviation management are listed
8 for policy, guidance, and specific procedural requirements.

- 9 • **BLM** – *9400 Manual Appendix 1, National Aviation Plan (NAP) and*
10 *applicable aviation guides as referenced in the NAP.*
- 11 • **NPS** – *RM-60 Aviation Management Reference Manual, IHOG, and IASG.*
- 12 • **FWS** – *Service Manual 330-339, Aviation Management and IHOG.*
- 13 • **FS** – *FSM 5700, FSH 5709.16 and applicable aviation guides when*
14 *approved by the agency and referenced in policy.*
- 15 • **BIA** – *BIA National Aviation Plan (NAP) and applicable aviation guides as*
16 *referenced in the NAP.*

17 Safety alerts, operational alerts, instruction memoranda, information bulletins,
18 incident reports, and other guidance or information are issued as needed.

19 An up-to-date library with aviation policy and procedural references will be
20 maintained at all permanent aviation bases, dispatch, and aviation management
21 offices.

22 **Aviation Safety**

23 The FS, BLM, and BIA have adopted Safety Management Systems (SMS) as the
24 foundation for the aviation safety program. The four pillars of SMS are Safety
25 Policy, Safety Risk Management, Safety Assurance, and Safety Promotion. SMS
26 is the standard for aviation safety set by the International Civil Aviation
27 Organization (ICAO) and the Federal Aviation Administration (FAA).

28 SMS focuses on:

- 29 • Emphasis on proactive risk management;
- 30 • Promotes a “Just” culture;
- 31 • Addresses systemic safety concerns;
- 32 • Holds the organization accountable;
- 33 • Identifies “What” so we can manage the manageable; and
- 34 • Communicates the “Why” so the culture can learn from mistakes.

35 The intent of SMS is to improve the aviation culture by increasing hazard
36 identification, reduce risk-taking behavior, learn from mistakes, and correct
37 procedures before a mishap occurs rather than after the accident. More
38 information on SMS is available at the Wildland Fire Lessons Learned Center

1 under the Lessons Learned link at www.wildfirelessons.net. Additionally, the
2 current approved US Forest Service Aviation SMS Guide is available at
3 www.fs.fed.us/fire/av_safety/.

4 **Risk Assessment and Risk Management**

5 The use of risk management will help to ensure a safe and successful operation.
6 Risk is the probability that an event will occur. Assessing risk identifies the
7 hazard, the associated risk, and places the hazard in relationship to the mission.
8 A decision to conduct a mission requires weighing the risk against the benefit of
9 the mission and deciding whether the risks are acceptable.

10 Aviation missions always have some degree of risk. The four sources of hazards
11 are methods, medium, man, and machine. Managing risk is a 5-step process:

- 12 1. Identify hazards associated with all specified and implied tasks for the
13 mission.
 - 14 2. Assess hazards to determine potential of occurrence and severity of
15 consequences.
 - 16 3. Develop controls to mitigate or remove risk, and make decisions based on
17 accepting the least risk for the best benefit.
 - 18 4. Implement controls – (1) education controls, (2) physical controls, and (3)
19 avoidance controls.
 - 20 5. Supervise and Evaluate – enforce standards and continuously re-evaluate
21 their effectiveness in reducing or removing risk. Ensure that controls are
22 communicated, implemented, and enforced.
- 23 • **FS** – *FSM 5700. Employees shall use an operational risk management*
24 *process to evaluate the risk and hazards prior to every flight.*

25 **How to Properly Refuse Risk (Aviation)**

26 Every individual (government and contracted employees) has the right and
27 obligation to report safety problems affecting his or her safety and has the right
28 to contribute ideas to correct the hazard. In return, supervisors are expected to
29 give these concerns and ideas serious consideration. When an individual feels an
30 assignment is unsafe, he or she also has the obligation to identify, to the degree
31 possible, safe alternatives for completing that assignment. Turning down an
32 assignment is one possible outcome of managing risk.

33 A “turn down” is a situation where an individual has determined he or she
34 cannot undertake an assignment as given and is unable to negotiate an
35 alternative solution. The turn down of an assignment must be based on
36 assessment of risks and the ability of the individual or organization to control or
37 mitigate those risks. Individuals may turn down an assignment because of safety
38 reasons when:

- 39 • There is a violation of regulated safe aviation practices;
- 40 • Environmental conditions make the work unsafe; or
- 41 • They lack the necessary qualifications or experience.

- 1 Individuals will directly inform their supervisor that they are turning down the
2 assignment as given. The most appropriate means of documented turn down
3 criteria is using the Aviation Watch Out Situations (*IRPG*).
- 4 Supervisors will notify the Air Operations Branch Director (AOBD) or unit
5 aviation leadership immediately upon being informed of a turn down. If there is
6 no AOBD, notification shall go to the appropriate Section Chief, the Incident
7 Commander or local fire and aviation staff. Proper handling of turn downs
8 provides accountability for decisions and initiates communication of safety
9 concerns within the incident organization.
- 10 If the assignment has been turned down previously and the supervisor asks
11 another resource to perform the assignment, he or she is responsible to inform
12 the new resource that the assignment had been turned down and the reasons
13 why. Furthermore, personnel need to realize that a “turn down” does not stop the
14 completion of the assigned operation. The “turn down” protocol is an integral
15 element that improves the effective management of risk, for it provides timely
16 identification of hazards within the chain of command, raises risk awareness for
17 both leaders and subordinates, and promotes accountability.
- 18 If an unresolved safety hazard exists the individual needs to communicate the
19 issue/event/concern immediately to his or her supervisor and document as
20 appropriate.

21 **Aviation Safety Support**

22 **Aviation Safety and Technical Assistance Team (ASAT)**

23 During high levels of aviation activity, it is advisable to request an Aviation
24 Safety Assistance Team (ASAT). An ASAT’s purpose is to enhance risk
25 management, efficiency, effectiveness, and provide technical assistance while
26 reviewing aviation operations. If an ASAT cannot be filled internally, the
27 request may be placed with NICC through established ordering channels using
28 individual overhead requests. An ASAT should operate under a Delegation of
29 Authority from the appropriate State/Regional Aviation Manager(s) or Multi
30 Agency Coordinating Group. Formal written reports shall be provided to
31 appropriate manager(s) as outlined at the in-brief. A team should be developed
32 to fit the need of the requesting unit and may consist of the following:

- 33 • Aviation Safety Manager;
- 34 • Operations Specialist (helicopter and/or fixed wing);
- 35 • Pilot Inspector;
- 36 • Maintenance Inspector;
- 37 • Avionics Inspector (optional); and
- 38 • Aircraft Dispatcher (optional).

1 Aviation Safety Briefing

2 Every passenger must receive a briefing prior to each flight. The briefing is the
3 responsibility of the Pilot in Command (PIC) but may be conducted by the pilot,
4 flight manager, helicopter manager, fixed-wing base manager, or an individual
5 with the required training to conduct an aviation safety briefing. The pilot
6 should also receive a mission briefing from the government aircraft manager.
7 Refer to the *IRPG* and *IHOG* Chapter 10.

8 Aviation Hazard

9 An aviation hazard is any condition, act, or circumstance that compromises the
10 safety of personnel engaged in aviation operations. Pilots, flight crew personnel,
11 aviation managers, incident air operations personnel, and passengers are
12 responsible for hazard identification and mitigation. Aviation hazards may
13 include but are not limited to the following:

- 14 • Deviations from policy, procedures, regulations, and instructions;
- 15 • Improper hazardous materials handling and/or transport;
- 16 • Airspace conflicts/flight following deviation;
- 17 • Deviation from planned operations;
- 18 • Failure to utilize PPE or Aviation Life Support Equipment (ALSE);
- 19 • Failure to meet qualification standards or training requirement;
- 20 • Extreme environmental conditions;
- 21 • Improper ground operations;
- 22 • Improper pilot procedures;
- 23 • Fuel contamination; and
- 24 • Unsafe actions by pilot, air crew, passengers, or support personnel.

25 Aviation hazards also exist in the form of wires, low-flying aircraft, and
26 obstacles protruding beyond normal surface features. Each office will post,
27 maintain, and annually update a “Known Aerial Hazard Map” for the local
28 geographic area where aircraft are operated, regardless of agency jurisdiction.
29 This map will be posted and used to brief flight crews. Unit Aviation Managers
30 are responsible for ensuring the development and updating of Known Aerial
31 Hazard Maps (IHOG).

32 Aerial Applications of Wildland Fire Chemical Safety

33 Chapter 12 contains information concerning the aerial application of wildland
34 fire chemicals.

35 SAFECOM

36 The DOI and the FS have an incident/hazard reporting form called The Aviation
37 Safety Communiqué (SAFECOM). The database, available at
38 <https://www.safecom.gov/>, fulfills the Aviation Mishap Information System
39 (AMIS) requirements for aviation mishap reporting for the DOI agencies and the
40 FS. Categories of reports include: Accidents, Airspace, Hazards, Incidents,

1 Maintenance, Mishap Prevention, and Kudos. The system uses the SAFECOM
2 Form OAS-34 or FS-5700-14 to report any condition, observation, act,
3 maintenance problem, or circumstance with personnel or aircraft that has the
4 potential to cause an aviation-related mishap. The SAFECOM system is not
5 intended for initiating punitive actions. Submitting a SAFECOM is not a
6 substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to
7 identify, document, track, and correct safety related issues. A SAFECOM does
8 not replace the requirement for initiating an accident or incident report.

9 Any individual (including vendors/cooperators) with knowledge of an
10 incident/hazard should complete a SAFECOM. The SAFECOM form, including
11 attachments and pictures, should be entered directly on the internet at
12 <https://www.safecom.gov/> or faxed to the Department of the Interior's Office of
13 Aviation Services, Aviation Safety (208) 433-5069 or to the FS at (208) 387-
14 5735 ATTN: SAFETY. Electronic cc copies are automatically forwarded to the
15 National, Regional, State, and Unit Aviation Managers.

16 The agency with operational control of the aircraft at the time of the
17 hazard/incident/accident is responsible for completing the SAFECOM and
18 submitting it through agency channels.

19 **Aircraft Incidents/Accidents**

20 Notification to the FS or OAS and DOI agency Aviation Safety Managers is
21 required for any aircraft mishap involving damage or injury. Use the hotline
22 (888) 464-7427 or the most expeditious means possible. Initiate the appropriate
23 unit Aviation Mishap Response Plan.

24 **Low-level Flight Operations**

25 The only fixed-wing aircraft missions authorized for low-level fire operations
26 are:

- 27 • Smokejumper/Para-cargo;
- 28 • Aerial Supervision Module (ASM) and Lead operations; and
- 29 • Retardant, water, and foam application.

30 **Operational Procedures**

- 31 • A high-level recon will be made prior to low-level flight operations.
- 32 • All flights below 500 feet will be contained to the area of operation.
- 33 • PPE is required for all fixed-wing, low-level flights. Helmets are not
34 required for multi-engine airtanker crews, smokejumper pilots, and
35 Leadplane/ASM flight/aircrew members.

1 Congested Area Flight Operations

2 Airtankers can drop retardant in congested areas under DOI authority given in
3 *14 CFR Part 137*.

4 FS authority is granted under exemption 392, from *14 CFR Part 91.119* as
5 referenced in *FSM 5714*. When such operations are necessary, they may be
6 authorized subject to these limitations:

- 7 • Airtanker operations in congested areas may be conducted at the request of
8 the city, rural fire department, county, state, or federal fire suppression
9 agency;
- 10 • An ASM/Lead/ATCO is ordered to coordinate aerial operations;
- 11 • The air traffic control facility responsible for the airspace is notified prior to
12 or as soon as possible after the beginning of the operation;
- 13 • A positive communication link must be established between the ASM or
14 Lead/ATCO, airtanker pilot(s), and the responsible fire suppression agency
15 official; and
- 16 • The IC for the responsible fire agency or designee will advise the
17 ASM/Leadplane/airtanker that all non-essential people and movable
18 property have been cleared prior to commencing retardant drops.

19 Unmanned Aircraft Systems

20 Unmanned Aircraft Systems (UAS) or drone operation by individuals and
21 organizations must be authorized by the FAA under Part 107 or comply with the
22 *Special Rule for Model Aircraft* (Section 336 of P.L. 112-95). Information is
23 available online at www.faa.gov/uas. Individuals who are determined to have
24 interfered with wildland fire operations may be subject to civil penalties and
25 potentially criminal prosecution.

26 When UAS are flown for USFS/DOI work or benefit, Federal Aviation
27 Administration (FAA), USFS, and DOI regulations apply.

28 Units wishing to utilize UAS must have a plan in place for how they are going to
29 collect, process, and disseminate data gathered by a UAS.

30 Consult with your Unit Aviation Officer or the Regional/State aviation staff to
31 assist in selecting and ordering the aircraft best suited for the mission.

32 The following minimum standards apply:

- 33 • All aircraft (to include UAS) purchase, lease, or acquisition **must** follow
34 agency procurement policy and procedures.
- 35 • All aircraft and pilots employed by the USFS or DOI agencies **shall** be
36 approved. Federal use of cooperator agency UAS may be authorized by a
37 Cooperator Aircraft Letter of Approval.

- 1 • UAS flights under USFS operational control **must** adhere to USFS policy
2 and regulations regarding their use. Guidance can be found in FSM 5713.7,
3 the USFS National Aviation Safety and Management Plan and at
4 <https://www.fs.fed.us/science-technology/fire/unmanned-aircraft-systems>.
- 5 • UAS flights under DOI operational control **must** adhere to DOI policy and
6 regulations regarding their use. Guidance can be found in 350-353
7 Departmental Manuals and Operational Memorandum 11 at
8 https://www.doi.gov/sites/doi.gov/files/uploads/opm-11_08102016.pdf.
- 9 • All government agency use or takeoff and landing on federal land of UAS
10 **requires** prior notifications and approval. Some agencies have issued
11 internal direction regarding UAS use. Agency aviation managers must be
12 consulted prior to commencing UAS operations to ensure compliance with
13 individual agency policy that may be more stringent than FAA
14 requirements. A Project Aviation Safety Plan (PASP) or agency approved
15 operations plan/risk assessment is required for all missions or projects, to
16 include UAS missions on fires.
- 17 • All government and commercial applications **require** an FAA “Certificate
18 of Waiver or Authorization” (COA) which specifies the time, location, and
19 operating parameters for flying the UAS. A COA also requires the
20 requesting agency to certify the airworthiness of the proposed aircraft and
21 definition of the standards used to make that determination. For federal
22 fires, the DOI or USFS would be the lead agency for obtaining a COA
23 depending on the jurisdiction of the fire. In the event of a multi-jurisdiction
24 incident the DOI UAS Division Chief, the USFS UAS Program Manager, or
25 State or local representative will determine who should obtain the COA.
- 26 • Incident Management Teams **must** work with the agency administrator
27 prior to use of UAS. A modification to the Delegation of Authority should
28 be considered.
- 29 • Personally owned UAS or model aircraft **may not** be used by federal
30 agencies or their employees for interagency fire use.

31 **Key Points**

- 32 • An emergency COA can only be issued by the FAA if the proponent
33 already has an existing COA. The request must be accompanied with a
34 justification that there is eminent potential for loss of life, property, or
35 critical infrastructure, or enhances the safety of personnel.
- 36 • Cooperators, pilot associations and volunteer aviation groups or individuals
37 may offer to fly unmanned aviation missions (e.g., aerial surveys, fire
38 reconnaissance, infrared missions) at no charge to the IMTs. Although these
39 offers seem very attractive, we cannot accept these services unless they
40 meet FAA, USFS and/or DOI policy.
- 41 • The use of any UAS (including model or remote controlled aircraft) with or
42 without compensation is considered a “commercial” operation per the FAA.
43 The FAA has established guidelines for hobbyists who fly model and
44 remote controlled aircraft via Advisory Circular 91-57. Model aircraft are to

- 1 be flown only for recreation or hobby purposes. Agency specific
2 information can be found at:
- 3 ○ **FAA** – <https://www.faa.gov/uas>
 - 4 ○ **DOI** – <https://www.doi.gov/aviation/uas>
 - 5 ○ **FS** – <https://fsweb.wo.fs.fed.us/fire/fam/aviation/uas/uasflights.htm>

6 **Airspace Coordination**

7 The Interagency Airspace Program is an aviation safety program designed to
8 enhance aviation safety and reduce the risk of a mid-air collision. Guidance for
9 this program is found in the Interagency Airspace Coordination Guide (IACG),
10 which has been adopted as policy by the DOI and FS. Additional guidance may
11 be found in the *National Interagency Mobilization Guide* and supplemented by
12 local Mobilization Guides.

- 13 • **FS** – Refer to *FSM 5709.16 Chapter 3*.

14 Some BLM, BIA, state and FS units have Memorandums of Understanding
15 (MOUs) with local military airspace authorities for airspace coordination.
16 Briefings from Unit Aviation Managers/Officers (UAM/UAO) are crucial to
17 ensure that any local airspace information is coordinated before flight.

18 All firefighting aircraft are required to have operative transponders and will use
19 a national firefighting transponder code of 1255 when engaged in, or traveling
20 to, firefighting operations (excluding ferry flights), unless given a discrete code
21 by Air Traffic Control (ATC).

22 Additional coordination information can be found by contacting:

- 23 • **BLM** – State Aviation Managers, National Airspace Program Manager
- 24 • **NPS** – Regional Aviation Managers
- 25 • **FWS** – National Aviation Safety and Operations
- 26 • **FS** – Regional Aviation Officers, National Airspace Program Manager
- 27 • **BIA** – Regional Aviation Managers

28 **Flight Request and Approval**

- 29 • **NPS** – Reference *RM 60, Appendix 3 and 4*.
- 30 • **FS** – Refer to *FSM 5709.16, Chapter 30 for all flights*.

31 **Point-to-Point Flights**

32 A “Point-to-point” flight is one that originates at one developed airport or
33 permanent helibase and flies directly to another developed airport or permanent
34 helibase with the sole purpose of transporting personnel or cargo (this term does
35 not apply to flights with a scheduled air carrier on a seat fare basis). These types
36 of flights are often referred to as “administrative” flights and only require the
37 aircraft and pilot to be carded and approved for point-to-point flight. A point-to-
38 point flight is conducted higher than 500 feet above ground level (AGL).

1 Agency policy requires designating a Flight Manager for point-to-point flights
2 transporting personnel. The Flight Manager is a government employee that is
3 responsible for coordinating, managing, and supervising flight operations. The
4 Flight Manager is not required to be on board for most flights. For those flights
5 that have multiple legs or are complex in nature a Flight Manager should attend
6 the entire flight. The Flight Manager will meet the qualification standard for the
7 level of mission assigned as set forth in the *Interagency Aviation Training Guide*
8 (IAT).

- 9 • **BLM** – Reference the *BLM National Aviation Plan, Chapter 3*, available at
10 <https://www.blm.gov/nifc/st/en/prog/fire/Aviation/avlibrary.html>.
- 11 • **NPS** – Reference *RM-60, Appendix 3* for agency specific policy.
- 12 • **FS** – Refer to *FSM 5709.16 Chapter 30* and the *Forest Service*
13 *Administrative Use of Aircraft Desk Reference*.
- 14 • **BIA** – Reference the *BIA National Aviation Plan*.

15 **Mission Flights**

16 Mission flights are defined as flights not meeting the definition of point-to-point
17 flight. A mission flight requires work to be performed in the air (retardant or
18 water delivery, fire reconnaissance, smokejumper delivery), or through a
19 combination of ground and aerial work (delivery of personnel and/or cargo from
20 helibases to helispots or unimproved landing sites, rappelling or cargo let-down,
21 horse herding).

- 22 • PPE is required for any fixed wing mission flight conducted below
23 500' AGL. Flight helmets are not required for multi-engine airtanker crews,
24 smokejumper pilots and Leadplane/ASM flight/aircrew members.
- 25 • Required attire for ATGS and fire reconnaissance are:
 - 26 ○ Leather shoes or boots; and
 - 27 ○ Natural fiber shirt, full length cotton or nomex pants, or flight suit.
- 28 • The use of full PPE is required for all helicopter flights (point to point and
29 mission) and associated ground operations. The specific items to be worn
30 are dependent on the type of flight, the function an individual is performing,
31 or the ground operation being conducted. Refer to the tables in Chapter 9 of
32 the *IHOG* for specific requirements.
- 33 • All personnel will meet training and qualification standards required for the
34 mission.
- 35 • Agency FM radio capability is required for all mission flights.
- 36 • All passengers must be authorized and all personnel onboard must be
37 essential to the mission.
 - 38 ○ **FS** – *Special Use Mission Flight is any flight that is not point-to-point.*
39 *Special use mission flights require special pilot endorsements, flight*
40 *evaluations, training, and/or specialized aircraft equipment. For all*
41 *special use mission flights, all pilots and aircraft must be specifically*
42 *approved in writing for that flight.*

- 1 Mission flights for fixed-wing aircraft include but are not limited to the
2 following:
- 3 • Water or retardant application;
 - 4 • Parachute delivery of personnel or cargo;
 - 5 • Leadplane/ASM/Airtanker operations;
 - 6 • Takeoff or landing requiring special techniques due to hazardous terrain,
7 obstacles, or surface conditions; and
 - 8 • Aerial Supervision.

- 9 Mission helicopter flights include but are not limited to the following:
- 10 • Flights conducted within 500 feet AGL;
 - 11 • Water or retardant application;
 - 12 • Helicopter coordinator and ATGS operations;
 - 13 • Aerial ignition activities;
 - 14 • External load operations;
 - 15 • Rappelling;
 - 16 • Takeoff or landing requiring special techniques due to hazardous terrain,
17 obstacles, pinnacles, or surface conditions;
 - 18 • Free-fall cargo;
 - 19 • Fire reconnaissance;
 - 20 • Short-haul operations; and
 - 21 • Night helicopter operations.

22 **Flight-Following All Aircraft**

- 23 Flight-Following is mandatory for all flights. Refer to the *National Interagency*
24 *Mobilization Guide* for specific direction.
- 25 • Agency FM radio capability is required for all mission flights.
 - 26 • For mission flights, there are two types of Agency Flight Following:
27 Automated Flight Following (AFF) and radio check-in. AFF is the preferred
28 method of agency flight following. If the aircraft and flight following office
29 have AFF capability, it shall be utilized. Periodic radio transmissions are
30 acceptable when utilizing AFF. Reference the AFF procedures section of
31 the *National Interagency Mobilization Guide* for more information.
 - 32 • All dispatch centers designated for fire support shall have the ability to
33 monitor AFF as well as the capability to transmit and receive “National
34 Flight Following” and “Air Guard.”
 - 35 • If AFF becomes inoperable the aircraft will normally remain available for
36 service, utilizing radio/voice system for flight following. Each occurrence
37 must be evaluated individually and decided by the COR/CO.
 - 38 • Helicopters conducting Mission Flights shall check-in prior to and
39 immediately after each takeoff/landing per IHOG 4.II.E.2.

1 Sterile Cockpit All Aircraft

2 Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew
3 will not perform radio or cockpit communication during that time that is not
4 directly related to safe flight of the aircraft from taxi to 5 miles out and from 5
5 miles out until clearing the active runway. This would consist of reading
6 checklists, communication with Air Traffic Control (ATC), Flight Service
7 Stations, Unicom, or other aircraft with the intent of ensuring separation or
8 complying with ATC requirements. Communications by passengers or air crew
9 members can be accomplished when the audio panels can be isolated and do not
10 interfere with flight operations of the flight crew.

11 **Exception:** When conducting firefighting missions within 5 miles of an
12 uncontrolled airport, maintain sterile cockpit until departing the traffic pattern
13 and reaching final altitude. Monitor CTAF frequency if feasible while engaged
14 in firefighting activities. Monitor CTAF as soon as practical upon leaving the
15 fire and returning to the uncontrolled airport. When conducting firefighting
16 missions within Class B, C, or D airspace, notify dispatch that ATC
17 communications will have priority over dispatch communications.

18 Interagency Interim Flight and Duty Limitations/Aviation Stand Downs

19 Aviation stand downs are a means to find time, in an otherwise demanding flight
20 schedule, to reflect on core aviation safety values. In this context, aviation stand
21 downs refer to an administrative decision to keep tactical aviation resources on
22 the ground through all or part of their normal duty day or days.

23 Interim flight and duty limitations are a method to manage pilot and crew
24 fatigue by reducing the length of the duty day or increasing the number of days
25 off in the normal duty day cycle. During extended periods of high flight activity,
26 fatigue must be mitigated by fire and aviation managers.

27 Aviation stand downs and interim flight and duty day limitations can be
28 implemented at the Geographic Area or National level. In either case, the
29 procedure for implementation is the same. Requests for implementation of flight
30 and duty limitations, or proposed stand down parameters, will be made through
31 the National Aviation Office through which it originated.

32 Decisions and procedures for implementation will be made on a coordinated,
33 interagency basis, involving the GACC, NICC, and National Aviation
34 Representatives at NIFC and Aviation Contracting Officers. Details of the
35 proposal will be formalized and coordinated with other affected agencies and
36 implemented through the National Multi-Agency Coordinating Group (NMAC).

1 Interim Flight and Duty Limitations Implementation

2 During extended periods of a high level of flight activity or maximum 14-hour
3 days, fatigue factors must be taken into consideration by Fire and Aviation
4 Managers. Phase 2 and/or Phase 3 Duty Limitations will be implemented for
5 specific geographic area's aviation resources. The minimum scope of operation
6 should be by geographic area; e.g., Northwest, Great Basin.

7 Phase 1 – Standard Flight and Duty Limitations (Abbreviated Summary)

- 8 • 14-hour maximum duty day;
- 9 • 8 hours maximum daily flight time for mission flights;
- 10 • 10 hours for point-to-point, with a 2 pilot crew;
- 11 • Maximum cumulative flight hours of 36 hours, up to 42 hours in 6 days;
- 12 and
- 13 • Minimum of 10 hours uninterrupted time off (rest) between duty periods.

14 This does not diminish the authority or obligation of any individual COR
15 (Contracting Officer Representative) or Aviation Manager to impose shorter
16 duty days or additional days off at any time for any flight/maintenance crew
17 members for fatigue. This authority is currently provided for in agency direction
18 and contract specifications. Aviation managers should consider the following
19 actions:

- 20 • Any tactical aircraft flight crew member (airtanker, helicopter,
21 ASM/leadplane, SEAT or air attack) may request an additional day off in
22 conjunction with their normally scheduled day(s) off.
- 23 • The additional day off may be granted when requested. Flight crews are
24 encouraged to honestly assess their fatigue level and request an additional
25 day off if they believe it is needed.
- 26 • Aircraft availability will be paid when this occurs regardless of whether a
27 relief crew is provided or not.
- 28 • When an additional day off is granted, document this in the remarks section
29 of the aircraft payment document.
- 30 • In order to assure sufficient coverage, additional days off will need to be
31 coordinated within the currently assigned GACC and communicated to
32 national aviation managers. Coordinate with your aviation managers,
33 contracting officers and dispatch organizations to implement these actions.

34 Phase 2 – Interim Duty Limitations

35 When Phase 2 is activated, pilots shall adhere to the flight and day-off
36 limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

37 Each flight crew member shall be given an additional day off each 14-day
38 period. Crews on a 12-and-2 schedule shall have 3 consecutive days off (11-and-
39 3). Flight crews on 6-and-1 schedules shall work an alternating weekly schedule
40 of 5 days on, 2 days off, then 6 days on and one day off.

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 ***Phase 3 – Interim Duty Limitations***

7 When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1
8 (standard), the additional day off of Phase 2, and the limitations defined under
9 Phase 3.

10 Flight crew members shall have a minimum of 12 consecutive hours of
11 uninterrupted rest (off duty) during each duty day cycle. The standard duty day
12 shall be no longer than 12 hours, except a crew duty day extension shall not
13 exceed a cumulative 14-hour duty day. The next flight crew rest period shall
14 then be adjusted to equal the extended duty day; i.e., 13- hour duty day, 13 hours
15 rest; 14- hour duty day, 14 hours rest. Extended duty day applies only to
16 completion of a mission. In no case may standby be extended beyond the 12-
17 hour duty day.

18 Double crews (2 complete flight crews assigned to an aircraft), augmented flight
19 crews (an additional pilot-in-command assigned to an aircraft), and aircraft
20 crews that work a rotating schedule; i.e., 2 days on, 1 day off, 7 days on, 7 days
21 off, or 12 days on, 12 days off, may be exempted from Phase 2 Limitations upon
22 verification that their scheduling and duty cycles meet or exceed the provisions
23 of Paragraph a. of Phase 2 and Phase 1 Limitations.

24 Exemptions of Phase 3 provisions may be requested through the local Aviation
25 Manager or COR, but must be approved by the FS RAO or DOI Area Aviation
26 Manager.

27 **Aviation Assets**

28 Typical agency aviation assets include: Helitack or Rappel, Aerial Supervision
29 (ATGS, Lead, and ASM), Large (multi-engine) Airtankers, Very Large
30 Airtankers (VLATs), Single Engine Airtankers (SEATs), and Smokejumpers.

- 31 • ***BLM*** – All BLM acquired aircraft (exclusive use, On-Call, and CWN) are
32 available to move to areas of greatest Bureau need, thereby maximizing
33 efficiency and effectiveness. Specific authorities and responsibilities for
34 Field/State and National Offices are outlined earlier in this chapter. Offices
35 are expected to adhere to procedures established in the National Aviation
36 Plan for both acquisition and use reporting.
- 37 • ***FS*** – All FS aircraft (agency-owned, exclusive use, leased and CWN) are
38 available to move to areas of greatest agency need, thereby maximizing
39 efficiency and effectiveness. Forest Service units are expected to adhere to
40 procedures established in policy for acquisition and use reporting.

- 1 • **BIA** – All BIA acquired aircraft (exclusive use, On-Call, and CWN) are
2 available to move to areas of greatest Bureau need, thereby maximizing
3 efficiency and effectiveness. Specific authorities and responsibilities for
4 Regional/Agencies and National Offices are outlined in the National
5 Aviation Plan for both acquisition and use reporting.

6 Helitack

7 Helitack crews perform suppression and support operations to accomplish fire
8 and resource management objectives.

9 Organization – Crew Size

- 10 • **BLM** – The minimum crew size for a BLM exclusive-use Type 3 helicopter is
11 seven personnel. The minimum crew size for a BLM exclusive-use Type 2
12 helicopter is ten personnel. All BLM exclusive-use crews will consist of key
13 positions including: supervisor, assistant, squad boss, and crew members.
14 The BLM States may establish larger crew size and standards for their
15 exclusive use helicopter crews based on program need. Any increase in
16 crew size will be documented in the respective State Aviation Plan. BLM
17 helicopters operated in Alaska need only be staffed with a qualified
18 Helicopter Manager (HMGB).
- 19 • **NPS** – Helicopter exclusive-use modules will consist of a minimum of eight
20 fire funded personnel. The NPS regions may establish larger crew size and
21 standards for their exclusive use helicopter crews based on the need for an
22 all hazard component (Fire, SAR, Law Enforcement, and EMT). Exception
23 to minimum helicopter crew staffing standards must be approved by the
24 National Aviation Office. NPS helicopters operated in Alaska need only be
25 staffed with a qualified Helicopter Manager (HMGB).
- 26 • **FS** – Regions may establish minimum crew size and standards for their
27 exclusive use helitack crews. Experience requirements for exclusive-use
28 helicopter positions are listed in FSFAQG, Chapter 4.
- 29 • **BIA** – All helicopter personnel responsibilities are outlined in the IHOG.
30 CWN helitack training and currency requirements are contained in the
31 NWCG PMS 310-1. Each region hosting exclusive-use helicopters is
32 responsible for providing essential management, overhead, equipment,
33 facilities and the resources necessary to fully support the helitack crew.
34 Host regions are encouraged to increase helitack crew size minimum
35 requirements to enhance operational efficiency. Recommended minimum
36 staffing levels:
- 37 ○ Type 3 helicopter – 7 helitack personnel
 - 38 ○ Type 2 helicopter – 15 helitack personnel
- 39

40 Operational Procedures

41 The Interagency Helicopter Operations Guide (IHOG) NFES 1885 is policy for
42 helicopter operations.

1 Communication

2 The helitack crew standard is one handheld programmable multi-channel FM
3 radio per every two crew persons, and one multi-channel VHF-AM
4 programmable radio in the primary helitack crew (chase) truck. Each helitack
5 crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each
6 permanent helibase will have a permanent programmable FM radio base station
7 and should be provided a VHF-AM base station radio.

8 Transportation

9 Dedicated vehicles with adequate storage and security will be provided for
10 helitack crews. The required Gross Vehicle Weight (GVW) of the vehicle will
11 be dependent upon the volume of equipment carried on the truck and the number
12 of helitack crewmembers assigned to the crew.

- 13 • *BLM/BIA – Minimum vehicle configuration for a seven person crew will*
14 *consist of one Class 661 Helitack Support Vehicle and one Class 156 or*
15 *Class 166 vehicle.*

16 Training and Experience Requirements

17 All helitack members will meet fire qualifications as prescribed by the National
18 Wildfire Coordinating Group (NWCG) 310-1 and their agency manual
19 requirements. The following chart establishes experience and training
20 requirements for FS, BLM, NPS, FWS, and BIA exclusive use, Fire Helicopter
21 Crew Positions.

22 Non-exclusive use HECM's and HMGB's should also meet the following
23 currency requirements.

24 **Note:** the Interagency Aviation Training Guide (February 2014) states
25 additional aviation training requirements (A courses). The Guide is available at
26 https://www.iat.gov/docs/IAT_Guide_2014_0331.pdf.

1 **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
Assistant Fire Helicopter Crew Supervisor	One season as a Fire Helicopter Squad Boss, ICT4, HMGB, HEB2(T)	ICS-200, S-215, S-219, S-260, S-270	RT-372 ⁵ RT-130
Fire Helicopter Squad Boss	One season as a Fire Helicopter Crewmember, FFT1, ICT5	S-211, S-212	RT-130
Fire Helicopter Crewmember	One season as a FFT2, HECM Taskbook	S-271	RT-130

¹ All exclusive use Fire Helicopter positions require an arduous fitness rating.

² Minimum experience and qualifications required prior to performing in the exclusive use position. Each level must have met the experience and qualification requirements of the previous level(s).

³ Minimum training required to perform in the position. Each level must have met the training requirements of the previous level(s).

⁴ A “season” is continuous employment in a primary wildland fire position for a period of 90 days or more.

⁵ After completing S-372, must attend Interagency Helicopter Manager Workshop (RT-372) within three years and every three years thereafter.

- 2 **Note:** Exceptions to the above position standards and staffing levels may be
 3 granted on a case-by-case basis by the BLM National Aviation Office, NPS
 4 Regional Office, FWS Regional Office, or FS Regional Office as appropriate.
 5 • Some positions may be designated as COR/Alternate-COR. If so, see
 6 individual Agency COR training and currency requirements.
 7 • Fire Helicopter Managers (HMGB) are fully qualified to perform all the
 8 duties associated with Resource Helicopter Manager.

9 **Helicopter Rappel and 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 SFMO approval.*
 14 • **NPS/BIA** – *Approval is required by the National Office.*
 15 • **FS** – *Approval is required by the National Office.*

16 All rappel and cargo let-down operations will follow the *Interagency Helicopter*
 17 *Rappel Guide* (IHRG), as policy. Any exemption to the guide must be requested

1 by the program through the state/region for approval by the National Aviation
2 Office (BLM), or Director of Fire and Aviation (FS).

3 **Emergency Medical Short-haul**

4 The emergency medical short-haul mission is intended to extract injured or ill
5 personnel from areas where a ground based evacuation would expose rescuers to
6 greater risk or where such evacuation would likely cause greater harm or
7 threaten the life or limbs of the patient due to added exposure or time delay.
8 Based on a risk assessment, short-haul transport of personnel/patients may occur
9 over the most reasonable distance to a location where another type of medical
10 transportation is available (e.g., ground ambulance, EMS/life flight, or internal in
11 an agency helicopter).

12 All emergency medical short-haul programs must be approved by the
13 appropriate agency national headquarters.

14 • *NPS/FS/BIA – National Office approval is required.*

15 All short-haul operations will comply with the following policy:

16 • *NPS – Helicopter Short-haul Handbook.*

17 • *FS – Emergency Medical Short-Haul Operations Plan (EMSHOP).*

18 Exemptions to the policy must be requested by the program through the regional
19 office for approval by the National Aviation Office (NPS) or Director of Fire
20 and Aviation (FS).

21 **Aerial Ignition**

22 The *Interagency Aerial Ignition Guide* (IAIG) is policy for all aerial ignition
23 activities.

24 **Fire Chemical Avoidance Areas**

25 See Chapter 12 (Suppression Chemicals and Delivery Systems) for guidance.

26 **Aerial Supervision Principles for ATGS, ASM, and Lead**

27 The response speed of aerial supervision resources contributes greatly to
28 established aggressive initial attack doctrine and should be utilized accordingly.

29 Aerial supervision resources will be dispatched when available to
30 initial/extended attack incidents in order to enhance safety, effectiveness, and
31 efficiency of aerial/ground operations.

32 When aerial supervision resources are collocated with airtankers, they will be
33 launched together to maximize the safety, effectiveness, and efficiency of
34 incident operations unless aerial supervision is currently over the incident.

1 Incidents with three or more aircraft over/assigned to them should also have
2 aerial supervision in the form of ATGS or ASM/Leadplane. A qualified
3 smokejumper spotter (senior smokejumper in charge of smokejumper missions)
4 may coordinate smokejumper operations with on-scene aircraft over a fire until
5 a qualified ATGS arrives.

6 **Operational Procedures and Policy**

7 The *Interagency Aerial Supervision Guide* (IASG, PMS 505) provides
8 operational procedures for all aerial supervision resources. The IASG and
9 additional aerial supervision forms are maintained online at the NWCG website
10 <https://www.nwcg.gov/publications/505>.

11 The *NIMS Wildland Fire Qualification System Guide* (PMS 310-1) provides
12 training, qualification, and currency standards.

13 The IASG contains additional requirements and is policy for the BLM, FS, BIA,
14 FWS, and NPS.

15 **Air Tactical Group Supervisor (ATGS)**

16 The ATGS coordinates incident airspace and manages incident air traffic. The
17 ATGS is an airborne firefighter who coordinates, assigns, and evaluates the use
18 of aerial resources in support of incident objectives. Specific duties and
19 responsibilities are outlined in the *Wildland Fire Incident Management Field*
20 *Guide* (PMS 210) and the *Interagency Aerial Supervision Guide* (NFES 2544).

21 **Program Management**

22 The air attack program is managed at the national level by agency program
23 managers. The National Interagency Aviation Committee (NIAC) provides
24 guidance through the Interagency Aerial Supervision Subcommittee (IASS),
25 which authorizes an Agency Program Manager/ATGS GACC Representative to
26 provide operational and programmatic oversight at the Geographic Area level.

27 **Training**

28 Classroom training is completed as per the PMS 310-1.

29 Field (flight) training assignments are coordinated and prioritized by the
30 Geographic Area Training Representatives and Agency Program
31 Manager/ATGS GACC Representatives.

32 National interagency ATGS training aircraft have been identified and are
33 utilized for the sole purpose of ATGS flight training.

34 **Operational Considerations**

- 35 • Ground resources will maintain consistent communication on assigned air
36 to ground frequencies with aerial supervision to maximize the safety,
37 effectiveness, and efficiency of aerial operations.

- 1 • Relief aerial supervision should be ordered for sustained operations to
2 ensure continuous coverage over an incident.
- 3 • Personnel who are performing aerial reconnaissance and detection will not
4 perform aerial supervision duties unless they are fully qualified as an
5 ATGS.
- 6 • ATGS aircraft must meet the aircraft/avionics typing requirements listed in
7 the IASG and the pilot must be carded to perform the air tactical mission.
8 Rotor-wing pilots are not required to be carded for air tactical missions.

9 **Leadplane**

10 A leadplane is a national shared resource. Any operation that limits the national
11 resource availability must be approved by the agency program manager.

12 Agency policy requires an ASM or Lead/ATCO to be on order prior to aerial
13 retardant/suppressant delivery over a congested area. Operations may proceed
14 before the ASM or Lead/ATCO arrives if communications are established with
15 on-site resources, authorization is granted from the IC, and the line is cleared
16 prior to commencing aerial application operations.

17 **Aerial Supervision Module (ASM)**

18 The ASM is a national shared resource.

19 The ASM is crewed with both a Lead/ATCO qualified Air Tactical Pilot (ATP)
20 and an Air Tactical Supervisor (ATS). These individuals are specifically trained
21 to operate together as a team. The resource is primarily designed for providing
22 both functions (Lead/ATCO and ATGS) simultaneously from the same aircraft,
23 but can also provide single role service.

24 The ATP is primarily responsible for aircraft coordination over the incident. The
25 ATS develops strategy and implements tactical plans through coordination with
26 the IC or designee.

27 **Operational Considerations**

28 Any operation that limits the national resource availability must be approved by
29 the agency program manager.

30 Aerial or incident complexity and environmental considerations will dictate
31 when the ASM ceases low-level operations. The ASM flight crew has the
32 responsibility to determine when the complexity level of the incident exceeds
33 the capability to perform both ATGS and leadplane functions from one aircraft.
34 The crew will request additional supervision resources, or modify the operation
35 to maintain mission safety and efficiency.

1 Policy

2 Only those individuals certified and authorized by the BLM–National Aviation
3 Office or the FS–Branch Chief Pilot Standardization will function as an Air
4 Tactical Supervisor (ATS) in an ASM mission profile.

5 Aerial Supervision Module Program Training and Qualifications

6 Training and qualification requirements for ASM crewmembers are defined in
7 the IASG.

8 Reconnaissance or Patrol Flights

9 The purpose of aerial reconnaissance or detection flights is to locate and relay
10 fire information to fire management. In addition to detecting, mapping, and
11 sizing up new fires, this resource may be utilized to provide ground resources
12 with intelligence on fire behavior, provide recommendations to the IC when
13 appropriate, and describe access routes into and out of fire areas for responding
14 units. Only qualified Aerial Supervisors (ATGS, ASM, HLCO and Lead/ATCO)
15 are authorized to coordinate incident airspace operations and give direction to
16 aviation assets. Flights with a “Recon, Detection, or Patrol” designation should
17 communicate with tactical aircraft only to announce location, altitude and to
18 relay their departure direction and altitude from the incident.

19 Airtankers

20 Federally contracted airtankers are national resources. Geographic areas
21 administering these aircraft will make them available for initial attack and
22 extended attack fires on a priority basis. Host GACCs will check with NICC
23 prior to releasing flight crews on T-1 and T-2 airtankers and VLATs for the day
24 when those resources are not being used within the host area, and could be
25 utilized elsewhere for emerging or ongoing fire activity.

26 The *National Interagency Mobilization Guide*, Chapter 50, “Airtankers”
27 contains additional direction regarding staffing and maintenance of support
28 functions to mobilize national resources.

29 For aviation safety and policy concerning wildland fire chemicals see Chapter
30 12 (Suppression Chemicals and Delivery Systems).

31 Airtankers are owned and operated by commercial vendors or owned by the
32 Forest Service and operated by contractors. The management of airtankers is
33 governed by:

- 34 • **BLM** – *The requirements of the DM, BLM NAP, and BLM Manual 9400.*
- 35 • **FS** – *Airtankers operate in accordance with 14 CFR Part 137, specific*
36 *contracts, Grants of Exemption and operations plans.*
- 37 • **BIA** – *The requirements of the DM and BIA NAP.*

1 Airtanker Types

2 Airtankers are typed according to their load capacity:

- 3 • Very Large Air Tankers (VLAT) – 8,000 gallons or more
- 4 • Type 1 – 3,000 to 7,999 gallons
- 5 • Type 2 – 1,800 to 2,999 gallons
- 6 • Type 3 – 800 to 1,799 gallons
- 7 • Type 4 – up to 799 gallons

8 State of Alaska Airtankers

9 Canadian registered CV-580 airtankers under contract to the State of Alaska can
10 be mobilized to the lower 48 as approved cooperator aircraft. These airtankers
11 have been approved by OAS under 351 DM 4 and OPM-53 for interagency use.
12 Operationally they can be used similar to other federally contracted airtankers
13 and can be directed by U.S. ASM/leadplanes or Canadian Bird Dogs.

14 Canadian Airtankers

15 Canadian airtankers can be activated through the NIFC/CIFFC agreement. These
16 Canadian airtankers are operated as a “group” with Canadian Bird Dogs as part
17 of their operational model. Bird Dogs have a Canadian Air Attack Officer
18 (AAO) on board and function similar to a U.S. ASM/leadplane.

19 The standard operating procedure for the Canadian Airtanker Groups is as
20 follows:

- 21 • Canadian airtankers must be supervised by a Bird Dog or U.S.
22 ASM/leadplane, and must include at a minimum a low level “show me”
23 pass.
- 24 • Canadian Bird Dogs may provide low level target identification runs
25 (“show me” pass) for either Canadian or US contracted airtankers.
- 26 • Canadian Bird Dogs can perform the functions of an ATGS.
- 27 • Canadian Bird Dogs are not authorized to “lead” U.S. federally contracted
28 airtankers.
- 29 • U.S. ASM/leadplanes are authorized to “lead” Canadian airtankers.

30 Airtanker Rotation

31 The national airtanker fleet includes a mix of Exclusive Use (EU), Call When
32 Needed (CWN)/On-Call Type 1 and Type 2 airtankers (Large Airtankers or
33 LATs), Very Large Airtankers (VLATs), Single Engine Airtankers (SEATs) and
34 Forest Service owned airtankers. To ensure consistent utilization, rotation, and
35 management of the national airtanker fleet, the following is interagency
36 direction for the management of airtanker rotation and supplements direction
37 contained in *Interagency Airtanker Base Operations Guide* (PMS 508) and in
38 *Interagency SEAT Operations Guide* (PMS 506).

39 All LATs, VLATs and SEATs operating from the same base shall be dispatched
40 in rotation based on the type of airtanker requested on a first in/first out basis

1 regardless of contract type (EU, CWN/On-Call or Forest Service owned) or the
2 location of the incident.

3 First in/first out also applies to airtankers that are requested for a load/return.
4 When an incident requires multiple loads of retardant, Aerial
5 Supervisors/Incident Commanders will notify the appropriate dispatch center of
6 the need for additional retardant and any operational retardant delivery
7 requirements. To ensure timely and effective retardant delivery, dispatch will
8 order the next available airtanker in rotation if an airtanker that meets the
9 requirement of the request is available and located at the load and return
10 airtanker base.

11 **Exceptions**

- 12 1. Airtankers that are not Initial Attack (IA) qualified will not be dispatched to
13 a fire unless a leadplane or Aerial Supervision Module (ASM) will be on-
14 scene upon the arrival of the non-IA qualified airtanker.
- 15 2. Incident commanders/aerial supervision requests a specific type of resource
16 (e.g., VLAT, LAT, or SEAT).
- 17 3. On-scene aerial supervision determines that the use of a specific
18 make/model airtanker is not effective based on factors such as risk,
19 maneuverability in terrain, and/or effectiveness.
- 20 4. The next airtanker in rotation has an operating restriction at the base where
21 it is being assigned. Operating restrictions may include fuel and retardant
22 availability, airtanker base or airport restrictions, significant downloading of
23 fuel or retardant based on performance, daylight remaining, or distance to
24 the incident is not considered effective.
- 25 5. Repositioning of an airtanker closer to where their maintenance crews or
26 supplies are available. The National Interagency Coordination Center
27 (NICC) will facilitate in coordination with the Geographic Area
28 Coordination Center (GACC).
- 29 6. A benefit to the government would be realized by changing the rotation.
30 This will be facilitated by the GACC or NICC with consideration to days
31 off, mission requirements, and/or anticipated need.
- 32 7. Airtankers are returning after day(s) off. Upon returning to availability from
33 days off, these airtankers will be at the end of the rotation at the airtanker
34 base. Airtankers that work a seven day schedule retain their position in the
35 rotation.
- 36 8. MAFFS, NICC ordered state cooperators, and NICC ordered Canadian
37 airtankers will begin rotation at that base after the contracted and FS owned
38 airtanker(s) at the beginning of each day.
- 39 9. Water Scoopers will not be included in airtanker base rotations.

1 Rotation of State Airtankers

2 Rotation of State resources on State incidents at a state airtanker base is
3 established by their agency.

4 In cases where State resources are operated in conjunction with federally
5 contracted airtankers on an incident primarily on federal lands, the State
6 airtankers are added to the rotation after the federal airtankers at the beginning
7 of each day.

8 Additional Information

9 Forest Service/DOI contracted airtankers, when assigned to incidents managed
10 by other agencies or state cooperators remain under the direction of the
11 Contracting Agency. Forest Service and DOI Contracted airtankers are bound
12 only by their contract and will be treated fairly and equitably during their
13 assignment with other federal or state agencies.

14 Airtanker Base Operations

15 Certain parameters for the operation of airtankers are agency-specific. For
16 dispatch procedures, limitations, and times, refer to geographic area
17 mobilization guides and the *Interagency Airtanker Base Operations Guide*
18 (*IABOG*).

19 Loading Operations

20 Forest Service contracted airtankers, owned airtankers and Modular Airborne
21 Firefighting System (MAFFS) airtankers shall be loaded with retardant or water
22 measured in pounds by a Mass Flow Meter. Refer to the Forest Service Large
23 Airtanker Operations Plan for more information.
24 https://www.fs.fed.us/fire/aviation/av_library/index.html

25 Airtanker Base Personnel

26 There is identified training for the positions at airtanker bases; the Interagency
27 Airtanker Base Operations Guide (IABOG) contains a chart of required training
28 for each position. Permanent, reload and temporary large airtanker bases will
29 meet the minimum requirements listed in Appendix E (Airtanker Base Fire
30 Readiness Review) of the IABOG and have a staffing plan prior to an airtanker
31 landing at the airtanker base airport. All personnel conducting airtanker base
32 operations should review the IABOG and have it available.

33 Startup/Cutoff Time for Multi Engine Airtankers

34 Refer to the *Interagency Aerial Supervision Guide* (NFES 2544).

1 Single Engine Airtankers**2 Single Engine Airtanker (SEAT) Operations, Procedures, and Safety**

3 The *Interagency SEAT Operating Guide* (ISOG, NFES 1844) defines operating
4 standards and is policy for both the DOI and FS.

5 Single Engine Airtanker Manager Position

6 The SEAT Manager (SEMG) duties and responsibilities are outlined in the
7 ISOG. SEMGs ensure adherence to contract regulations, safety requirements,
8 and fiscal accountability.

9 Operational Procedures

10 Using SEATs in conjunction with other aircraft over an incident is standard
11 practice. Agency or geographical area mobilization guides may specify
12 additional procedures and limitations.

13 Depending on location, operator, and availability, SEATs are capable of
14 dropping suppressants, water, or approved chemical retardants. Because of the
15 load capacities of the SEATs (500 to 800 gallons), quick turn-around times
16 should be a prime consideration.

17 SEAT operations at established airtanker bases or reload bases are authorized.
18 All BLM and FS Airtanker base operating plans will permit SEAT loading in
19 conjunction with large airtankers.

20 Multi-Engine Water Scoopers

21 Forest Service contracted exclusive use and CWN multi-engine water scoopers
22 are national resources. Geographic areas administering these aircraft will make
23 them available for initial attack and extended attack fires on a priority basis.
24 Generally, a water scooper manager will be assigned by the Forest Service
25 National Aviation Office. The manager will be on site to coordinate water
26 scooper operations, logistics and water body assessment.

27 Forest Service multi-engine water scoopers, by contract, shall not use retardant,
28 foam or gels.

29 Smokejumper Pilots

30 The *Interagency Smokejumper Pilot Operations Guide* (ISPOG) serves as policy
31 for smokejumper pilot qualifications, training, and operations.

32 Military or National Guard Helicopters and Pilots

33 The *Military Use Handbook* (NFES 2175) will be used when planning or
34 conducting aviation operations involving regular military aircraft. Ordering
35 military resources is done through the National Interagency Coordination Center

- 1 (NICC); National Guard resources are utilized through local or state
- 2 Memorandum of Understanding (MOU).

3 **Modular Airborne Fire Fighting System (MAFFS)**

- 4 The *MAFFS Operating Plan* (available from the National Interagency
- 5 Coordination Center) will be used when planning or conducting aviation
- 6 operations involving MAFFS military aircraft. Ordering MAFFS is done
- 7 through the National Interagency Coordination Center (NICC); MAFFS are
- 8 utilized through a national agreement (see the *National Interagency*
- 9 *Mobilization Guide*). Several states have the ability to activate MAFFS through
- 10 separate agreements that do not require ordering through NICC.

11 **Cooperator Aircraft**

- 12 Aircraft procured/owned by cooperating agencies (state, local, and International)
- 13 may be utilized on federally managed fires when cooperative agreements are in
- 14 place and the aircraft have been approved by letter nationally or regionally.

- 15 The purpose of this direction is to keep non-federally approved aircraft under the
- 16 operational control of the agency providing the aircraft, to the extent possible.

- 17 States may use aircraft that have not been identified as an “Approved
- 18 Cooperator Aircraft” on federal lands when and where the state is the protecting
- 19 agency in a reciprocal or off-set agreement or when state lands are threatened
- 20 and the state maintains operational control of the aircraft.

- 21 The following conditions apply for non-federally approved aircraft:

- 22 • No federal employees are allowed to ride on board the aircraft.
- 23 • No federal employee may be assigned to a position that exercises
- 24 contractual control.
- 25 • They are approved to have federal personnel load retardant at federal
- 26 airtanker bases, regardless of jurisdiction.
- 27 • Federal personnel may provide aerial supervision (ATGS, ASM, HELCO,
- 28 leadplane) under existing standard procedures and agreements.
- 29 • They remain under state operational control regardless of the agency
- 30 affiliation of the firefighters directing the aircraft on an incident with state
- 31 jurisdiction.
- 32 • They are approved to interact with federal dispatch personnel as long as the
- 33 aircraft remains under the operational control of the state or for safety
- 34 reasons.

- 35 Under emergency circumstances, where **human life is immediately at risk** by
- 36 wildland fire on lands under federal protection, a federal line officer can approve
- 37 the use of non-federally approved aircraft to address the immediate threat. Under
- 38 circumstances where a Governor has declared a state of emergency, a federal

- 1 line officer at the State/Regional level, may consider any fire under federal
- 2 protection, as an immediate threat to human life. This exemption must only take
- 3 place when sufficient federal firefighting aircraft are not readily available to
- 4 meet the emergency need. Line officers are encouraged to consult with their
- 5 agency aviation management personnel to aid in decision-making.

- 6 As exemptions are exercised, they must be documented by the approving federal
- 7 line officer in accordance with their agencies guidance to include submitting a
- 8 SAFECOM within 24 hours.

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Chapter 17 Fuels Management

Introduction

The purpose of the Fuels Management (FM) programs within the Department of the Interior (DOI) and the Forest Service (FS) is to reduce hazardous fuels and risks to human communities and improve the health of the land by creating fire-resilient landscapes and restoring fire-adapted ecosystems.

The DOI and FS, along with other federal, state, Tribal, and local partners, will work to ensure effective FM 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 (PMS 484)* to manage prescribed fire activities. This guide provides standardized procedures specifically associated with the planning and implementation of prescribed fire.

Fuels Management – 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 projects/treatments;
- All projects/treatments will support resource management objectives as identified in their agency-specific Land/Resource Management Plans;
- All projects/treatments will have plans that contain measurable objectives;
- All projects/treatments will comply with National Environmental Policy Act (NEPA) and all other regulatory requirements;
- All projects/treatments will be tracked and progress will be reported within required timeframes; and
- All 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 *FA IM 2015-003*.
- **NPS** – Refer to *RM 18*.

- 1 • **FWS** – Refer to *Fire Management Handbook, Chapter 17*.
- 2 • **FS** – Refer to *FSM 5140*.
- 3 • **BIA** – Refer to *Bureau of Indian Affairs Fuels Management Business Rules,*
- 4 *July 2008.*

5 **Reporting Fuels Management Accomplishments**

6 The Hazardous Fuels Reduction (HFR) Module of the National Fire Plan
7 Operations and Reporting System (NFPORS) is the national system for
8 submitting proposed projects for approval, tracking accomplishments of the
9 program, reporting performance, measuring accomplishments, and
10 accountability for all agencies in the Department of Interior.

11 Forest Service fuels management accomplishments are entered into the Forest
12 Service Activity Tracking System (FACTS) as the official system of record for
13 tracking and reporting. This data is shared with NFPORS to facilitate
14 interagency joint reporting needs.

15 Information on FACTS can be found at
16 <https://fsweb.ftcol.wo.fs.fed.us/frs/facts/index.shtml>. Acres treated through
17 Forest Service funded State Fire Assistance grants are recorded directly in
18 NFPORS.

19 **Reporting Fuels Treatment Effectiveness Monitoring (FTEM)**

20 Anytime a wildfire starts in or interacts with a fuel treatment area, policy for all
21 agencies requires that we document the outcome to examine whether the
22 treatment had the desired effect of reduced fire behavior and/or provided
23 opportunities to firefighters for effective management of the wildfire.

- 24 • **BLM** – *Offices will complete a fuels treatment effectiveness assessment and*
25 *input appropriate information into the Fuels Treatment Effectiveness*
26 *Monitoring (FTEM) online tool for all wildfires which start in, burn into, or*
27 *burn through any portion of a fuel treatment area that has been completed*
28 *and reported in the Hazardous Fuels Module of the National Fire Plan*
29 *Operations and Reporting System (NFPORS) from fiscal year 2003 to*
30 *present. If offices have wildfire/treatment intersections that have occurred*
31 *prior to 2003 or are not in NFPORS, as long as offices can document that*
32 *fuels dollars were expended on these treatments and the wildfire is recorded*
33 *in the Wildland Fire Management Information (WFMI) system, the record*
34 *should be entered into FTEM. It is important that treatment data entered*
35 *into FTEM are consistent with the NFPORS, and that wildfire information*
36 *is consistent with the WFMI system. Refer to FA IM-2015-001.*
- 37 • **NPS** – Refer to *RM 18 and Documenting Hazardous Fuels Reduction*
38 *Program Treatment Effectiveness Memo, 10/09/2012.*
- 39 • **FWS** – Refer to *Fire Management Handbook, Chapter 17*.
- 40 • **FS** – Refer to *FSM 5140*.

- 1 • *BIA – Refer to Bureau of Indian Affairs Fuels Treatment Effectiveness*
2 *Final Guidance Memo, 06/05/2013.*

3 **Regarding Planned Fuels Treatments Burned in a Wildfire**

4 For DOI agencies, acres burned in a wildfire may only be reported in the
5 NFPORS Hazardous Fuels Reduction Module as “Fire Use” if all the following
6 conditions are met:

- 7 • The area burned was in a pre-existing NFPORS treatment unit;
8 • The accomplishment has been approved from the Regional and/or National
9 level;
10 • NEPA is complete; and
11 • The planned objectives were met.
12 ○ *FS – Acres burned from an unplanned natural ignition may be*
13 *reported as “Fire Use” accomplishment if the resulting fire effects*
14 *meet objectives from the Land and Resource Management Plan or*
15 *project-specific NEPA decision document. Human-caused wildfires*
16 *may not be counted as accomplishment toward target regardless of the*
17 *outcome. See Reporting of Wildfire Acres That Meet Resource*
18 *Management Objectives section below for additional information.*
19 ○ *BIA – Refer to Bureau of Indian Affairs Fuels Management Business*
20 *Rules, July 2008, page 36.*

21 **Reporting of Wildfire Acres That Meet Resource Management Objectives**

22 Acres burned in a wildfire that achieve resource management objectives as
23 defined in Land and Resource Management Plans/Fire Management Plans
24 (LRMP/FMP) will be reported in the NFPORS Non-National Fire Plan (Non-
25 NFP) module. While strategies for managing individual wildfires are established
26 through the fire management decision process, the identification of acres which
27 achieved LRMP/FMP objectives should be made after the fire is declared out,
28 regardless of the fire management objective, strategy or tactic used (e.g., even
29 though a wildfire strategy may be full suppression, the effects of a wildfire on
30 resources may be beneficial). The determination of benefit must be based on
31 land management objectives which are affected by fire severity, intensity, and
32 other fire impacts. Post-fire impact, such as invasion of exotic species and the
33 need for rehabilitation, should be considered in this determination. At a
34 minimum, acres reported in the Non-NFP module must meet the following
35 criteria:

- 36 • The LRMP/FMP supports attainment of resource benefit through use of
37 fire;
38 • An interdisciplinary approach is used to determine whether the LRMP/FMP
39 objectives were met; and
40 • Line manager approves the determination.

- 1 ○ **FWS** – Reporting will take place in FMIS, not in the NFPORS Non-
2 National Fire Plan module. Reference FMIS User Guide at
3 <https://fishnet.fws.doi.net/regions/9/nwrs/fire/FMR/FMIS1>.
- 4 ○ **FS** – Direction for reporting accomplishments from unplanned
5 ignitions is found in the Hazardous Fuels Reduction Treatments
6 Tracking and Accomplishments Reporting Requirements document
7 posted on the FACTS support page at
8 <https://fsweb.ftcol.wo.fs.fed.us/frs/facts/support/documents/index.shtml>.

9 **Prescribed Fire During Preparedness Levels 4 and 5**

10 Approval at the Regional or State Office level is required prior to ignition of
11 prescribed fires at National Preparedness Levels 4 and 5. Approving officials
12 should consider relative risks and opportunities as well as availability of local
13 resources to implement without the need for additional outside resources that
14 could add additional strain on resource availability nationally. To limit the
15 potential for mixed messages when at GACC or National Preparedness Levels 4
16 and 5, agencies should coordinate information on planned implementation of
17 prescribed fires with interagency partners at the local, GMAC and NMAC
18 levels.

- 19 • **BLM** – The State Director or designee will approve prescribed fire at
20 National or Geographic Area Preparedness Level 4 or 5.
- 21 • **NPS** – At National Preparedness Level 4 or 5, concurrence from NPS
22 Branch of Fire Management must be obtained prior to implementing
23 prescribed fires. At Geographic Area Preparedness Level 4 or 5, NPS
24 Regional Fire Management concurrence must be obtained prior to
25 implementing prescribed fires.
- 26 • **FWS** – During Geographic Area Preparedness Level 4 or 5, written
27 concurrence from RFMC is required prior to ignition. During National
28 Preparedness Level 5, concurrence from Headquarters, Branch of Fire
29 Management must be obtained prior to ignition, utilizing the Preparedness
30 Level 5 Prescribed Fire Concurrence Form. Reference FMH, Chapter 17.
- 31 • **FS** – The Regional Forester will approve or disapprove new prescribed
32 fires or continue existing prescribed fire at National Preparedness Levels 4
33 and 5.
- 34 • **BIA** – Each Agency/Tribe must submit the DOI, BIA Preparedness Level 5
35 Prescribed Fire Form to request permission to implement a prescribed fire
36 during National Preparedness Level 4 and 5. Form is submitted to BIA
37 Director of Fuels Management.

38 **Federal Agencies Assistance**

39 Reference Section VI of the *Interagency Agreement for Wildland Fire*
40 *Management among the Bureau of Land Management, Bureau of Indian Affairs,*
41 *National Park Service, Fish and Wildlife Service of the United States*

- 1 *Department of The Interior, and the Forest Service of the United States*
2 *Department of Agriculture, effective 2011-2015.*

3 Agencies will enter into separate agreements for personnel and other resources
4 provided for planning and implementation of fuels management treatments and
5 activities. This may or may not result in an exchange of funds subject to the
6 applicable statutory authority used.

- 7 • **FS** – *USFS units will make every attempt to establish agreements in*
8 *advance when planning to utilize resources from cooperating agencies to*
9 *implement or respond as contingency resources for prescribed fire.*
10 *However, for prescribed fire activities and exigent circumstances, where an*
11 *agreement was not executed and funds were not obligated prior to*
12 *commencing work, a ratification may not be necessary if an approved*
13 *agreement is executed and funds obligated on I-web within 30 calendar*
14 *days of the start of work. See FSH 1509.11 Chapter 10, Section 15.81.*
15 • **BIA** – *Refer to Bureau of Indian Affairs Fuels Management Business Rules,*
16 *July 2008, pages 23-24.*

17 **Hazard Pay/Environmental Differential for Prescribed Fire** 18 **Implementation**

19 Current policy is that hazard pay will not be paid for any prescribed fire. Under
20 certain circumstances, (i.e., low level flight operations), hazard pay or
21 environmental differential may be warranted. Offices should contact their
22 servicing personnel office with specific questions.

23 **Non-NWCG Agency Personnel Use on Prescribed Fire**

24 For information regarding use of non-NWCG agency personnel on prescribed
25 fires, see Chapter 13.

26 **Use of Contractors for Prescribed Fire Implementation**

27 Agencies can contract to conduct all or part of the planning and implementation
28 of prescribed fire operations and/or all or part of mechanical treatments for fuels
29 management projects. Contractors must meet NWCG 310-1 qualification
30 requirements and agency standards for specific skill positions for prescribed fire
31 operations.

32 If a contractor is actively involved in igniting, holding, or mopping up an agency
33 prescribed fire, a Contracting Officer's Authorized Representative (COR) or
34 Project Inspector (PI) will be on site (exceptions can be made for late stage mop
35 up and patrol) to ensure that the prescribed fire objectives are being met and that
36 the terms of the contract are adhered to. The Agency Administrator and/or FMO
37 will determine the qualifications required for the agency representative (COR or
38 PI).

- 1 • *FS* – Contractors must meet requirements for any specific skill positions for
2 prescribed fire operations as described in NWCG PMS 310-1 or FSH
3 5109.17 for positions not found in the PMS 310-1 (e.g., RXB3). Reference
4 FSM 5140.
- 5 • *BIA* – Refer to Bureau of Indian Affairs Fuels Management Business Rules,
6 July 2008, pages 22.

7 **Use of AD Pay Plan for Prescribed Fire**

8 Refer to the DOI Administratively Determined (AD) Pay Plan for Emergency
9 Workers (Casuals) for information regarding the use of emergency workers for
10 prescribed fire. The DOI AD Pay Plan does not allow for use of Casuals for
11 mechanical or chemical reduction projects.

12 Forest Service does not have this authority.

13 **Activation of Contingency Resources**

14 In the event contingency resources are activated, sending units should respond
15 and support the requesting agency immediately.

16 **Non-fire Fuels Management Activities**

17 For policy, guidance, and standards for implementation of non-fire fuel
18 reduction treatments (e.g., mechanical, biological, chemical), refer to agency-
19 specific policy and direction.

1

Chapter 18

2

Reviews and Investigations

3 Introduction

4 Reviews and investigations are used by wildland fire and aviation managers to
5 assess and improve the effectiveness and safety of organizational operations.

6 Information (other than factual) derived from safety reviews and accident
7 investigations should only be used by agencies for accident prevention and
8 safety purposes.

9 Multiagency Cooperation

10 Many reviews and investigations involve cooperation between Federal, State,
11 County, and Municipal Agencies. To comply with each agency's authorities,
12 policies, and responsibilities, a multiagency review or investigation may be
13 necessary. A multiagency Delegation of Authority should be provided to outline
14 roles, responsibilities, and expected deliverables.

15 The Team Leader or delegating official(s) should establish cooperative
16 relationships with the other agencies involved in the review or investigation to
17 ensure policies and responsibilities are met. This may involve negotiations,
18 cooperative agreements, and coordination with the agency Designated Agency
19 Safety and Health Official (DASHO) or the agency official who signs the
20 Delegation of Authority.

21 Federal Interagency Investigations

22 Close calls or accidents that involve interagency (USFS or DOI) personnel
23 and/or jurisdiction (e.g., USFS firefighter injured on FWS jurisdictional
24 wildland fire and vice versa) shall be reviewed or investigated cooperatively and
25 conducted at the appropriate level as outlined in this chapter.

26 Agency Administrators will ensure that affected agencies are involved
27 throughout the review/investigation process.

28 When an incident does not meet the serious accident criteria, the affected
29 Agency Administrators should jointly decide what type and level of
30 investigation will be conducted based on agency processes outlined in this
31 chapter. Questions should be addressed to your agency Wildland Fire Safety
32 Program Manager.

33 Reviews

34 Reviews are methodical examinations of system elements such as program
35 management, safety, leadership, operations, preparedness, training, staffing,
36 business practices, budget, cost containment, planning, and interagency or intra-

1 agency cooperation and coordination. Reviews do not have to be associated with
 2 a specific incident. The purpose of a review is to ensure the effectiveness of the
 3 system element being reviewed, and to identify deficiencies and recommend
 4 specific corrective actions. Established review types are described below and
 5 include:

- 6 • Preparedness Reviews
- 7 • After Action Reviews
- 8 • Fire and Aviation Safety Team Reviews
- 9 • Safety Assistance Team Visits
- 10 • Aviation Safety and Assistance Team Reviews
- 11 • Large Fire Cost Reviews
- 12 • Individual Fire Reviews
- 13 • Lessons Learned Reviews
- 14 • Rapid Lesson Sharing
- 15 • Declared Wildfire Reviews

16 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
Safety Assistance Team Visit	As fire activity dictates	Local/State/Region/National
Aviation Safety Assistance Team Review	As aviation activity dictates	State/Regional Aviation Manager or MACG
Large Fire Cost Review	Refer to NWCG Memorandum EB-M-09-003	Agency Director
Individual Fire Review	Management discretion	Local/State/Region/National
Lessons Learned Review	Management discretion	Local/State/Region/National
Rapid Lesson Sharing	Management discretion	N/A
Declared Wildfire Review	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)	See <i>Interagency Prescribed Fire Planning and Implementation Procedures Guide</i> (PMS 484)

1 Preparedness Reviews

2 Preparedness Reviews assess fire programs for compliance with established fire
3 policies and procedures outlined in the current *Interagency Standards for Fire*
4 *and Fire Aviation Operations* and other pertinent policy documents.

5 Preparedness Reviews identify organizational, operational, procedural,
6 personnel, or equipment deficiencies, and recommend specific corrective
7 actions. Interagency Preparedness Review Checklists can be found at
8 https://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html.

9 After Action Reviews (AAR)

10 An AAR is a learning tool intended for the evaluation of an incident or project
11 in order to improve performance by sustaining strengths and correcting
12 weaknesses. An AAR is performed as soon after the event as possible by the
13 personnel involved. An AAR should encourage input from participants that is
14 focused on:

- 15 • What was planned?
- 16 • What actually happened?
- 17 • Why it happened?
- 18 • What can be done the next time?

19 An AAR is a tool that leaders and units can use to get maximum benefit from
20 the experience gained on any incident or project. When possible, the leader of
21 the incident or project should facilitate the AAR process. However, the leader
22 may choose to have another person facilitate the AAR as needed and
23 appropriate. AARs may be conducted at any organizational level. However, all
24 AARs involve the exchange of ideas and observations, and focus on improving
25 proficiency. The AAR should not be utilized as an investigational review. The
26 format can be found in the *Interagency Response Pocket Guide (IRPG)*, PMS
27 461, NFES 1077. Additional AAR information is available at
28 https://www.fireleadership.gov/toolbox/after_action_review/index.html.

29 Fire and Aviation Safety Team (FAST) Reviews

30 Fire and Aviation Safety Teams assist Agency Administrators during periods of
31 high fire activity by assessing policy, rules, regulations, and management
32 oversight relating to operational issues. They can also do the following:

- 33 • Provide guidance to ensure fire and aviation programs are conducted safely;
- 34 • Assist with providing immediate corrective actions;
- 35 • Review compliance with OSHA abatement plan(s), reports, reviews, and
36 evaluations; and
- 37 • Review compliance with *Interagency Standards for Fire and Fire Aviation*
38 *Operations*.

39 FAST reviews can be requested through geographic area coordination centers to
40 conduct reviews at the state/regional and local level. If a more comprehensive

- 1 review is required, a national FAST can be ordered through the National
- 2 Interagency Coordination Center.

- 3 FASTs include a team leader, who is either an Agency Administrator or fire
- 4 program lead with previous experience as a FAST member, a safety and health
- 5 manager, and other individuals with a mix of skills from fire and aviation
- 6 management.

- 7 FASTs will be chartered by their respective Geographic Area Coordinating
- 8 Group (GACG) with a Delegation of Authority, and report back to the GACG.

- 9 FAST reports will include an executive summary, purpose, objectives,
- 10 methods/procedures, findings, recommendations, follow-up actions (immediate,
- 11 long-term, national issues), and a letter delegating authority for the review.
- 12 FAST reports should be submitted to the GACG with a copy to the Federal Fire
- 13 and Aviation Safety Team (FFAST) chair within 30 days. See Appendix L for
- 14 sample FAST Delegation of Authority.

15 **Safety Assistance Team (SAT) Visits**

16 In addition to FAST reviews, SAT visits emphasize engaging individual
17 firefighters, managers, and administrators to grasp potential issues, with a focus
18 on firefighting safety fundamentals. SAT visits are not inspections. SATs are
19 often ordered when activity within an area escalates rapidly, or when a high
20 level of activity has been occurring for a long time. SATs can be single agency
21 or interagency in scope and composition.

22 The goals of a Safety Assistance Team are to:

- 23 • Assist fire managers and IMTs with site visits with firefighters, fire
- 24 managers, and program leaders.
- 25 • Be service oriented, assisting the local units.
- 26 • Provide early warning of potentially hazardous conditions or situations.

27 Direct intervention, circumventing normal chain of command, is authorized
28 when necessary; however, the overall objective is to create a work environment
29 where the normal operating procedures are responsible for safe practices.

30 **Aviation Safety Assistance Team (ASAT) Reviews**

31 Refer to Chapter 16 for ASAT information.

32 **Large Fire Cost Reviews**

33 Information on large fire cost reviews can be found in Chapter 11 (Incident
34 Management) and NWCG Memorandum EB-M-09-003 at
35 <https://www.nwcg.gov/executive-board/correspondence>.

1 Individual Fire Reviews

2 Individual fire reviews examine all or part of the operations on an individual
3 fire. The fire may be ongoing or controlled. These reviews may be local,
4 state/regional, or national. These reviews evaluate decisions and strategies,
5 correct deficiencies, identify new or improved procedures, techniques or tactics,
6 determine cost-effectiveness, and compile and develop information to improve
7 local, state/regional, or national fire management programs.

8 Lessons Learned Reviews (LLRs)

9 The purpose of a LLR is to focus on the near miss events or conditions in order
10 to prevent potential serious incident in the future. In order to continue to learn
11 from our near misses and our successes it is imperative to conduct a LLR in an
12 open, non-punitive manner. LLRs are intended to provide educational
13 opportunities that foster open and honest dialog and assist the wildland fire
14 community in sharing lessons learned information. LLRs provide an outside
15 perspective with appropriate technical experts assisting involved personnel in
16 identifying conditions that led to the unexpected outcome and sharing findings
17 and recommendations.

18 A LLR should be tailored to the event being reviewed. The scope of the review
19 should be commensurate with the severity of the incident. A LLR will not be
20 substituted for a Serious Accident Investigation (SAI) or Accident Investigation
21 (AI), should the criteria for either of those be met, but may be used as a
22 supplement to the SAI or AI.

- 23 • **FS** – *Facilitated Learning Analysis (FLA) may be used for incidents*
24 *meeting the AI criteria.*

25 A LLR will be led by a facilitator not involved in the event. A facilitator should
26 be an appropriate fire management expert who possesses skills in interpersonal
27 communications, organization, and be unbiased to the event. Personnel involved
28 in the event will be participants in the review process. Depending upon the
29 complexity of the event, the facilitator may request assistance from technical
30 experts (e.g., fire behavior, fire operations, etc.).

31 The LLR facilitator will convene the participants and:

- 32 • Obtain a Delegation of Authority from appropriate agency level. See
33 Appendix J for a sample LLR Delegation of Authority;
- 34 • Identify facts of the event (sand tables maybe helpful in the process) and
35 develop a chronological narrative of the event;
- 36 • Identify underlying reasons for success or unintended outcomes;
- 37 • Identify what individuals learned and what they would do differently in the
38 future;
- 39 • Identify any recommendations that would prevent future similar
40 occurrences;
- 41 • 24- and 72-hour reports may be produced, but are not required; and

- 1 • Provide a final written report including the above items to the pertinent
2 Agency Administrator(s) within two weeks of event occurrence unless
3 otherwise negotiated. Names of involved personnel should not be included
4 in this report (reference them by position).
- 5 A copy of the final report will be submitted to the respective agency's national
6 fire safety lead who will provide a copy to the Wildland Fire Lessons Learned
7 Center (LLC). E-mail: llcdocsu**submit**@gmail.com.
- 8 • *FS – The Forest Service has combined the Accident Prevention Analysis*
9 *(APA) with the Facilitated Learning Analysis (FLA). A guide for the FLA*
10 *process is available at http://bit.ly/FLA_guide.*

11 **Rapid Lesson Sharing (RLS)**

12 RLS is a type of Lessons Learned Review (LLR) for field personnel to quickly
13 share lessons with others (usually within 24 hours). RLS can be used to
14 document and share lessons learned as a result of close calls, minor accidents,
15 successes, efficient ways of performing work, adaptations, or anything wildland
16 fire personnel can learn from.

17 To submit or view RLS documents, go to
18 <http://www.wildfirelessons.net/Resources/RapidLessonSharing>.

19 **Declared Wildfire Reviews**

20 Every prescribed fire resulting in a wildfire declaration will receive an outcome
21 review. Declared wildfire outcome review direction is found in these agency
22 documents:

- 23 • *Interagency Prescribed Fire Planning and Implementation Procedures*
24 *Reference Guide (PMS 484)*
 - 25 ○ *BLM – Refer to FA IM-2014-001.*
 - 26 ○ *NPS – Refer to RM-18, Chapter 7 and 17.*
 - 27 ○ *FWS – Refer to Fire Management Handbook, Chapter 17.*
 - 28 ○ *FS – Refer to FSM 5140.*

29 Declared Wildfire Reviews will be submitted to the Wildland Fire Lessons
30 Learned Center (LLC) by the agency fuels program lead. Submissions should be
31 sent to llcdocsu**submit**@gmail.com.

32 **Investigations**

33 Investigations are detailed and methodical efforts to collect and interpret facts
34 related to an incident or accident, identify causes (organizational factors, local
35 workplace factors, unsafe acts), and develop control measures to prevent
36 recurrence.

37 Distinct types of wildland fire incidents and accidents have specific
38 investigation requirements.

1 **Wildland Fire Incident and Accident Types and Definitions**

- 2 • **Serious Wildland Fire Accident** – An unplanned event or series of events
3 that resulted in death, injury, occupational illness, or damage to or loss of
4 equipment or property. For wildland fire operations, a serious accident
5 involves any of the following:
6 ○ One or more fatalities;
7 ○ Three or more personnel who are inpatient hospitalized as a direct
8 result of or in support of wildland fire operations;
9 ○ Property or equipment damage of \$250,000 or more; and/or
10 ○ Consequences that the Designated Agency Safety and Health Official
11 (DASHO) judges to warrant a Serious Accident Investigation.
- 12 • **Wildland Fire Accident** – An unplanned event or series of events that
13 resulted in injury, occupational illness, or damage to or loss of equipment or
14 property to a lesser degree than defined in “Serious Wildland Fire
15 Accident.”
- 16 • **Near-miss** – An unplanned event or series of events that could have
17 resulted in death, injury, occupational illness, or damage to or loss of
18 equipment or property but did not.
- 19 • **Entrapment** – A situation where personnel are unexpectedly caught in a
20 fire behavior-related, life-threatening position where planned escape routes
21 or safety zones are absent, inadequate, or compromised. Entrapment may or
22 may not include deployment of a fire shelter for its intended purpose.
23 Entrapment may result in a serious wildland fire accident, a wildland fire
24 accident, or a near-miss.
- 25 • **Burnover** – An event in which a fire moves through a location or overtakes
26 personnel or equipment where there is no opportunity to utilize escape
27 routes and safety zones, often resulting in personal injury or equipment
28 damage.
- 29 • **Fire Shelter Deployment** – The removing of a fire shelter from its case and
30 using it as protection against fire. Fire shelter deployment may or may not
31 be associated with entrapment.
- 32 • **Fire Trespass** – The occurrence of unauthorized fire on agency-protected
33 lands where the source of ignition is tied to some type of human activity.

1 Investigation Types and Requirements

Wildland Fire Event	Investigation Type	Management Level Requiring Notification ¹	Management level that determines review type and authorizes review ²
Serious Wildland Fire Accident	Serious Accident Investigation (SAI) <i>FS – Coordinated Response Protocol (CRP)</i>	National	National
Wildland Fire Accident	Accident Investigation (AI) <i>FS/NPS – FLA may be used</i>	<i>BLM/NPS -National</i> <i>FS/FWS – Management Discretion</i>	Region/State/Local
Entrapment/ Burnover	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 and Trespass Investigation	Local	Local

2 ¹ In the event that a wildland fire entrapment or fatality occurs, immediate notification to
3 NICC is required. A *Wildland Fire Entrapment/Fatality Initial Report* (PMS 405-1)
4 should be completed and mailed to NICC electronically or by fax machine within 24
5 hours. Submit this report even if some data is missing. The PMS 405-1 is located at
6 https://www.nifc.gov/nicc/logistics/coord_forms.htm.

7 ² Higher level management may exercise their authority to determine the type of review
8 or investigation.

- 9 • **BLM** – *BLM accidents that involve fire and aviation employees or*
10 *equipment will be investigated according to the requirements stated in this*
11 *chapter. Investigations will occur regardless of land jurisdiction. Facts will*
12 *be collected, causes (organizational factors, local workplace factors, unsafe*
13 *acts) identified, and an accident investigation report produced. The report*
14 *will include recommended corrective actions and control measures. Report*
15 *issuance and follow-up will be through established command channels.*
16 *BLM Agency Administrators may jointly delegate authority to investigate*
17 *accidents in cases of mixed jurisdiction or employee involvement. Joint*
18 *delegations must ensure that BLM investigation requirements are met. The*
19 *Facilitated Learning Analysis (FLA) process may be used as a*
20 *supplemental element to required BLM accident investigation processes.*

- 1 • *FS – Forest Service Line Officers are the deciding officials regarding what*
2 *type of accident investigation or analysis method is to be used for accidents*
3 *or near misses occurring under Forest Service jurisdiction. FLAs are a type*
4 *of Lessons Learned Review.*

5 Investigation Processes

6 Processes Common to All Wildland Fire Accident Investigations

- 7 • **Site Protection** – The site of the incident should be secured immediately
8 and nothing moved or disturbed until the area is photographed and visually
9 reviewed by the investigation team. Exact locations of injured personnel,
10 entrapments, injuries, fatalities, and the condition and location of personal
11 protective equipment, property, and other equipment must be documented.
- 12 • **Management of Involved Personnel** – Treatment, transport, and follow-up
13 care must be immediately arranged for injured and involved personnel. The
14 Agency Administrator or delegate should develop a roster of involved
15 personnel and supervisors and ensure they are available for interviews by
16 the investigation team. The Agency Administrator should consider relieving
17 involved supervisors from fireline duty until the preliminary investigation
18 has been completed. Attempt to collect initial statements from the involved
19 individuals prior to a Critical Incident Stress Management (CISM) session.
- 20 • **Delegation of Authority** – A Delegation of Authority shall be issued to the
21 investigation team leader. The Delegation of Authority will outline roles,
22 responsibilities, and expected deliverables. Delegation of Authority
23 templates are available at
24 https://www.nifc.gov/safety/safety_reprtsInvest.html.
- 25 • **Critical Incident Stress Management (CISM)** – CISM is the
26 responsibility of local Agency Administrators, who should have individuals
27 pre-identified for critical incident stress debriefings. Also refer to the
28 *Agency Administrator’s Guide to Critical Incident Management (PMS 926)*,
29 available at <https://www.nwcg.gov/publications/926>. Individuals or teams
30 may be available through Employee Assistance Programs (EAPs) or
31 Geographic Area Coordination Centers (GACCs).

32 Wildland Fire Serious Accident Investigation (SAI) Process

- 33 For interagency serious accident investigations, a multi-agency Delegation of
34 Authority to conduct the investigation may be issued. The delegation will ensure
35 that the investigation meets the policy requirements of involved agencies.
- 36 • **BLM/FWS – The Interagency Serious Accident Investigation Guide**
37 *establishes core direction for BLM, FWS, and interagency serious accident*
38 *investigations (exceptions for aviation accidents are stated in the guide). It*
39 *provides serious accident investigation teams a standardized and*
40 *comprehensive process for conducting serious accident investigations. The*
41 *guide is available at https://www.nifc.gov/safety/safety_reprtsInvest.html.*

1 *Serious accident investigation reports will be completed, routed, and*
2 *disseminated according to processes established in the guide. Reports may*
3 *contain information supplemental to the requirements of the guide if it*
4 *augments the BLM's ability to learn and to develop further improvements.*

5 *The guide may be used entirely or in part for accidents that do not meet the*
6 *serious accident definition.*

7 • **FS – Coordinated Response and Learning Review (CRP/LR) – How the**
8 *USFS will Respond to Serious Accidents.*

9 *A Coordinated Response Protocol (CRP) has been developed to coordinate*
10 *the multiple reports and services needed following a serious accident. The*
11 *CRP placed people first and is designed to coordinate internal and external*
12 *investigations in a way that minimizes the exposure of our personnel (as*
13 *much as possible) to a large number of interviews. The CRP also*
14 *coordinates or oversees organizational support to the victims and their*
15 *families to ensure that immediate needs are met and that benefits are*
16 *received in a timely manner. The CRP coordinates or facilitates the*
17 *Learning Review Team, Peer Support/Critical Incident Stress Management,*
18 *Law Enforcement Investigations, Union Representation, and Human*
19 *Resources support.*

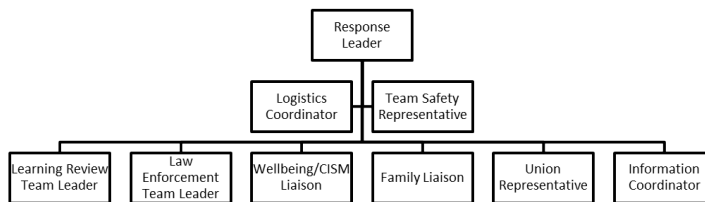
20 *The Learning Review is a Phased approach that is designed to gather*
21 *information in a way that is respectful and as complete as possible. The*
22 *“Inquiry Phase” is designed to collect individual perceptions and to*
23 *present them in a format that avoids judgment of action. It is of particular*
24 *interest to understand the context in which decisions and actions were*
25 *made. The LR recognizes that the traditional report serves as a starting*
26 *point for learning from the event. While all reports will be available on line,*
27 *a stated goal of the LR is to create a report for leadership so they will be*
28 *able to make informed decisions regarding systemic change and a field*
29 *product, designed to enhance the ability to learn based on scenarios,*
30 *sensemaking and facilitated dialogue.*

31 *Forest Service directives and guidelines regarding the investigation of*
32 *serious employee injuries and fatalities establish specific roles for the*
33 *Office of Safety and Occupational Health (OSOH) and Law Enforcement*
34 *and Investigations (LEI) staffs¹. There is a requirement to conduct a claims*
35 *investigation for any fatality or serious injury, and there is inherent value in*
36 *conducting a Learning Review. To ensure that these potentially disparate*
37 *roles are fulfilled, the following interim guidance is provided:*

38 *1. The Special Agent in Charge (SAC) and the appropriate*
39 *Region/Station/Area Safety Manager will be notified immediately of*
40 *incidents meeting the threshold for a Coordinated Response, who will*
41 *report them to the Designated Agency Safety and Health Official (DASHO),*
42 *the Director of LEI, and the Director of OSOH. This notification will*

- 1 engage a scalable coordinated response, the Coordinated Response
- 2 Protocol (CRP). This protocol is designed as a collaborative effort that
- 3 places the wellbeing of our personnel as the top priority.
- 4 2. The SAC will assume responsibility for site security, and through
- 5 coordination with the Director of LEI, will conduct a preliminary incident
- 6 review. The review will be completed as soon as possible, and in most cases
- 7 within 72 hours. If there is no indication of criminal wrongdoing, the event
- 8 will be turned over to the Response Leader (formerly named the Team
- 9 Leader). If at any time during the CRP there is a reasonable indication that
- 10 a criminal investigation is warranted, the Response Leader and Directors of
- 11 LEI and OSOH will confer with the DASHO regarding how to proceed with
- 12 the CRP.
- 13 3. The CRP Team may include the members listed in the following diagram.
- 14 The role of each team member is fully explained in the CRP Guide.

Response Team Structure



- 16
- 17 4. CRP Team Leaders will coordinate their efforts with the Response
- 18 Leader and strive to minimize traumatic impacts of the Learning Review
- 19 and claims investigation on all the employees involved.
- 20 5. For every Forest Service accident in which the potential for a claim
- 21 against the federal government exists, the CRP Team will coordinate the
- 22 Learning Review and a claims investigation. OOL will conduct the
- 23 Learning Review. LEI will conduct a claims investigation and complete the
- 24 required report.
- 25 6. In cases involving National Transportation Safety Board (NTSB), the
- 26 designated NTSB Investigator in Charge (IIC) will determine party status,
- 27 which includes the USFS participation in the investigative process. For
- 28 some aviation accidents, the IIC may rely solely on party members to
- 29 collect and supply information for the NTSB report without actually being
- 30 on the accident scene. The NTSB prohibits law enforcement involvement
- 31 with their accident investigations and is mandated to refer any suspicion of
- 32 illegal activity to the FBI for investigation.

33 ¹ These roles are delineated in the Law Enforcement Manual at
 34 Forest Service Manual (FSM) 5303.11, the Service Wide Claims
 35 Management Handbook at Forest Service Handbook (FSH)
 36 6509.11h, the Coordinated Response Protocol Guide, and FSH
 37 6709.12.

1 Fire Director Responsibilities

2 The Fire Director(s) or designee(s) of the lead agency, or agency responsible for
3 the land upon which the accident occurred, will:

- 4 • Ensure the agency safety manager and Designated Agency Safety and
5 Health Official (DASHO) have been notified;
- 6 • Immediately appoint, authorize (through Delegation of Authority), and
7 deploy an accident investigation team;
- 8 • Provide resources and procedures adequate to meet the team's needs;
- 9 • Receive the factual and management evaluation reports and take action to
10 accept or reject recommendations;
- 11 • Forward investigation findings, recommendations, and corrective action
12 plan to the DASHO (the agency safety office is the "office of record" for
13 reports);
- 14 • Convene an accident review board/ board of review (if deemed necessary)
15 to evaluate the adequacy of the factual and management reports and suggest
16 corrective actions;
- 17 • Ensure a corrective action plan is developed, incorporating management
18 initiatives established to address accident causal factors; and
- 19 • Ensure Serious Accident Investigations remain independent of other
20 investigations.

21 Agency Administrator Responsibilities

- 22 • Develop local preparedness plans to guide emergency response.
- 23 • Identify agencies with jurisdictional responsibilities for the accident.
- 24 • Provide for and emphasize treatment and care of survivors.
- 25 • Ensure the Incident Commander secures the accident site.
- 26 • Conduct an in-briefing to the investigation team.
- 27 • Facilitate and support the investigation as requested.
- 28 • Determine need and implement Critical Incident Stress Management
29 (CISM).
- 30 • Notify home tribe leadership in the case of a Native American fatality.
- 31 • Prepare and issue the required 24-Hour Preliminary Report unless formally
32 delegated to another individual.

33 Notification

34 Agency reporting requirements will be followed. As soon as a serious accident
35 is verified, the following groups or individuals should be notified:

- 36 • Agency Administrator;
- 37 • Public affairs;
- 38 • Agency Law Enforcement;
- 39 • Safety personnel;
- 40 • County sheriff or local law enforcement as appropriate to jurisdiction;

- 1 • National Interagency Coordination Center (NICC) through the local
 - 2 dispatch center and GACC. Provide a *Wildland Fire Entrapment/Fatality*
 - 3 *Initial Report* (PMS 405-1) directly to NICC within 24 hours;
 - 4 • Agency headquarters; and
 - 5 • OSHA (within 8 hours if the accident resulted in one or more fatalities or if
 - 6 three or more personnel are inpatient hospitalized).
- 7 Notification to the respective agency's fire national safety/risk management lead
- 8 is required.

9 **Designating the Investigation Team Lead**

10 The 1995 Memorandum of Understanding (MOU) between the U.S. Department

11 of the Interior and the U.S. Department of Agriculture states that serious

12 wildland fire-related accidents will be investigated by interagency investigation

13 teams.

14 The *Memorandum of Agreement (MOA) between Department of Agriculture*

15 *Forest Service and Department of Interior* augments and provides clarification

16 to the 1995 MOU for investigation type and team lead/deputy team

17 lead/interagency representative designation. The MOA also provides an

18 interagency template for joint Delegation of Authority. The MOA is available at

19 https://www.nifc.gov/safety/safety_reprtsInvest.html.

20 Following initial notification of a serious accident, the agency DASHO will

21 designate a Serious Accident Investigation Team Lead(s) and provide that

22 person(s) with a written Delegation of Authority to conduct the investigation

23 and the means to form and deploy an investigation team.

- 24 • **BLM/NPS/FWS** – *The agency DASHOs have delegated this responsibility*
- 25 *to the respective agency Fire Directors.*
- 26 • **BLM** – *The Fire and Aviation Directorate Safety Program Manager*
- 27 *mobilizes SAI teams in coordination with the SAI Team Leader.*

28 Accidents involving more than one agency will require a collaboratively

29 developed Delegation of Authority that is signed by each of the respective

30 agencies.

31 **Serious Accident Investigation Team (SAIT) Composition**

32 SAIT members should not be affiliated with the unit that sustained the accident.

- 33 • **Team Leader (Core Team Member)**
- 34 A senior agency management official, at the equivalent associate/assistant
- 35 regional/state/area/division director level. The team leader will direct the
- 36 investigation and serve as the point of contact to the Designated Agency
- 37 Safety and Health Official (DASHO).

- 1 • **Chief Investigator (Core Team Member)**
2 A qualified accident investigation specialist is responsible for the direct
3 management of all investigation activities. The chief investigator reports to
4 the team leader.
- 5 • **Accident Investigation Advisor/Safety Manager (Core Team Member)**
6 An experienced safety and occupational health specialist or manager who
7 acts as an advisor to the team leader to ensure that the investigation focus
8 remains on safety and health issues. The accident investigation
9 advisor/safety manager also works to ensure strategic management issues
10 are examined. Delegating Officials or their designee may, at their
11 discretion, fill this position with a trained and qualified NWCG Safety
12 Officer, Line (SOFR), Safety Officer, Type 2 (SOF2), or Safety Officer,
13 Type 1 (SOF1).
- 14 • **Interagency Representative**
15 An interagency representative will be assigned to every fire-related Serious
16 Accident Investigation Team. They will assist as designated by the team
17 leader and will provide outside agency perspective. They will assist as
18 assigned by the Team Leader and will provide a perspective from outside
19 the agency.
- 20 • **Technical Specialists**
21 Personnel who are qualified and experienced in specialized occupations,
22 activities, skills, and equipment, addressing specific technical issues such as
23 specialized fire equipment, weather, and fire behavior.
- 24 • **Public Affairs Officer**
25 For investigations with high public visibility and significant news media
26 interest, a public affairs officer (PAO) should be considered a part of the
27 team. The PAO should develop a communications plan for the team, be a
28 designated point of contact for news media, and oversee all aspects of
29 internal and external communications. Ideally, the PAO should be qualified
30 as a Type 1 or Type 2 public information officer and be familiar with SAI
31 team organization and function.
- 32 ○ *BLM – All media related documents (news releases, talking points,
33 etc.) should be cleared through NIFC Public Affairs prior to external
34 release.*
- 35 Core SAIT members are required to take the Interagency Serious Accident
36 Investigation Course 1112-05 prior to serious accident investigation assignment.
37 This training is also required every 5 years for recurrency.
- 38 • *BLM/FWS/FS – This training is required every 5 years to retain currency.*
- 39 **SAI 24- and 72-Hour Reports**
40 Final 24- and 72-hour reports will be approved by the SAI delegating official,
41 then sent to the agency fire safety/risk management lead who will provide a
42 copy to the Wildland Fire Lessons Learned Center (LLC). E-mail:
43 llcdocsubmit@gmail.com.

- 1 • **24-Hour Preliminary Report** – This report contains known basic facts
2 about the accident. It will be completed and forwarded by the responsible
3 Agency Administrator to the SAI delegating official. Names of injured
4 personnel will not be included in this report. Personnel may be referenced
5 by position.
- 6 • **72-Hour Expanded Report** – This report provides additional factual
7 information, if available. The information may include the number of
8 victims and severity of injuries. The focus should be on information that
9 may have immediate impact on future accident prevention. This report will
10 be completed and forwarded by the SAI team to the SAI delegating official.
11 Names of injured personnel will not be included in this report. Personnel
12 may be referenced by position.

13 **SAI Final Report**

14 Within 45 days of the incident, a final report consisting of a Factual Report (FR)
15 and a Management Evaluation Report (MER) will be produced by the
16 investigation team to document facts, findings, and recommendations and
17 forwarded to the Designated Agency Safety and Health Official (DASHO)
18 through the agency Fire Director(s).

- 19 • **Factual Report** – This report contains a brief summary or background of
20 the event, and facts based only on examination of technical and procedural
21 issues related to equipment and tactical fire operations. It does not contain
22 opinions, conclusions, or recommendations. Names of injured personnel are
23 not to be included in this report (reference them by position). Post-accident
24 actions should be included in this report (emergency response attribute to
25 survival of a victim, etc.).

26 Factual Reports will be submitted to Wildland Fire Lessons Learned Center
27 (LLC) by the respective agency's fire safety/risk management leads. E-mail:
28 llcdocsubmit@gmail.com.

- 29 • **Management Evaluation Report (MER)** – The MER is intended for
30 internal use only and explores management policies, practices, procedures,
31 and personal performance related to the accident. The MER categorizes
32 findings identified in the factual report and provides recommendations to
33 prevent or reduce the risk of similar accidents.

34 Factual Report and Management Evaluation Report formatting can be found on
35 the NIFC website at https://www.nifc.gov/safety/safety_reprtsInvest.html.

36 **Accident Review Board/Board of Review**

37 An Accident Review Board/Board of Review is used by some agencies to
38 evaluate recommendations, and develop a corrective action plan. Refer to the
39 respective agency's Safety and Health policy.

1 Wildland Fire Accident Investigation (AI) Process

2 Accident investigations and reports should be commensurate with the
3 complexity and/or severity of the accident. Investigations and reports may range
4 from large investigation teams producing comprehensive reports to first-level
5 supervisors initiating investigations and reporting injury/property damage in
6 agency reporting systems.

7 Notification

8 When an accident occurs, agency notification requirements will be followed.
9 Notification requirements universally include:

- 10 • Local dispatch center
- 11 • Unit Fire Management Officer
- 12 • Agency Administrator
- 13 • OSHA (refer to Chapter 7 for reporting criteria)

14 Investigation Team Membership

15 Investigation team membership should be commensurate with the complexity
16 and/or severity of the accident. An investigation team should consist of a team
17 leader and an adequate number of technical specialists and subject matter
18 experts. For complex investigations, team membership may also include a chief
19 investigator, a safety advisor/manager, and additional technical specialists, and a
20 writer/editor. Team members may have dual roles (e.g., chief investigator/safety
21 advisor).

22 Investigation Methodology

23 Accident Investigations (AI) are detailed and methodical efforts to collect and
24 interpret facts related to an accident and to provide specific recommendations to
25 prevent recurrence. The AI should include the following actions:

- 26 • Visual inspection of involved site, equipment, or material;
- 27 • Detailed analysis of equipment or material, as necessary;
- 28 • Interviews with involved personnel, witnesses, managers, and other
29 pertinent persons;
- 30 • Collection and review of written statements;
- 31 • Review of records, archives, plans, policies, procedures, and other pertinent
32 documents;
- 33 • Consideration of environmental, equipment, material, procedural, and
34 human factors as they related to the incident; and
- 35 • Development of specific findings and related recommendations for the AI
36 report.

37 Accident Investigation 24- and 72-Hour Reports

38 24- and 72-hour reports should be completed when a formal AI will be
39 conducted. Final 24- and 72-hour reports will be approved by the AI delegating
40 official, then sent to the agency fire safety/risk management lead who will

1 provide a copy to the Wildland Fire Lessons Learned Center (LLC). E-mail:
2 llcdocsubmit@gmail.com.

- 3 • **24-Hour Preliminary Report** – This report contains known basic facts
4 about the accident. It will be completed and forwarded by the responsible
5 Agency Administrator to the next higher level (e.g., District Manager
6 forwards to State Director). Names of injured personnel will not be included
7 in this report. Personnel may be referenced by position.
- 8 • **72-Hour Expanded Report** – This report provides additional factual
9 information, if available. The information may include the number of
10 victims and severity of injuries. The focus should be on information that
11 may have immediate impact on future accident prevention. This report will
12 be completed and forwarded by the AI team to the AI delegating official.
13 Names of injured personnel will not be included in this report. Personnel
14 may be referenced by position.

15 **Accident Investigation Final Report**

16 Within 45 days of the accident, a final report including facts, findings, and
17 recommendations shall be submitted to the senior manager dependent upon the
18 level of investigation (e.g., local Agency Administrator, State/Regional Director,
19 and Agency Fire Director or their designee). If a lower level investigation is
20 conducted, a courtesy copy of the final report shall be sent to the respective
21 agency's national fire safety/risk management lead.

22 The Final Report (minus names of employees—they should be referenced by
23 position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by
24 the respective agency's National Fire Safety Leads. E-mail:
25 llcdocsubmit@gmail.com.

26 **Accident Investigation Report Standard Contents**

- 27 • **Executive Summary** – A brief narrative of the facts involving the accident
28 including dates, locations, times, name of incident, jurisdiction(s), number
29 of individuals involved, etc. Names of injured personnel or personnel
30 involved in the accident are not to be included in this report (reference them
31 by position).
- 32 • **Narrative** – A detailed chronological narrative of events leading up to and
33 including the accident, as well as rescue and medical actions taken after the
34 accident. This section will contain who, what, and where.
- 35 • **Investigation Process** – A brief narrative of actions taken by the
36 investigation team. This narrative should include investigation team
37 membership, Delegation of Authority information (from who and contents,
38 include a copy as an appendix), investigative actions and timeline (when the
39 team conducted interviews, inspections, site visits, etc.), and if other sources
40 were consulted (i.e., professional accident reconstruction experts,
41 equipment manufacturers, etc.). This section should also address if
42 environmental, equipment, material, procedural, and human factors were
43 present, and state how findings/recommendations were developed.

- 1 • **Findings/Recommendations**
 - 2 ○ **Findings** – Developed from the factual information. Each finding is a
 - 3 single event or condition. Each finding is an essential step in the
 - 4 accident sequence, but each finding is not necessarily causal or
 - 5 contributing, and each finding may not have an associated
 - 6 recommendation. Findings should only include information necessary
 - 7 to explain the specific event or condition. Findings must be
 - 8 substantiated by the factual data. Findings should not include opinion
 - 9 or speculation.
 - 10 ○ **Discussion** – This provides explanation or information pertinent to a
 - 11 specific finding.
 - 12 ○ **Recommendations** – Recommendations are proposed actions intended
 - 13 to prevent similar accidents. Recommendations should be directly
 - 14 related to findings, should not contain opinion or speculation, and when
 - 15 appropriate, should identify the specific organization responsible for
 - 16 completing the recommended action. Recommendations will be
 - 17 evaluated and may be incorporated into future operational direction
 - 18 through established processes.
- 19 • **Conclusions and Observations** – Investigation team’s opinions and
- 20 inferences, and “lessons learned” may be captured in the section. This
- 21 section is not required.
- 22 • **Reference Materials**
 - 23 ○ **Maps/Photographs/Illustrations** – Graphic information used to
 - 24 document and visually portray facts.
 - 25 ○ **Appendices** – Reference materials (e.g., fire behavior analysis,
 - 26 equipment maintenance reports, agreements).

27 An AI Delegation of Authority template, AI report template and examples of AI
28 reports can be found at the NIFC Safety website
29 https://www.nifc.gov/safety/safety_reprtsInvest.html.

30 **Fire Cause Determination and Trespass Investigation**

31 **Introduction**

32 Agency policy requires determination of cause, origin, and responsibility for all
33 wildfires. Accurate fire cause determination is a critical first step for a
34 successful fire investigation and for targeting fire prevention efforts. Proper
35 investigative procedures, which occur concurrent with initial attack, more
36 accurately pinpoint fire causes and can preserve valuable evidence that would
37 otherwise be destroyed by suppression activities. Fire trespass refers to the
38 occurrence of unauthorized fire on agency-protected lands where the source of
39 ignition is tied to some type of human activity.

- 40 • **BIA** – *For guidance regarding origin and cause determination on lands*
41 *under the jurisdiction of the Bureau of Indian Affairs, see 90 IAM 1.4C (10)*
42 *Wildland Fire Management - National Fire Investigation Handbook*

1 available at [https://www.bia.gov/cs/groups/xnifc/documents/text/idc-](https://www.bia.gov/cs/groups/xnifc/documents/text/idc-022600.pdf)
2 [022600.pdf](https://www.bia.gov/cs/groups/xnifc/documents/text/idc-022600.pdf).

3 **Policy**

4 The agency must pursue cost recovery, or document why cost recovery is not
5 required, for all human-caused fires on public lands. The agency will also pursue
6 cost recovery for other lands under fire protection agreement where the agency
7 is not reimbursed for suppression actions, if so stipulated in the agreement.

8 For all human-caused fires where negligence can be determined, trespass actions
9 are to be taken to recover cost of suppression activities, land rehabilitation, and
10 damages to the resource and improvements. Only fires started by natural causes
11 will not be considered for trespass and related cost recovery.

12 The determination whether to proceed with trespass action must be made on
13 “incident facts,” not on “cost or ability to pay.” Trespass collection is both a cost
14 recovery and a deterrent to prevent future damage to public land. It is prudent to
15 pursue collection of costs, no matter how small. This determination must be
16 documented and filed in the unit office’s official fire report file.

17 • *BIA – For guidance regarding fire trespass and damage to Indian Forest*
18 *Products on lands under the jurisdiction of the Bureau of Indian Affairs see*
19 *53IAM 7-H Indian Forest Management Handbook – Forest Trespass,*
20 *available at [https://www.bia.gov/cs/groups/xnifc/documents/text/idc-](https://www.bia.gov/cs/groups/xnifc/documents/text/idc-022535.pdf)*
21 *[022535.pdf](https://www.bia.gov/cs/groups/xnifc/documents/text/idc-022535.pdf).*

22 The Agency Administrator has the responsibility to bill for the total cost of the
23 fire and authority to accept only full payment. On the recommendation of the
24 State/Regional Director, the Solicitor/Office of General Counsel may
25 compromise claims of the United States, up to the monetary limits (\$100,000)
26 established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2.
27 The Solicitor/Office of General Counsel will refer suspension or termination of
28 the amount, in excess of \$100,000, exclusive of interest, penalties, or
29 administrative charges, to the Department of Justice.

30 Unless specified otherwise in an approved protection agreement, the agency that
31 has the land management jurisdiction/administration role is accountable for
32 determining the cause of ignition, responsible party, and for obtaining all
33 billable costs, performing the billing, collection, and distribution of the collected
34 funds. The agency with the fire protection responsibility role must provide the
35 initial determination of cause to the agency with the land management
36 jurisdiction/administration role. The agency providing fire protection shall
37 provide a detailed report of suppression costs that will allow the jurisdictional
38 agency to proceed with trespass procedures in a timely manner.

1 Each agency's role in fire trespass billing and collection must be specifically
 2 defined in the relevant Cooperative Fire Protection Agreement. The billing and
 3 collection process for federal agencies is:

- 4 • For example, a federal agency fire occurs on another federal agency's land
 5 and is determined to be a trespass fire. BLM provides assistance, and
 6 supplies costs of that assistance to the federal agency with jurisdictional
 7 responsibility for trespass billing. The responsible federal agency bills and
 8 collects trespass, and BLM then bills the federal agency and is reimbursed
 9 for its share of the collection.
- 10 • For example, where BLM administered land is protected by a state agency,
 11 the billing and collection process is:
 - 12 ○ The state bills BLM for their suppression costs. The BLM will pursue
 13 trespass action for all costs, suppression, rehabilitation, and damages,
 14 and deposits the collection per BLM's trespass guidance.

15 Initiation of fire cause determination must be started with notification of an
 16 incident. Initial attack dispatchers are responsible for capturing all pertinent
 17 information when the fire is reported and throughout the incident. The initial
 18 attack Incident Commander and the initial attack forces are responsible for
 19 initiating fire cause determination and documenting observations starting with
 20 their travel to the fire. If probable cause indicates human involvement, an
 21 individual qualified in fire cause determination (INVF or cooperator equivalent)
 22 should be dispatched to the fire.

23 Agency references:

- 24 • *BLM – 9238-1*
- 25 • *NPS – RM-18, Chapter 6 and RM-9*
- 26 • *FWS – Fire Management Handbook*
- 27 • *FS – FSM 5130 and FSM 5300*
- 28 • *BIA – 53 IAM Chapter 7-H and 90IAM 1.4C (10)*

29 **Related Policy Documents**

30 These documents provide specific direction related to incident and accident
 31 investigations.

	Safety	Prescribed Fire
DOI	485 DM Chapter 7	
BLM	Manual 1112-2, 1112-1	
NPS	DO/RM-50B, RM-18 Chapter 3	RM-18, Chapter 7
FWS	Service Manual 095	
FS	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11, FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific	Same as Safety

	Safety	Prescribed Fire
	policy), FSH 6709.12 Chapter 30 (General guidance), and most recent Accident Investigation Guide, for specific guidance.	
Interagency	Information on accident investigations may be found at https://www.nifc.gov/safety/safety_reportsInvest.html . For reporting use PMS 405-1, <i>Wildland Fire Fatality and Entrapment Initial Report</i> , https://www.nifc.gov/nicc/logistics/coord_forms.htm .	Same as Safety

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Chapter 19 Dispatch and Coordination System

Introduction

The primary mission of the national dispatch/coordination system is the timely, cost-effective, and efficient coordination, mobilization, and demobilization of wildland fire resources. This mission is accomplished at the direction of Agency Administrators and designated fire managers at the local, geographic, and national level and delegated to the Center Manager. Agency Administrators and fire managers are responsible for providing direction to their respective dispatch/coordination centers. The dispatch/coordination system implements the movement of resources in response to the direction as delegated.

Agency Administrators and fire managers will:

- Provide oversight for the development and implementation of dispatch/coordination center plans and operating procedures (e.g., initial response plans, dispatch operating guides/manuals, and mobilization guides) that enable the effective implementation of the fire management plan.
- Through prior planning, provide dispatch with an initial response plan to allocate resources to new incidents under the leadership of the Center Manager or delegated acting.
- Establish priorities for prepositioning and deployment of fire suppression resources based on evaluation of current/predicted fire activity and firefighting resource status and availability, and communicate these priorities to the dispatch/coordination managers through established command channels for implementation.
- Serve as authorized representatives on local, geographic, and national coordinating groups and MAC groups.

Dispatch/Coordination Center Managers will:

- Ensure that dispatch/coordination center decisions and actions are consistent with priorities, established plans, and operating procedures as determined by Agency Administrators and fire managers.
- Implement pre-planned response for allocation of resources to new incidents, pursuant to their delegation from Agency Administrators and designated fire managers.
- Develop and implement dispatch/coordination center plans and operating procedures (e.g., initial response plans, dispatch operating guides/manuals, and mobilization guides) that enable the effective implementation of the fire management plan.

1 National Dispatch/Coordination System

2 The wildland fire dispatch and coordination system in the United States has
3 three levels (tiers):

- 4 • National – National Interagency Coordination Center
- 5 • Geographic – Geographic Area Coordination Centers
- 6 • Local – Local Dispatch Centers

7 Logistical dispatch operations occur at all three levels, while initial attack
8 dispatch operations occur primarily at the local level. Any geographic area or
9 local dispatch center using a dispatch system outside the three-tier system must
10 justify why a non-standard system is being used and request written
11 authorization from the BLM, FWS, and/or NPS National Office or USFS
12 Regional Office.

13 National Interagency Coordination Center (NICC)

14 The NICC is located at NIFC, in Boise, Idaho. The principal mission of the
15 NICC is the cost-effective and timely coordination of land management agency
16 emergency response for wildland fire at the national level. This is accomplished
17 through planning, situation monitoring, and expediting resource orders between
18 the BIA Areas, BLM States, National Association of State Foresters, FWS
19 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,
20 Federal Emergency Management Agency (FEMA) Regions through the United
21 States Fire Administration (USFA), and other cooperating agencies.

22 The NICC coordinates any requests for support from foreign countries, either
23 through Departments of Agriculture and Interior agreements (Canada and
24 Mexico) or arrangements (Australia and New Zealand), or from the Forest
25 Service International Programs' Disaster Assistance Support Program (DASP)
26 through the U.S. Agency for International Development's Office of Foreign
27 Disaster Assistance.

28 The NICC supports non-fire emergencies when tasked by an appropriate agency,
29 such as FEMA, through the National Response Framework. The NICC collects
30 and consolidates information from the GACCs and disseminates the *National*
31 *Incident Management Situation Report* through the NICC website at
32 <https://www.nifc.gov/nicc/sitreprt.pdf>.

33 Geographic Area Coordination Centers (GACCs)

34 There are 10 GACCs, each of which serve a specific geographic portion of the
35 United States. Each GACC interacts with the local dispatch centers, as well as
36 with the NICC and neighboring GACCs. Refer to the *National Interagency*
37 *Mobilization Guide* for a complete directory of GACC locations, addresses, and
38 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 **Local Dispatch Centers**

7 Local dispatch centers are located throughout the country as dictated by the
8 needs of fire management agencies. Local dispatch centers dispatch multi-
9 agency wildland firefighting resources within a pre-established and identified
10 dispatch zone boundary. The principal mission of a local dispatch center is to
11 provide safe, timely, and cost-effective coordination of emergency response for
12 all incidents within its specified geographic area. This entails the coordination of
13 initial attack responses and the ordering of additional resources when fires
14 require extended attack.

15 Local dispatch centers are also responsible for supplying intelligence and
16 information relating to fires and resource status to their GACC and to their
17 agency managers and cooperators. Local dispatch centers may work for, or with,
18 numerous agencies, but should only report to one GACC.

19 Some local dispatch centers are also tasked with law enforcement and agency
20 administrative workloads for non-wildfire operations. If this is the case, a
21 commensurate amount of funding and training should be provided by the
22 benefiting activity to accompany the increased workload. If non-wildfire
23 workload is generated by another agency operating in an interagency dispatch
24 center, the agency generating the additional workload should offset this
25 increased workload with additional funding or personnel.

26 **Mobilization Guides**

27 The NICC and each GACC annually publish a Mobilization Guide. The
28 Mobilization Guides identify standard procedures which guide the operations of
29 multi-agency logistical support activity throughout the coordination system.
30 These guides are intended to facilitate interagency dispatch coordination,
31 ensuring timely and cost-effective incident support services are provided. Local
32 and Geographic Area Mobilization Guides supplement the *National Interagency*
33 *Mobilization Guide*.

34 The *National Interagency Mobilization Guide* (NFES 2092) and links to
35 Geographic Area Mobilization Guides are available at
36 <https://www.nifc.gov/nicc/>.

37 **Local Mobilization Guide/Dispatch 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

1 mobilization guide or operating plan will include or provide reference to the
2 minimum elements and procedures to guide the operation of a local dispatch
3 center. See Appendix P for minimum required elements and procedures for
4 inclusion in a local mobilization guide/dispatch operating plan or at
5 https://www.nifc.gov/policies/pol_intgncy_guides.html.

6 **Local and Geographic Area Drawdown**

7 Drawdown is the predetermined number and type of suppression resources that
8 are required to maintain viable initial attack (IA) capability at either the local or
9 geographic area. Drawdown resources are considered unavailable outside the
10 local or geographic area for which they have been identified.

11 Drawdown is intended to:

- 12 • Ensure adequate fire suppression capability for local and/or geographic area
13 managers; and
- 14 • Enable sound planning and preparedness at all management levels.

15 Although drawdown resources are considered unavailable outside the local or
16 geographic area for which they have been identified, they may still be
17 reallocated by the Geographic Area or National MAC to meet higher priority
18 obligations.

19 **Establishing Drawdown Levels**

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

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

28 **National Ready Reserve (NRR)**

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.

33 NRR implementation responsibilities are as follows:

- 34 • NMAC establishes national ready reserve requirements by resource
35 category, type, and quantity.

- 1 • NICC implements NMAC intent by directing individual GACCs to place
2 specific categories, types, and quantities of resources on national ready
3 reserve.
 - 4 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
5 identify resources to be placed on national ready reserve.
 - 6 • NICC mobilizes national ready reserve assets through normal coordination
7 system channels as necessary.
- 8 National ready reserve resources must meet the following requirements:
- 9 • May be currently assigned to ongoing incidents;
 - 10 • Must be able to demobe and be en route to new assignment in less than 2
11 hours;
 - 12 • Resources must have a minimum of 7 days left in 14 day rotation
13 (extensions will not be factored in this calculation);
 - 14 • May be assigned to incidents after being designated ready reserve, in
15 coordination with NICC; and
 - 16 • Designated ready reserve resources may be adjusted on a daily basis.
- 17 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
18 to maintain national surge capability, the NMAC may retain available resources
19 within a geographic area, over and above the established geographic area
20 drawdown level.

21 **Dispatch/Coordination Center Administration**

22 **Memorandum of Understanding (MOU)**

23 Each dispatch/coordination center will have a Memorandum of Understanding
24 (MOU) signed by all cooperators. This MOU will be reviewed and updated
25 annually. Dispatch/coordination center MOUs and their associated Annual
26 Operating Plans (AOPs) will be current and will define:

- 27 • The roles and responsibilities of each interagency partner's fiscal and
28 infrastructure support responsibilities;
- 29 • Administrative oversight/support groups involved with the
30 dispatch/coordination center;
- 31 • Clear fiscal reimbursement procedures and interagency funding procedures;
- 32 • The dispatch/coordination center's organizational charts;
- 33 • Communication protocols for local and geographic area cooperating
34 Agencies, including briefings, planned meetings, and conference calls;
- 35 • Procedures for Incident Management Team mobilization and close-out; and
- 36 • Supporting documentation, such as any local initial attack or fire and
37 aviation agreements for units serviced by the center.

38 Funding for facilities, equipment, and staffing needs shall be identified in each
39 participating agency's planning and budget process, and included in the
40 MOU/AOP.

1 Service and Supply Plans

2 All local dispatch centers shall maintain a Service and Supply Plan that contains
3 current copies of procurement documents related to locally available resources.
4 Service and Supply Plans must be current, complete, organized, and accessible
5 to Initial Attack and Expanded Dispatchers.

6 The Service and Supply Plan will contain current copies of competitive Incident
7 Blanket Purchase Agreements (I-BPAs), as well as source lists for incident-only
8 agreements. Resources and their respective contracts/agreements will be entered
9 into ROSS if applicable, and naming conventions will meet national standards.

10 For additional required components of a Service and Supply Plan, refer to
11 Appendix P at
12 <https://www.nifc.gov/PUBLICATIONS/redbook/2016/AppendixP.pdf>.

13 Continuity of Operations Plan (COOP)

14 All centers will maintain a current Continuity of Operations Plan (COOP) which
15 includes a pre-identified alternate location with adequate supplies, notification
16 procedures for activation, a back-up computer system, and contingency plans for
17 loss of telecommunications equipment and/or loss of access to network
18 connectivity. Additionally, all centers which are required to maintain
19 communications with field going resources, including aircraft, will maintain an
20 identified back-up power source and redundancies in communication systems
21 for a possible loss of radios and/or telecommunications equipment.

22 Dispatch/Coordination Center Manager Delegation of Authority

23 All Dispatch/Coordination Center Managers shall have a signed Delegation of
24 Authority providing an adequate level of operational authority from all
25 participating agencies. The Delegation of Authority will include appropriate
26 supervisory authority, and a process for completion of employee performance
27 evaluations.

28 The Dispatch/Coordination Center Manager may, where appropriate, complete a
29 Delegation of Authority for staff that identifies roles and responsibilities for
30 Acting Center Manager, Coordinator-on-Duty, Floor Supervisor, and/or Internal
31 Duty Officer.

**32 National Interagency Coordination Center (NICC) Functional
33 Responsibilities**

34 The NICC has established the Coordinator-On-Duty (NICC COD) position. The
35 NICC COD is responsible for managing the daily operation of the NICC and for
36 resource allocation decisions in alignment with NMAC direction.

37 The National Interagency Coordination Center (NICC) is responsible for the
38 following:

- 1 • **Positioning and Movement of Resources**
2 NICC, in conjunction with the GACCs, is responsible for ensuring a
3 coordinated response to wildland fire incidents and/or all-hazard incidents
4 under the National Response Framework or other appropriate authorities.
5 NICC positions resources (personnel, aircraft, supplies, and equipment) to
6 meet existing and anticipated incident, preparedness, severity, wildland, and
7 prescribed fire needs regardless of geographic location or agency affiliation.
8 NICC coordinates movement of resources across Geographic Area
9 boundaries. NICC allocates resources according to National Multi-Agency
10 Coordinating Group (NMAC) direction when competition for wildland fire
11 resources occurs among Geographic Areas.
- 12 • **Management of National Aviation Resources**
13 As directed or delegated by NMAC, NICC allocates national resource
14 aviation assets to the Geographic Areas based upon national priorities.
15 These national resources include:
16 ○ Federal airtankers
17 ○ Large transport aircraft
18 ○ Modular Airborne Fire Fighting System (MAFFS) Airtankers
19 ○ Type 1 and Type 2 Call-When-Needed (CWN) helicopters
20 ○ Airborne Thermal Infrared (IR) Fire Mapping aircraft
21 ○ Leadplanes and Aerial Supervision Modules
- 22 NICC has established authorities and procedures for dispatching aviation
23 resources. These authorities and procedures include:
24 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
25 ○ Tracking of all aircraft ordered through NICC that cross geographic
26 area boundaries;
27 ○ Mechanisms for disseminating availability and commitment status
28 throughout the dispatch/coordination system; and
29 ○ Procedures for mobilization and use of large transport aircraft (NICC is
30 the sole source for large transport aircraft).
- 31 • **Management of National Support Resources**
32 NICC mobilizes national support resources such as National Interagency
33 Radio Support Cache radio systems and kits, Incident Remote Automatic
34 Weather Stations, Project Remote Automatic Weather Stations, National
35 Contract Mobile Food Services, and National Contract Mobile Shower
36 Facilities. Refer to the *National Interagency Mobilization Guide* for more
37 information.
- 38 • **Allocation of Other National Resources**
39 As directed or delegated by the NMAC, NICC mobilizes national program
40 resources such as National Interagency Buying Teams, Administrative
41 Payment Teams, Burned Area Emergency Response Teams, and National
42 Fire Prevention and Education Teams to the Geographic Areas based upon
43 national priorities. Refer to the *National Interagency Mobilization Guide* for
44 more information.

1 • **Predictive Services and Intelligence**
2 Predictive Services is a decision support unit for federal, state and local land
3 agencies for operational management of and strategic planning for wildland
4 firefighting resources. Predictive Services accomplishes this through
5 analysis of weather and climate, fuels, and fire activity and behavior. The
6 products and services provide support for the proactive management of
7 wildland fire with an eye toward safety, cost containment, efficiency and
8 ecosystem health. Additionally, Predictive Services will advance the state of
9 science through collaborations with cooperating agencies, including
10 academic, research and private sector partners.

11 The National Predictive Services staff works under the direction of the
12 National Interagency Coordination Center (NICC) Manager, with guidance
13 from the National Multi-Agency Coordinating Group (NMAC).
14 Geographic Area Coordination Center (GACC) Predictive Services staff
15 work under the direction of the GACC Manager, with guidance from the
16 Geographic Area Coordinating Groups. National and GACC missions share
17 importance and as such National and GACC Predictive Services work in
18 unison to create and maintain products and services which provide value to
19 users at all levels.

20 Predictive Services is comprised of Meteorologists and Fuels and Fire
21 Behavior Analysts at NICC and the GACCs. GACC Managers and
22 Geographic Area Coordinating Groups decide the need for and allocation of
23 positions within each GACC with input from National Predictive Service
24 staff, the NICC Manager and NMAC.

25 Intelligence gathering is a fundamental component of the national
26 coordination system for federal, state and local land agencies. Intelligence
27 coordination is accomplished through compiling reports from all levels of
28 the firefighting organization as well as communicating with individual
29 GACCs and local jurisdictions concerning their ongoing, historical and
30 expected fire occurrence. The products and services provide support for the
31 proactive management of wildland fire with an eye toward safety, cost
32 containment, efficiency and ecosystem health.

33 The National Intelligence Coordination staff works under the direction of
34 the National Interagency Coordination Center (NICC) Center Manager,
35 with guidance from the National Multi-Agency Coordinating Group
36 (NMAC). Geographic Area Coordination Center (GACC) Intelligence
37 Coordination staff work under the direction of the GACC Center Manager,
38 with guidance from the Geographic Area Coordinating Groups. National
39 and GACC missions share importance and as such, National and GACC
40 Predictive Services work in unison to create and maintain products and
41 services which provide value to users at all levels.

1 The Intelligence sections are comprised of Intelligence Coordinators and
2 Intelligence Officers at NICC and the GACCs. GACC Managers and
3 Geographic Area Coordinating Groups decide the need for and allocation of
4 positions within each GACC with input from National Intelligence
5 Coordination staff, the NICC Manager and NMAC.

- 6 • **International and Department of Defense Assistance**
7 NICC serves as the focal point for international assistance requested from
8 NMAC either under existing agreements or by the US Department of State.
9 NICC also serves as the focal point for any requests for assistance from the
10 Department of Defense.

11 For more information, see agreements at
12 <https://www.nifc.gov/nicc/logistics/references.htm>.

13 **Geographic Area Coordination Center (GACC) Functional Responsibilities**

14 The GACCs have established the Coordinator-On-Duty (COD) position. The
15 COD is responsible for managing the daily operation of the GACC and for
16 resource allocation decisions in alignment with NMAC direction.

17 Geographic Area Coordination Centers (GACCs) are responsible for the
18 following:

- 19 • **Positioning and Movement of Resources**
20 GACCs, in conjunction with NICC and local dispatch centers, are
21 responsible for ensuring a coordinated response to wildland fire incidents
22 and/or all-hazard incidents under the National Response Framework or
23 other appropriate authorities. GACCs mobilize and position resources
24 (personnel, aircraft, supplies, and equipment) internally among local
25 dispatch centers to meet existing and anticipated incident, preparedness,
26 severity, wildland, and prescribed fire needs, regardless of geographic
27 location or agency affiliation. GACCs coordinate movement of resources
28 within Geographic Area boundaries and allocate resources according to
29 Geographic Area Multi-Agency Coordinating Group (GMAC) direction
30 when competition for wildland fire resources occurs within the Geographic
31 Area. GACCs will ensure adequate fire suppression capability for local
32 and/or Geographic Area managers, and enable sound planning and
33 preparedness at all management levels.

34 Geographic Areas will establish priorities for their incidents and wildland
35 fires and report them to NICC. GACCs will notify NICC and adjoining
36 GACCs of the commitment of National Resources within their Area, and
37 will notify the local dispatch offices and the NICC of Geographic Area
38 drawdown decision and actions.

- 1 Activities associated with the National Response Framework will be
2 accomplished utilizing established dispatch coordination procedures. The
3 affected GACC will coordinate ordering points with Regional Response
4 Coordination Centers (RRCC) and Joint Field Offices (JFO).
- 5 • **Management of Aviation Resources**
6 GACCs have established authorities and procedures for dispatching aviation
7 resources. These procedures include:
 - 8 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
 - 9 ○ Procedures for tracking of all aircraft within Geographic Area
10 boundaries;
 - 11 ○ Mechanisms for disseminating availability and commitment status
12 throughout the dispatch/coordination system;
 - 13 ○ Ordering and operational procedures between the GACC, dispatch
14 center(s) and airtanker base(s);
 - 15 ○ Procedures for flight following (including protocols for use of
16 Automated Flight Following (AFF) and initial call on the National
17 Flight Following Frequency);
 - 18 ○ Procedures for ordering and establishing TFR's and operating
19 guidelines for airspace deconfliction for Military Air Space (MTR,
20 SUA, MOA) and Restricted Areas. GACCs will participate in planned
21 airspace meetings annually;
 - 22 ○ Procedures for ordering and utilization of FAA temporary towers; and
 - 23 ○ Procedures for reporting through the SAFECOM system.
 - 24 • **Predictive Services**
25 The GACC Managers will provide daily supervision of their respective
26 Predictive Services programs, including developing GACC-specific
27 operating plans. These plans will encompass the daily activities of the
28 GACC Predictive Services program, including supervision, the flow of
29 information within the GACC and Geographic Area, and the products
30 produced for Geographic Area purposes. GACC Center Managers will have
31 ultimate responsibility for ensuring GACC Predictive Services staffs have
32 the appropriate allocation of time and resources to produce required national
33 products including but not limited to the National 7-day Significant Fire
34 Potential Outlook; the National Significant Wildland Fire Potential
35 Outlook; and Fuels and Fire Behavior Advisories as needed.
 - 36 • **Intelligence**
37 The GACC Center Managers will provide daily supervision of their
38 respective Intelligence Coordination programs, including developing
39 GACC-specific operating plans. These plans will encompass the daily
40 activities of the GACC Intelligence Coordination program, including
41 supervision, the flow of information within the GACC and Geographic
42 Area, and the products produced for Geographic Area purposes including
43 Multi-Agency Coordination Group management. The GACC Center
44 Managers will have ultimate responsibility for ensuring GACC Intelligence

1 Coordination staffs have the appropriate allocation of time and resources to
2 produce required national products.

3 **Local Dispatch Center Functional Responsibilities**

4 Local Dispatch centers are responsible for initial attack dispatching,
5 coordination of communications, intelligence gathering and dissemination, and
6 logistical support for local incidents and field operations.

7 • **Initial Attack Dispatching**

8 Local dispatch centers are the focal point for the report of, and initial
9 response to wildland fires, and under appropriate authorities, other
10 emergency incidents at the local level. Deployment of response resources is
11 made in accordance with local processes and procedures as outlined in the
12 dispatch center's mobilization guide.

13 Each dispatch office with the responsibility for initial response to wildland
14 fires shall have a pre-planned response plan that allocates resources to new
15 wildland fires in accordance with fire management direction, initial attack
16 agreements, and established ordering procedures. The pre-planned response
17 plan will be reviewed and updated annually prior to fire season.

18 Additionally, each center will have a method to document actions taken and
19 resources sent to wildland fires. Centers may use either a manual or
20 computer aided dispatch system.

21 Each dispatch center shall have maps posted that depict initial attack
22 response areas, land ownership, jurisdictional and protection boundaries,
23 hazards, and resource concerns. Each center will also ensure that Computer
24 Aided Dispatch (CAD) and Geographic Information System (GIS) products
25 are current, functioning, and utilized.

26 Dispatch centers will have protocols in place for frequency management,
27 priority use of frequencies, and procedures for obtaining additional
28 frequencies.

29 Local Dispatch centers will have protocols in place for timely request and
30 dissemination of Fire Weather Forecasts, Spot Weather Forecasts, Fire
31 Weather Watches, and Red Flag Warnings to firefighters, Incident
32 Commanders, and field-going personnel.

33 The National Multi-Agency Coordinating Group (NMAC) has established
34 incident name protocols. Guidance can be found at
35 <https://www.nifc.gov/nicc/administrative/nmac/index.html>.

36 All required reference material will be current and accessible, and expired
37 or out-of-date material will be removed.

- 1 • **Intelligence**
 - 2 The intelligence function is responsible for gathering and disseminating
 - 3 incident, resource, weather and predictive services information. Each
 - 4 dispatch center will ensure that locations and conditions of the fire weather
 - 5 stations are known and a current weather station catalog is available.
 - 6 Weather data will be archived daily in WIMS and seasonal inputs will be
 - 7 maintained, including vegetative state, fuel moisture values, daily state of
 - 8 the weather observations, and updating breakpoints.
 - 9 ○ **FS** – *Dispatch centers are required to have a person trained in the*
 - 10 *National Fire Danger Rating System (NFDRS) assigned to data quality*
 - 11 *assurance responsibilities.*
 - 12 Dispatch centers will ensure that coordination/communication with the local
 - 13 NWS Forecast Office occurs annually prior to fire season.
 - 14 Local dispatch centers will have a process in place for submission of the
 - 15 daily situation report and ICS-209s.
 - 16 Dispatch centers with websites will ensure current intelligence and weather
 - 17 information is posted.
- 18 • **Expanded Dispatch and Incident Business Management**
 - 19 Expanded dispatch is a functional branch of the Incident Support
 - 20 Organization (ISO) that supports incidents and expands as local fire
 - 21 conditions and activity dictates. Expanded dispatch is established when a
 - 22 high volume of activity indicates that increased dispatch and coordination
 - 23 capability is required.
 - 24 Each dispatch center will have an Expanded Dispatch Operating Plan which
 - 25 provides specific details about when, where, and how to implement an
 - 26 expanded dispatch. The plan will identify logistical support facilities
 - 27 available for expanded dispatch use. These facilities will be pre-identified,
 - 28 procured, and available for immediate setup, along with necessary
 - 29 equipment.
 - 30 The expanded dispatch workspace will be separate from, but accessible to,
 - 31 the initial attack organization. The area should have adequate office space,
 - 32 including suitable lighting, heating/ cooling systems, and security.
 - 33 Expanded dispatchers will have access to communications equipment
 - 34 including telephones, fax machines, copiers, and computer hardware with
 - 35 adequate data storage space.
 - 36 Qualified personnel should be on site in order to adequately staff required
 - 37 expanded dispatch functions. Expanded dispatch supervisors are responsible
 - 38 for establishing a staffing and operating schedule for expanded dispatch,
 - 39 including operational period changes, briefings, and strategy meetings.

1 • Aviation

- 2 Each dispatch center will have documented procedures established for
3 dispatching of aviation resources. These procedures will include:
- 4 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
 - 5 ○ Procedures for disseminating availability and commitment status
6 throughout the dispatch/coordination system;
 - 7 ○ Procedures for coordination with airtanker bases;
 - 8 ○ Procedures for airtanker, smokejumper and rappeller use and
9 restrictions;
 - 10 ○ Procedures for flight following (including protocols for use of
11 Automated Flight Following (AFF) and initial call on the National
12 Flight Following Frequency);
 - 13 ○ Procedures for ordering and establishing TFRs;
 - 14 ○ Procedures for airspace de-confliction for Military Air Space (MTR,
15 SUA, MOA) and Restricted Areas, and current Aviation flight hazard
16 maps or military operating area sectionals;
 - 17 ○ Procedures for requesting FAA Temporary Towers; and
 - 18 ○ Procedures for reporting through the SAFECOM system.

19 Accident Notification

20 When an accident occurs, agency notification requirements will be followed. As
21 soon as the accident is verified, the following should be notified:

- 22 • Local dispatch center;
- 23 • Unit Fire Management Officer; and
- 24 • Agency Administrator(s).

25 Additional notifications should occur in the dispatch/coordination system, from
26 the local dispatch center to the NICC through the GACC.

27 Incident Emergency Management Planning

28 To achieve successful medical response, Agency Administrators will ensure that
29 their units have completed the following items prior to each field season:

- 30 • A Medical Emergency Response Plan that identifies medical evacuation
31 options, local/county/state/federal resource capabilities, capacities, ordering
32 procedures, cooperative agreements, role of dispatch centers, and key
33 contacts or liaisons;
- 34 • Standardized incident and communication center protocols identified in the
35 Medical Incident Report section of the *IRPG*.
- 36 • For incidents that require the preparation of an IAP, Form ICS-206-WF will
37 be used. This form is available at [https://www.nwcg.gov/publications/ics-](https://www.nwcg.gov/publications/ics-forms)
38 forms.

39 For more information, refer to Chapter 7 and NWCG Memorandum EB-M-14-
40 001 at <https://www.nwcg.gov/sites/default/files/memos/eb-m-14-01.pdf>.

1 Dispatch/Coordination Center Reference Material

2 All coordination/dispatch centers will have reference materials available to all
3 dispatchers. See Appendix P for a list of minimum required reference materials
4 or at <https://www.nifc.gov/PUBLICATIONS/redbook/2016/AppendixP.pdf>.

5 Training

6 Dispatch/Coordination center staff will be trained in, and follow established
7 procedures for, the use of applications utilized in center operations.

8 Personnel will be cross trained in each function (i.e., aircraft, crews, overhead,
9 equipment, intelligence) in order to provide staffing coverage. Dispatch
10 personnel will be trained in and follow center procedures for the following (as
11 applicable):

- 12 • Resource Ordering and Status System (ROSS);
- 13 • Computer Aided Dispatch (CAD);
- 14 • Fire Code;
- 15 • Automated Flight Following (AFF);
- 16 • Unit Identifiers;
- 17 • SIT Report/209; and
- 18 • Other applications (e.g., WFDSS, I-Suite).

19 All dispatch center employees will have a documentation file for current season
20 training, past season fire training, certifications and experience, fire experience,
21 performance evaluations, and have task books initiated appropriate to their
22 training needs. All supervisors will be familiar with safety and accident
23 reporting processes (i.e., Safety Management Information System (SMIS),
24 SAFENET, SAFECOM).

25 All employees will have current red cards produced by the Incident
26 Qualification and Certification System (IQCS) as per Chapter 13.

- 27 • **BLM** – *BLM employees are required to complete the BLM Fire and*
28 *Aviation Employee Orientation Checklist, available at the BLM Fire*
29 *Operations website http://web.blm.gov/internal/fire/fire_ops/index.html.*

30 Facilities and Equipment

31 All dispatch/coordination centers will have a telephone system with an adequate
32 number of lines for normal business volume, and the capability to expand as
33 conditions dictate. Centers will have teleconference capabilities commensurate
34 with the anticipated volume of business.

35 Copying, facsimile, computer, and GIS systems shall meet operational needs
36 (quantity and capability) and comply with agency standards. Software will be

- 1 compatible with Information Resource Management and agency requirements
- 2 for security.
- 3 All facilities shall have an evacuation plan, security plan, and safety practices in
- 4 place to safe guard the health and welfare of employees.
- 5 Adequate facilities will be available to host an expanded dispatch or MAC group
- 6 and shall include telephones, computer access, copiers, and basic office supplies.
- 7 Rooms for MAC Group use will have adequate IT equipment and support.
- 8 All centers will have adequate workspace with room for reference materials and
- 9 other necessary items to perform assigned duties. Individual workspace should
- 10 be provided away from the initial attack floor for each permanent employee, and
- 11 a break room area should be provided for employees.
- 12 Employees will have access to a locked area to store data that may contain
- 13 personally identifiable information (PII) or personal items.
- 14 **Radio Systems**
- 15 Radio systems will have an adequate number of frequencies to provide for
- 16 separation of incidents and use by all interagency partners. Base station and
- 17 repeater transmissions shall be recorded and maintained in accordance with
- 18 agency records management policies. Radio systems may have alert tones
- 19 available for use as determined by local center policies.

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Appendix A

Sample Questions for Fire Site Visits by Agency Administrators

Management Direction

- ___ Who is the incident commander? If the fire is being managed under Unified Command, are all commanders present? Is the incident operating smoothly?
- ___ What is the incident organization?
- ___ What is the current situation? What has been damaged or is at risk?
- ___ Have you received adequate direction for the management of the incident?
- ___ Is a Wildfire Decision Support System required/still valid?
- ___ What are the incident management objectives? Constraints? Probability of success?
- ___ Are the tactics in the Incident Action Plan realistic and achievable with current resources?
- ___ Is a resource advisor needed?
- ___ What are your estimates of suppression costs?
- ___ What are the incident commander's concerns?
- ___ What are the local, social, economic, and political issues?
- ___ Are there rehabilitation needs?
- ___ What can I, as the agency administrator, do to help?

Safety

- ___ What are your safety concerns?
- ___ Are these concerns resolved? If not, what needs to be done?
- ___ What is the general safety attitude and emphasis?
- ___ Have you assessed the potential hazardous situations and determined if the fire can be fought safely?
- ___ Have you applied the Fire Orders, Watchout Situations, Lookout, Communication, Escape Routes, Safety Zones (LCES) process in selecting safe and effective strategies and tactics?
- ___ Have you effectively briefed firefighters on hazards, safety zones, escape routes, and current and expected weather and fire behavior?
- ___ Is the safety officer position filled? If not, how is this function being addressed?
- ___ Are you monitoring work schedules to ensure adequate rest? Are you meeting the standard work/rest guidelines?
- ___ Have you provided for adequate rest, food, water, and health services for all personnel?
- ___ Are all the fire personnel qualified for the positions they hold, and are they physically able to perform?
- ___ Have you had any injuries or accidents?

Fire Suppression Operations

- ___ What is the fire weather forecast (present and extended)?
- ___ What is the fire behavior potential?
- ___ Are fire personnel briefed on incident objectives, strategies, tactics, organization, communications, hazards, and safety principles?
- ___ Are the strategy and tactics based on current and forecasted weather?
- ___ Are the strategy and tactics safe, effective, and consistent with management's objectives and accepted fire policies and procedures?
- ___ Do you have effective communication on the incident and with dispatch?
- ___ Are you monitoring weather and fire behavior to make needed adjustments to strategy and tactics?
- ___ Are you using tactical aircraft? Do you have an assigned air tactical group supervisor?
- ___ Is aircraft use safe, effective, and efficient? Do you have a TFR?
- ___ If the fire escapes initial attack, what will your role be in developing the Wildfire Decision Support System?

Administration

- ___ Do you have any administrative concerns?
- ___ What arrangements have you made to complete time reports, accident forms, fire report, etc.?
- ___ Did all orders and procurement go through dispatch?
- ___ Do you have any outstanding obligations?
- ___ Are all rental agreements and use records properly completed?
- ___ How did the fire start? If human-caused, has an investigation been initiated to determine the cause and develop a trespass case?
- ___ Do you know of any current or potential claims?

Dispatch Office

- ___ Is the incident receiving fire weather and fire behavior information?
- ___ Is the incident getting the resources ordered in a timely manner?
- ___ Is dispatch adequately staffed?
- ___ What are the local, area, and National Preparedness Levels? How do they affect this fire?
- ___ Are the elements identified at the various Preparedness Levels being considered?
- ___ What are the current local, area and national fire situations?
- ___ What is the priority of existing fires and how are the priorities being determined?

Appendix B

Manager's Supplement for Post Incident Review

Incident Commander _____

Incident Name and Number _____

Start Date and Duration of Incident _____

Date of Incident Debriefing _____

List of Debriefing Attendees:

Brief synopsis of fire behavior and narrative of the incident:

Fire Size-up:

- Gave an accurate sizeup of the fire to dispatch upon arrival?
- Managed fire suppression resources in accordance with the management objectives for the area and availability of resources?
- Did the unit support organization provide timely response and feedback to your needs? (Appendix A)
- Were there any radio communication issues?

Provide for the Safety and Welfare of Assigned Personnel:

- Gave operation briefing prior to firefighters being assigned to incident operations.
- How were incoming resources debriefed; via radio, personal contact?
- Were agency work/rest guidelines followed? Was adequate food and water provided to firefighters?

Fire Suppression Operations:

- Explain how the strategies and tactics used met management objectives, without compromising adherence to the Fire Orders, Watch Out Situations, and LCES?
- How were weather conditions monitored: daily weather briefings, spot weather forecasts or other?
- Were there adjustments needed to strategy and tactics?
- What were the potentially hazardous situations, and their mitigations?
- How were projected changes in the weather, tactics, hazards and fire behavior communicated to fire personnel?
- Were communications effective with dispatch and supervisor?
- Were all interested parties kept informed of progress, problems, and needs? Was aviation support used? If so, was it effective?
- Were there any injuries, close calls, or safety issues that should be discussed? Were these documented?

Administrative Responsibilities:

- Submitted complete documentation to supervisor for time, accidents, incident status, unit logs, evaluations, and other required or pertinent reports?
- Provided timely and effective notification of the fire status and unusual events or occurrences to dispatch and management.
- As requested, provided effective input into the Wildfire Decision Support System.
- If necessary, provided team transition briefing as assigned.
- Form ICS 201 was completed in accordance with local policy.

Release Date: January 2017

APPENDIX B-1

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Appendix C
Delegation for Unit Fire Management Officers

_____, Fire Management Officer for the _____ (Unit) is delegated authority to act on my behalf for the following duties and actions:

1. Represent the _____ (Agency) in the _____ Multi-Agency Coordinating Group in setting priorities and allocating resources for fire emergencies.
2. Coordinate all prescribed fire activities in the _____ (Unit) and suspending all prescribed fire and issuance of burning permits when conditions warrant.
3. Ensure that only fully qualified personnel are used in wildland fire operations.
4. Coordinate, preposition, send, and order fire and aviation resources in response to current and anticipated zone fire conditions.
5. Oversee and coordinate the _____ Interagency Dispatch Center on behalf of the _____ (Agency).
6. Request and oversee distribution of severity funding for Unit Fire and Aviation.
7. Approve Fire Program requests of overtime, hazard pay, and other premium pay.
8. Ensure all incidents are managed in a safe and cost-effective manner.
9. Coordinate and provide all fire and prevention information needs to inform internal and external costumers with necessary information.
10. Coordinate all fire funding accounts with the Budget Officer to assure unit fiscal guidelines are adhered to and targets are met.
11. Approve and sign aviation request forms.
12. Approve Red Cards in accordance with agency policy.
13. Authorized to hire Emergency Firefighters in accordance with the Emergency Worker Pay Plan.

Fire Management Officer

Date

Agency Administrator

Date

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Appendix D Agency Administrator's Briefing to Incident Management Team

Briefing Package for Incident Management Teams

The purpose of this template is to provide a format and content outline for the host unit to use when briefing an incident management team (IMT). Some items will not be relevant to some units; delete or add additional information as needed. An optional outline is included for those units that would like to use WFDSS to conduct the IMT briefing.

Overview for ALL Team Members

- Introduction – Agency Administrator
 - Other Agencies and Cooperators
- Objectives and Course of Action – Agency Administrator/FMO (use WFDSS as needed)
 - Objectives Tab – Incident Objectives and Incident Requirements
 - Course of Action Tab – Overview of strategic direction
- Situational update – Assigned IC or FMO (use WFDSS as needed)
 - Fire start date, cause
 - Situation Tab – Situational overview
 - Analysis
 - Short Term, Near Term and FSPro
 - Fire Environment and Safety
 - Est Ground Evacuation
 - Retardant Avoidance
 - Disturbance History (in the area)
 - Historical Fires
 - Fuel Treatments
 - Fire Weather and Danger
 - Significant Fire Potential – Predictive Services
 - RAWS stations
 - Local Fire Environment information (Fire Weather, Fire Behavior) – localized anomalies, terrain influences, weather patterns or fire behavior, current and predicted fire weather/fire behavior
 - Boundaries
 - Responsible/Jurisdictional boundaries
 - Federal Boundaries
 - County
 - Designated Areas
 - Wilderness/Potential Wilderness
 - Special designation
 - BLM – oil/gas/range/horse and burro
 - Infrastructure
 - Facilities
 - Communication
 - Energy
 - Roads and Trails

- Natural and Cultural Resources
 - Air Quality
 - Critical Habitat
 - Sage Grouse Habitat
- Other considerations to include:
 - Current Planning Area in Published Decision
 - Values at Risk – or other considerations that aren’t in WFDSS
 - Resource Benefits – explain where fire is beneficial on the landscape
 - Assessment Tab – current risks and potential benefits (use WFDSS as needed)
- Risk and Complexity Analysis
 - Benefits of fire on this landscape (type of fire, where, when)
- Decision and Costs –Agency Administrator of FMO (use WFDSS as needed)
 - Cost Tab – outline cost thresholds for current Decision
 - Decision Tab – Review the Rationale of the Agency Administrator
- Local Concerns – Agency Administrator or FMO
 - Environmental, Social, Political, Economic
 - Law Enforcement or Investigations if applicable
 - Area Closures – potential impacts to local income, outfitter guides etc.
 - Initial Attack Responsibilities
 - Training Responsibilities – Inclusion of local and geographic area priority trainees
- Incoming IC Comments
- Closing Remarks – Agency Administrator
 - Agency Administrator’s Key Points from Leader’s Intent
 - Breakout Group Meetings to Follow

Overview for ALL Team Members

Incident Commander

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Current and expected weather, fire behavior and fire danger • Delegation of Authority • Leaders Intent • WFDSS Decision Document • Contact List • ICS-209 • IAP and Map • Closure Orders • Local Wildfire Guidance documentation • Heavy Equipment Policy • Medical Evacuation protocol • Coordination of Hazardous Materials 	<ul style="list-style-type: none"> • Set up daily coordination calls between IC, AA, (include others as needed) • Financial Considerations/Limitations • Other coordination expectations – such as adjoining agencies, tribal consultation, elected officials. • Local resource concerns (anadromous fish, cultural sites, timber, invasive species, etc.) <ul style="list-style-type: none"> ○ Resource Advisor • Other incidents/IMTs in the area or GACC • Hazardous Materials <ul style="list-style-type: none"> ○ Unexploded ordinances, asbestos, mining contaminants etc.

Information

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Contact list information (phone number, roles etc.) for appropriate agencies, elected officials, business leaders • Daily updates email list • Template for press releases • Local media contacts • Media guide • JIC contact numbers • <i>Local Unit Public Information Plan</i> 	<ul style="list-style-type: none"> • If JIC activated, how the IMT will interact • Expectations of public meetings, or coordinated outreach from the IMT • <i>Public Information plan within 24 hours</i>

Operations

Written Package	Oral Briefing
<ul style="list-style-type: none"> • WFDSS decision <ul style="list-style-type: none"> ○ MAPs ○ Course of Action • Fire department contacts/resource list/availability <ul style="list-style-type: none"> ○ Provide structure protection guidance (as relative to FS region and adjoining ownership as needed) ○ Evacuation plans and trigger points ○ Structure protection guidance • Contact list • Resource orders/resource list <ul style="list-style-type: none"> ○ Outgoing IC/Operations resource list – what’s on order, what’s assigned to the fire currently, what still needs to be ordered • Area maps/geospatial PDF map of fire area <ul style="list-style-type: none"> ○ Unit frequencies and repeater map ○ Retardant avoidance maps ○ Structure inventory data/maps ○ Values at risk maps if different than what is in WFDSS • Unit aviation briefing guide • Suppression rehabilitation plan • Mop up or rehabilitation standards/guidance • Turn back standards 	<ul style="list-style-type: none"> • Weather/fire danger information • Fire behavior models and predictions • Management action points <ul style="list-style-type: none"> ○ Trigger points or evaluation lines for tactical operations ○ Natural barriers • Structure protection guidance (overview from local perspective) • Spike camp vs. crew shuttle • Dozer line placement restrictions, recommendations and requirements • Known structures with protection expectations • IA responsibilities and procedures • Rehabilitation standards or expectations • Unit-identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas)

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Heavy equipment policy • Medical evacuation protocol • Unit identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas) • Coordination of hazardous materials 	

Air Operations

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Aviation briefing guidance • Regional and local frequency guides • TFR maps • Frequency maps • Aviation hazard map • Unit helibase map • Retardant avoidance maps • Available aviation resources (on order and on loan) • Local airports and airstrips • Contact list (Local air operations personnel and phone numbers) 	<ul style="list-style-type: none"> • Tactical resources (smokejumpers, AA, airtankers) ordering process • Helibase locations used in the past • Fuel – stationary and mobile • Helibase areas (proximity to fire) • Communication limitations • Helicopters available locally • Local weather issues (e.g., wind, smoke) • Restricted areas (military, local flight paths, HARP, clear radar) • Known hazards • Housing for pilots • Retardant status • TFR • <i>Retardant or water usage reporting requirements</i>

Safety

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Emergency Medical Field Evacuation Plan • Serious Accident and Incident within the Incident Plan • Standards for Burn Injuries Memorandum • Burn Care Facilities List • CISM Guidelines for Fire Management Information Sheet • Critical Incident Stress Management Request Form • Wildland Fire Fatality and Entrapment Initial Report Form • Memorandum of Agreement 	<ul style="list-style-type: none"> • Accidents to date • Unit identified hazards (e.g., unexploded ordinances, bear baiting stations, mines, snag patches, extremely rough terrain etc.) • Unit protocol for communication of varying degrees of accidents <ul style="list-style-type: none"> ○ What level of notification does the Agency Administrator want? • Local medical plans, hospital locations, etc.

Written Package	Oral Briefing
<p>between Department of Agriculture FS and DOI</p> <ul style="list-style-type: none"> • Unit identified hazards and potential mitigations (e.g., working in grizzly bear habitat, mining hazards, asbestos contaminated areas) • Completed ICS-206 for area • Contact List 	

Finance Section (Could be combined with Logistics)

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Unit Incident Business Operating Guidelines • Contracts and agreements <ul style="list-style-type: none"> ○ List of all current agreements including land use agreements, fuel agreements, local purchase, equipment/resources agreements ○ Cell phone carrier information ○ Cost share agreements ○ Fire department cooperative fire agreements ○ Weed washing stations contract options • Comp/claims requirements and contacts (Hospital Liaison) • Fiscal limitations and constraints • Identify IBA and contracting officer(s) • Buying unit • Contact list 	<ul style="list-style-type: none"> • Overview of local/cooperator agreements

Logistics Section

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Incident Map <ul style="list-style-type: none"> ○ ICP camp locations – map ○ Drop points • Contracts <ul style="list-style-type: none"> ○ Cell phone carrier information ○ Weed washing stations contract options • Unit frequencies and repeater pap 	<ul style="list-style-type: none"> • Medical information for the area – protocol • Availability of caterer or local restaurants for IMT/crews • Communication recommendations <ul style="list-style-type: none"> ○ Cell phone coverage (carriers) • Resource ordering – ROSS access and orders • Known ground support issues <ul style="list-style-type: none"> ○ Rental car/vehicle availability

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Medical information for area • Expanded dispatch highlights • Agreements <ul style="list-style-type: none"> ○ List of all current agreements including Land Use Agreement, fuel agreements, local purchase, equipment/resources agreements • Contact list 	<ul style="list-style-type: none"> • ICP/camp site recommendations (used in past) • Discussion of agreements

Planning Section

Written Package	Oral Briefing
<ul style="list-style-type: none"> • Delegation of Authority • Leader’s Intent • WFDSS decision • 209/IAP email list • GIS contacts • ICS 209 • Resource List (ROSS orders) • Weather, fire danger and current fuel moistures <ul style="list-style-type: none"> ○ Contacts for these products – local weather office, fuels specialist etc. ○ Current spot weather forecast • Initial Map and IAP • ROSS orders/resource list • Contact list • Specific wildfire guidance documentation • RAWs ordering • IR availability/ordering • Final product expectations <ul style="list-style-type: none"> ○ Narrative/Executive Summary (IMT) ○ Transition Plan (IMT) ○ Demobilization Plan (IMT/Expanded) ○ Maps (IMT) ○ Documentation (IMT) – number of packages required ○ Hard drive (IMT) ○ Rehabilitation Plan (Area) ○ Evacuation Plan (Local) ○ Structure Protection Plan 	<ul style="list-style-type: none"> • WFDSS documentation <ul style="list-style-type: none"> ○ Modeling support/products • ICS 209 deadlines, protocols for complexities, limited fires, etc. • Training responsibilities

Written Package	Oral Briefing
(Area/IMT) <ul style="list-style-type: none"> o Known sites update (IMT/Area) • Electronic data <ul style="list-style-type: none"> o FTP site posting directions or information repository (IMT hard drive) o GIS data o Known sites template 	

Contacts Unit Name

Area	Name	Job Title	Work Phone #	Alternate #
Agency Administrator		<i>Agency Administrator</i>		
		Executive Assistant		
Fire Management		Fire Management Officer		
		Aviation Officer		
		Dispatch Center Manager		
		Asst. Dispatch Center Manager		
		IA Dispatcher		
Administrative Representative		Incident Business Specialist		
Unit Claims Liaison		Budget Officer		
Resource Advisor		Biologist		
Archeologist		Archeologist		
Public Information		Public Affairs Officer		
Safety		Safety Officer		
Law Enforcement		Patrol Captain		
		Law Enforcement Officer		
Vehicles/Fleet		Fleet Manager		
Information Systems		GIS Coordinator		
		Web Manager		
		Computer Specialist		

Area	Name	Job Title	Work Phone #	Alternate #
		Telecom & Radio Asst.		
Hazmat Coordinator		Engineer		
D1		District Ranger		
		Fire Management Officer		
		Office Manager		
Priority Trainee Program		GATR		

Zone and General

Area	Name	Job Title	Work Phone #	Alternate #
Acquisition Mgmt.	Duty Officer	Contract Specialist		
	Duty Officer	Purchasing Agent		
		Contracting Officer		
		Contracting Officer		
		Supervisory Contracting Officer		
		Purchasing Supervisor		
		Grants & Agreements Spec.		
		Property Management Officer		
Union Representative		Chief Union Steward		
		President, NFFE Local 60		
Human Resource Management		Employee Relations Specialist		
		Labor Relations Advisor shared w/ R6		
HRM-OWCP	ASC Mon-Fri 0700-1800 MDT		877-372-7248	

Area	Name	Job Title	Work Phone #	Alternate #
Information Systems	ROSS/eSuite Helpdesk		866-224-7677	
	USFS Customer Help Desk (CHD)		866-945-1354	

Regional and Interagency

Potential contacts may include Hospital Liaison(s), Incident Business Coordinator and Buying Team Coordinator, Regional Contracting Specialist (VIPR), Regional Contractor Liaison, State Department of Transportation, State Troopers, State Land Office Area Manager, local law enforcement, electric/power company, etc.

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Appendix E

Wildland Fire Risk and Complexity Assessment

The Wildland Fire Risk and Complexity Assessment should be used to evaluate firefighter safety issues, assess risk, and identify the appropriate incident management organization. Determining incident complexity is a subjective process based on examining a combination of indicators or factors. An incident's complexity can change over time; incident managers should periodically re-evaluate incident complexity to ensure that the incident is managed properly with the right resources.

Instructions:

Incident Commanders should complete Part A and Part B and relay this information to the Agency Administrator. If the fire exceeds initial attack or will be managed to accomplish resource management objectives, Incident Commanders should also complete Part C and provide the information to the Agency Administrator.

Part A: Firefighter Safety Assessment

Evaluate the following items, mitigate as necessary, and note any concerns, mitigations, or other information.

Evaluate these items	Concerns/Mitigations/Notes
LCES	
Fire Orders and Watch Out Situations	
Multiple operational periods have occurred without achieving initial objectives.	
Incident personnel are overextended mentally and/or physically and are affected by cumulative fatigue.	
Communication is ineffective with tactical resources and/or dispatch.	
Operations are at the limit of span of control.	
Aviation operations are complex and/or aviation oversight is lacking.	
Logistical support for the incident is inadequate or difficult.	

Part B: Relative Risk Assessment

Values				Notes/Mitigation
<p><u>B1. Infrastructure/Natural/Cultural Concerns</u> Based on the number and kinds of values to be protected, and the difficulty to protect them, rank this element low, moderate, or high. Considerations: key resources potentially affected by the fire such as urban interface, structures, critical municipal watershed, commercial timber, developments, recreational facilities, power/pipelines, communication sites, highways, potential for evacuation, unique natural resources, designated areas (i.e., wilderness), T&E species habitat, and cultural sites.</p>	L	M	H	
<p><u>B2. Proximity and Threat of Fire to Values</u> Evaluate the potential threat to values based on their proximity to the fire, and rank this element low, moderate, or high.</p>	L Far	M	H Near	
<p><u>B3.Social/Economic Concerns</u> Evaluate the potential impacts of the fire to social and/or economic concerns, and rank this element low, moderate, or high. Considerations: impacts to social or economic concerns of an individual, business, community or other stakeholder; degree of support for the wildland fire program and resulting fire effects; other fire management jurisdictions; tribal subsistence or gathering of natural resources; air quality regulatory requirements; public tolerance of smoke, including health impacts; potential for evacuation and ingress/egress routes; and restrictions and/or closures in effect or being considered.</p>	L	M	H	
Hazards				Notes/Mitigation
<p><u>B4. Fuel Conditions</u> Consider fuel conditions ahead of the fire and rank this element low, moderate, or high. Evaluate fuel conditions that exhibit high ROS and intensity for your area, such as those caused by invasive species or insect/disease outbreaks; and/or continuity of fuels.</p>	L	M	H	
<p><u>B5. Fire Behavior</u> Evaluate the current and expected fire behavior and rank this element low, moderate, or high. Considerations: intensity; rates of spread; crowning; profuse or long-range spotting.</p>	L	M	H	
<p><u>B6. Potential Fire Growth</u> Evaluate the potential fire growth, and rank this element low, moderate, or high. Considerations: Considerations would include current and expected fire growth based on fire behavior analysis and the weather forecast and/or the ability to control the fire.</p>	L	M	H	

Probability				Notes/Mitigation
<p><u>B7. Time of Season</u> Evaluate the potential for a long-duration fire and rank this element low, moderate, or high. Considerations: time remaining until a season ending event.</p>	L Late	M Mid	H Early	
<p><u>B8. Barriers to Fire Spread</u> Evaluate the barriers to fire spread and their potential to limit fire growth, and rank this element low, moderate, or high. Considerations: If many natural and/or human-made barriers are present, rank this element low. If some barriers are present, rank this element moderate. If no barriers are present, rank this element high.</p>	L Many	M	H Few	
<p><u>B9. Seasonal Severity</u> Evaluate fire danger indices and rank this element low/moderate, high, or very high/extreme. Considerations: Fire danger indices such as energy release component (ERC); drought status; live and dead fuel moistures; fire danger indices; adjective fire danger rating; geographic area preparedness level.</p>	L/M	H	VH/E	
<p><i>Enter the number of items circled for each column.</i></p>				

Relative Risk Rating (circle one):

Low	Majority of items are “Low” with a few items rated as “Moderate” and/or “High.”
Moderate	Majority of items are “Moderate” with a few items rated as “Low” and/or “High.”
High	Majority of items are “High.” A few items may be rated as “Low” or “Moderate.”

Part C: Organization

Relative Risk Rating (from Part B)						
Circle the Relative Risk Rating (from Part B)		L	M	H		
Implementation Difficulty					Notes/Mitigation	
<p><u>C1. Potential Fire Duration</u> Evaluate the estimated length of time that the fire may continue to burn if no action is taken and amount of season remaining. Rank this element low, moderate, or high. Note: This will vary by geographic area.</p>	N/A Very Short	L Short	M	H Long		
<p><u>C2. Incident Strategies (Course of Action)</u> Evaluate the level of firefighter and aviation exposure required to successfully meet the current strategy and implement the course of action. Rank this element as very low, low, moderate, or high. Consider the likelihood that those resources will be effective; exposure of firefighters; reliance on aircraft to accomplish objectives; and whether there are clearly defined trigger points.</p>	Very Low	L	M	H		
<p><u>C3. Functional Concerns</u> Evaluate the need to increase organizational structure to adequately and safely manage the incident, and rank this element very low (minimal resources committed), low (adequate), moderate (some additional support needed), or high (current capability inadequate). Considerations: Incident management functions (logistics, finance, operations, information, planning, safety, and/or specialized personnel/equipment) are inadequate and needed; availability of resources; access to EMS support; heavy commitment of local resources to logistical support; ability of local businesses to sustain logistical support; substantial air operation which is not properly staffed; worked multiple operational periods without achieving initial objectives; incident personnel overextended mentally and/or physically; Incident Action Plans, briefings, etc. missing or incomplete; performance of firefighting resources affected by cumulative fatigue; and ineffective communications.</p>	Very Low	L	M	H		

Socio/Political Concerns					Notes/Mitigation
<p><u>C4. Objective Concerns</u> Evaluate the complexity of the incident objectives and rank this element very low, low, moderate, or high. Considerations: clarity; ability of current organization to accomplish; disagreement among cooperators; tactical/operational restrictions; complex objectives involving multiple focuses; objectives influenced by serious accidents or fatalities.</p>	Very Low	L	M	H	
<p><u>C5. External Influences</u> Evaluate the effect external influences will have on how the fire is managed and rank this element very low, low, moderate, or high. Considerations: limited local resources available for initial attack; increasing media involvement, social/print/television media interest; controversial fire policy; threat to safety of visitors from fire and related operations; restrictions and/or closures in effect or being considered; pre-existing controversies/ relationships; smoke management problems; sensitive political concerns/interests.</p>	Very Low	L	M	H	
<p><u>C6. Ownership Concerns</u> Evaluate the effect ownership/jurisdiction will have on how the fire is managed and rank this element very low, low, moderate, or high. Considerations: disagreements over policy, responsibility, and/or management response; fire burning or threatening more than one jurisdiction; potential for unified command; different or conflicting management objectives; potential for claims (damages); disputes over suppression responsibility.</p>	Very Low	L	M	H	
<p><i>Enter the number of items circled for each column.</i></p>					

Part C: Organization (continued)**Recommended Organization (circle one):**

Type 5	Majority of items rated as "Very Low"; a few items may be rated in other categories.
Type 4	Majority of items rated as "Low," with some items rated as "Very Low," and a few items rated as "Moderate" or "High."
Type 3	Majority of items rated as "Moderate," with a few items rated in other categories.
Type 2	Majority of items rated as "Moderate," with a few items rated as "High."
Type 1	Majority of items rated as "High"; a few items may be rated in other categories.

Rationale:

Use this section to document the incident management organization for the fire. If the incident management organization is different than the Wildland Fire Risk and Complexity Assessment recommends, document why an alternative organization was selected. Use the "Notes/Mitigation" column to address mitigation actions for a specific element, and include these mitigations in the rationale.

Name of Incident: _____ Unit(s): _____

Date/Time: _____ Signature of Preparer: _____

The RCA is also available at <https://www.nwcg.gov/?q=publications/210>.

Appendix F Indicators of Incident Complexity

Common indicators may include the area (location) involved; threat to life, environment and property; political sensitivity, organizational complexity, jurisdictional boundaries, values at risk, and weather. Most indicators are common to all incidents, but some may be unique to a particular type of incident. The following are common contributing indicators for each of the five complexity types.

Type 5 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident is typically terminated or concluded (objective met) within a short time once resources arrive on scene. ● For incidents managed for resource objectives, minimal staffing/oversight is required. ● Resources vary from two to six firefighters. ● Formal Incident Planning Process not needed. ● Written Incident Action Plan (IAP) not needed. ● Minimal effects to population immediately surrounding the incident. ● Critical Infrastructure, or Key Resources, not adversely affected. 	<ul style="list-style-type: none"> ● Incident Commander (IC) position filled ● Single resources are directly supervised by the IC ● Command Staff or General Staff positions not needed to reduce workload or span of control

Type 4 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident objectives are typically met within one operational period once resources arrive on scene, but resources may remain on scene for multiple operational periods ● Multiple resources may be needed ● Resources may require limited logistical support ● Formal Incident Planning Process not needed ● Written Incident Action Plan (IAP) not needed ● Limited effects to population surrounding incident ● Critical Infrastructure or Key Resources may be adversely affected, but mitigation measures are uncomplicated and can be implemented within one Operational Period ● Elected and appointed governing officials, stakeholder groups, and political organizations require little or no interaction 	<ul style="list-style-type: none"> ● IC role filled ● Resources either directly supervised by the IC or supervised through an ICS Leader position ● Task Forces or Strike Teams may be used to reduce span of control to an acceptable level ● Command Staff positions normally not filled to reduce workload or span of control ● General Staff position(s) normally not filled to reduce workload or span of control

Type 3 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> • Incident typically extends into multiple operational periods • Incident objectives usually not met within the first or second operational period • Resources may need to remain at scene for multiple operational periods, requiring logistical support • Numerous kinds and types of resources may be required • Formal Incident Planning Process is initiated and followed • Written Incident Action Plan (IAP) needed for each Operational Period • Responders may range up to 200 total personnel • Incident may require an Incident Base to provide support • Population surrounding incident affected • Critical Infrastructure or Key Resources may be adversely affected and actions to mitigate effects may extend into multiple Operational Periods • Elected and appointed governing officials, stakeholder groups, and political organizations require some level of interaction 	<ul style="list-style-type: none"> • IC role filled • Numerous resources supervised indirectly through the establishment and expansion of the Operations Section and its subordinate positions • Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control to an acceptable level • Command Staff positions may be filled to reduce workload or span of control • General Staff position(s) may be filled to reduce workload or span of control • ICS functional units may need to be filled to reduce workload

Type 2 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> • Incident displays moderate resistance to stabilization or mitigation and will extend into multiple operational periods covering several days • Incident objectives usually not met within the first several Operational Periods • Resources may need to remain at scene for up to 7 days and require complete logistical support • Numerous kinds and types of resources may be required including many that will trigger a formal demobilization process • Formal Incident Planning Process is initiated and followed • Written Incident Action Plan (IAP) needed for each Operational Period • Responders may range from 200 to 500 total • Incident requires an Incident Base and several other ICS facilities to provide support • Population surrounding general incident area affected • Critical Infrastructure or Key Resources may be adversely affected, or possibly destroyed, and actions to mitigate effects may extend into multiple Operational Periods and require considerable coordination • Elected and appointed governing officials, stakeholder groups, and political organizations require a moderate level of interaction 	<ul style="list-style-type: none"> • IC role filled • Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions • Branch Director position(s) may be filled for organizational or span of control purposes • Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control • All Command Staff positions filled • All General Staff positions filled • Most ICS functional units filled to reduce workload

Type 1 Incident Complexity Indicators

General Indicators	Span of Control Indicators
<ul style="list-style-type: none"> ● Incident displays high resistance to stabilization or mitigation and will extend into numerous operational periods covering several days to several weeks. ● Incident objectives usually not met within the first several Operational Periods. ● Resources may need to remain at scene for up to 14 days, require complete logistical support, and several possible personnel replacements. ● Numerous kinds and types of resources may be required, including many that will trigger a formal demobilization process. ● DOD assets, or other nontraditional agencies, may be involved in the response, requiring close coordination and support. ● Complex aviation operations involving multiple aircraft may be involved. ● Formal Incident Planning Process is initiated and followed. ● Written Incident Action Plan (IAP) needed for each Operational Period. ● Responders may range from 500 to several thousand total. ● Incident requires an Incident Base and numerous other ICS facilities to provide support. ● Population surrounding the region or state where the incident occurred is affected. ● Numerous Critical Infrastructure or Key Resources adversely affected or destroyed. Actions to mitigate effects will extend into multiple Operational Periods spanning days or weeks and require long-term planning and considerable coordination . ● Elected and appointed governing officials, stakeholder groups, and political organizations require a high level of interaction. 	<ul style="list-style-type: none"> ● IC role filled ● Large numbers of resources supervised indirectly through the expansion of the Operations Section and its subordinate positions ● Branch Director Position(s) may be filled for organizational or span of control purposes ● Division Supervisors, Group Supervisors, Task Forces, and Strike Teams used to reduce span of control ● All Command Staff positions filled and many include assistants ● All General Staff positions filled and many include deputy positions ● Most or all ICS functional units filled to reduce workload

The RCA is also available at <https://www.nwcf.gov/?q=publications/210>.

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Appendix G
Sample Delegations of Authority AA to IMT and Leaders Intent

Delegation of Authority
Colorado State Office
Montrose Field Office

As of 1800, May 20, 2005, I have delegated authority to manage the Crystal River Fire, Number E353, San Juan Resource Area, to Incident Commander Bill Jones and his Incident Management Team.

The fire, which originated as four separate lightning strikes occurring on May 17, 2005, is burning in the Crystal River Drainage. My considerations for management of this fire are:

1. Provide for firefighter and public safety.
2. Manage the fire with as little environmental damage as possible.
3. Key cultural features requiring priority protection are:
4. Key resources considerations are:
5. Restrictions for suppression actions include:
6. Minimum tools for use are:
7. My agency Resource Advisor will be:
8. The fire borders are:
9. Manage the fire cost-effectively for the values at risk.
10. Provide training opportunities for the resources area personnel to strengthen our organizational capabilities and work with the Geographic Area Training Representative (GATR) to identify opportunities for Priority Trainees.
11. Minimum disruption of residential access to private property, and visitor use consistent with public safety.
12. Efforts should be made to minimize some impacts to communities and ensure that communication is maintained with the state Air Quality Bureau.

(Signature and Title of Agency Administrator)

(Date)

Amendment to Delegation of Authority

The Delegation of Authority dated May 20, 2005, issued to Incident Commander Bill Jones for the management of the Crystal River Fire, number E353, is hereby amended as follows. This will be effective at 1800, May 22, 2005.

13. Key cultural features requiring priority protection are:
14. Use of tracked vehicles authorized to protect Escalante Cabin.

Signature and Title of Agency Administrator

Date

Delegation of Authority for Incident Name

Date:

To: Incident Commander – Name of IC

From: Jurisdictional Agencies

Subject: *Incident Number and jurisdictional unit*

Effective at XXXX hours on Provide the Date, You are delegated authority for the management of the XXXX Incident on the XXXX Jurisdictional Unit – include other jurisdictions if needed. You have full authority for incident management activities on this/these jurisdiction(s) within the framework of law, agency policies, and direction provided within the Delegation of Authority, Wildland Fire Decision Support System Decision, the *Leader's Intent* letter (optional) and the Team Briefing Package provided.

This Delegation carries with it the full authority for the management of the resources (personnel and equipment), costs, and rehabilitation of incident management efforts directly associated with this incident(s). Your primary responsibility is to organize, manage and direct your assigned resources for safe, efficient and effective management of the incident. You are accountable to the Agency Administrator or designated representative.

Agency Administrator
Agency/Jurisdictional Unit

Date/Time

Agency Administrator
Agency/Jurisdictional Unit

Date/Time

I accept this Delegation:

Incident Commander

Date/Time

Leader's Intent

This is an **optional** document with the following information provided as a template. The purpose is to provide information to an IMT that is not directly related to the strategic direction for managing a wildfire (strategic direction belongs in the WFDSS Decision). Some items will not be relevant to your Unit; delete or add additional information as needed. Items *italicized* and underlined are areas where you should review the information and either add unit-specific information or delete those statements.

Overview

This leader's intent document is one piece of many components of the entire briefing package provided to the incident management team (IMT). In addition to this leader's intent letter, the IMT will also receive the following documentation to support the management of this incident:

- Delegation of Authority
- Published decision from the Wildland Fire Decision Support System
- Briefing package

Communications

It is expected we will meet *daily or as needed* to be informed on significant accomplishments or issues. Daily discussion points include but aren't limited to the following:

- *Safety*
- *Other identified values at risk*
- *Risk trade-offs*
- *Relationships with partners and stakeholders*
- *External communication*
- *Operational effectiveness (Your assessment of likelihood of success of achieving all objectives)*
- *Benchmarks based on team capabilities, span of control, daily progress*
- *Complexity*
- *Cost*
- *Ramp up and ramp down strategies*
 - *Final fire package*

Expect to have a preliminary team evaluation at the incident closeout and a final evaluation at the end of fire season when all incident business transactions have been finalized.

Expanded dispatch is in place, please coordinate and work through XX expanded dispatch center located at the interagency communication center for additional resources or support needs.

Strategic Planning

Successful management of this fire requires a common understanding of the values that require protection, their priority for protection, the probability they will be impacted, under what circumstances they require protection, what protection might look like, and how we manage our response. *Strategic direction is aligned with the Land and Resource Management Plan/Resource Management Plans and associated amendments as detailed in the WFDSS Decision.* It is expected that you and your necessary staffs read and follow

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APPENDIX G-3

the Decision (Incident Requirements, Incident Objectives, Course of Action, Rationale) in WFDSS. If you have questions or concerns, contact me directly to discuss or clarify. The team should assist with the following:

- Keep line officer informed of significant accomplishments/issues of which can be documented in the Periodic Assessment throughout the duration of the incident.
- Through your risk assessment process, provide feedback regarding needed changes to the Incident Objectives and Course of Action to mitigate unnecessary risk to firefighters.
- Provide input regarding any other identified values to be addressed in planning operations and in the WFDSS Decision.
- Provide input to the current Risk and Complexity Analysis (RCA) in WFDSS and the need for updates; RCA updates can be made to document changed conditions without publishing a new decision.
- Provide support in updating and revising the decision as necessary, and/or determining if an update to components of the decision or documentation is needed (e.g., expectation that the planning area will be breached).
- Develop, update, and revise management action points as necessary to protect identified values (e.g., structural inholdings, communication sites, culturally sensitive areas) (The unit can list values here, or refer to WFDSS).

Throughout the life of the incident there will likely be oral discussions, agreements or changes in tactics/management of the fire as a whole that deviate from this letter or the WFDSS Decision documentation. Such deviations must be discussed with me in person so that we can determine solutions and update the WFDSS Decision as needed.

Human Resources

- All personnel assigned shall be treated with dignity and respect. Manage the human resources assigned to the fire in a manner that promotes a positive and harassment-free work environment and creates a “no tolerance” atmosphere for harassment, alcohol, or illegal drug use.
- All personnel assigned should receive evaluations prior to leaving the incident. Encourage supervisors to provide meaningful feedback regarding performance and conduct.

Safety

- Visitor and public safety is a concern.
 - Provide timely information to publics impacted by the fire/closure areas.
 - Coordinate closures/evacuations with Law Enforcement as identified in the briefing package.
 - If needed, utilize the appropriate Cooperative Law Enforcement Agreement in the briefing package.
- Coordinate and consult with Safety and Health Manager or designated Agency Representative as identified in the briefing package.
- Coordinate hazardous material matters with unit Safety Officer. Specific information has been included in the briefing package.
- Camp security is advised due to base camp's proximity to town.
- Known safety hazards within the proximity of the fire area; e.g., grizzly bear baiting station at XX location, grizzly habitat (considerations for camp, spike camps, night operations, etc.), large standing snag patch from fire, trees are severely weakened.

excessively steep terrain (provide a geographical location) with large rock outcrops and no values of concern.

Operations

Attention to firefighter and aviation safety is an absolute necessity! Incident Action Plans should reflect leader's intent for the incident. Tactical actions will be assessed and effective mitigation measures will be in place to avoid putting firefighting personnel at unnecessary risk; Consider not implementing tactical actions by assessing the value being protected versus the risk (even if mitigated) required to protect it.

- **Structure Protection**
 - Ensure firefighters who engage in structure protection are staying within their tactical training, capabilities, and agency policies.
 - Document significant issues for values at risk within the ICS 209.
 - Utilize the Community and Structure Fire Protection Guidelines (refer to your local guidance if relevant).
- **Retardant**
 - Review the fire retardant avoidance maps and documentation *provided during the IMT in-brief OR in WFDSS*, and coordinate with the Resource Advisor as identified in the briefing package.
 - Follow reporting guidelines for retardant use as defined in the briefing package.
 - Follow the guidance/protocol within the Wildfire Guidelines for Resource Protection if retardant is misplaced.
 - Use retardant only when and where it is expected to be successful in slowing fire spread or reducing intensities so ground firefighters may engage the fire more safely with a higher likelihood of success.
- **Aviation**
 - Aviation safety is a high priority. An Aviation Risk Assessment will be completed on all aviation missions in support of fire management. For additional guidance regarding Aviation Resources or local protocol refer to the Briefing Package and work with the Unit Aviation Officer or their designee as a liaison.
 - An initial TFR has been established for the fire area, coordinate changes to the current TFR with the Unit Aviation Officer.
- **Initial Attack Operations**
 - You will be responsible for Initial Attack activities within your designated TFR.
 - The local unit may call upon you for additional support as needed for Initial Attack activities.
- **Cultural and Resource Protection and/or Enhancement**
 - Avoid damage to sensitive cultural resources within the fire area; coordinate suppression actions with the line resource advisor/archeologist. Specific sensitive cultural information was included within the briefing package.
 - Ensure all tactical actions adhere to the Unit Wildfire Guidelines for Resource Protection and develop a rehabilitation plan for the impacts associated with those actions.
 - Not all wildfire is detrimental in this Planning Area. Specific strategic direction is provided in the WFDSS Decision.

Public Information

- Develop a public information plan for the incident within XX hours and work closely with the unit Public Affairs Specialist to disseminate information to internal staff, external partners, and interested publics. Refer to the briefing package for names and contacts.
- Accuracy and timeliness of public information is important. Public meetings should be held as needed and on a routine basis.
- Maintain contact with appropriate agencies, elected officials, business leaders and members of the public as identified within the briefing package.
- Informational meetings or briefings and news releases are to be coordinated with the Agency Representatives as identified within the briefing package.

Finance

- Document decisions that have incident cost ramifications within the IC Daily log and provide clear rationale for the decisions.
- Utilize the XX Incident Business Plan; please work with the designated IBA for the incident. Refer to the briefing package for contact information.
- A buying team is in place, XX Dispatch Center.
- Develop a total cost projection for managing the incident in line with the strategic direction provided for federal lands, this needs to be completed within XX hours of being delegated authority.
- Provide assistance in developing a cost share agreement as mutually agreed upon by the XX jurisdictions involved.

Logistics

- Telecommunications contracts have been previously established with Verizon for phone and data plans to support IMT base camps. Specific information is included within the briefing package.
- The Local Unit has previously identified base camp and spike camp locations, please evaluate these areas before establishing new locations. Land use agreements for these sites are in place, coordinate with the Incident Business Advisor for specific information.
- Maps of these areas will be provided within the briefing package.
 - Invasive and noxious weeds – Vehicle and equipment washing is required on fires within XX area. Insert localized information. Refer to Wildfire Guidelines for Resource Protection on the local unit for additional information (provided with the briefing package). Please direct questions to the assigned Resource Advisor.

Other

- To build capacity, the use of trainees is strongly suggested to be incorporated into team functions where available. Local trainees will receive first priority for assignments. A list of the local trainees is included within the briefing package.
- Work with the Geographic Area Training Representative (GATR) to identify opportunities for Priority Trainees.
- Coordinate and work closely with the following positions/personnel – contact information as well additional contacts maybe found in the briefing package.
- Line Officer

SAMPLE DELEGATIONS OF AUTHORITY AA TO IMT AND LEADERS INTENT APPENDIX G

- District FMO/Unit FMO
- Unit Aviation Officer
- Interagency Dispatch Center Manager
- Public Affairs Officer
- Unit Safety Officer
- Incident Business Advisor
- Resource Advisor
- Agency/Interagency Partners
- Other IMTs in the adjoining area

Line Officer Signatory

Date

Optional signatures add if needed

Date

Incident Commander

Date

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Appendix H Local Incident Commander Briefing to IMT

The Incident Briefing, ICS-201 form provides the basis for the local incident commander to brief the incoming team.

Briefing Information

Forms Available or Attached: <input type="checkbox"/> ICS 201 <input type="checkbox"/> ICS 215 <input type="checkbox"/> ICS 207 <input type="checkbox"/> ICS 220 <input type="checkbox"/> ICS 209	Other Attachments: <input type="checkbox"/> Map of Fire <input type="checkbox"/> Aerial Photos <input type="checkbox"/> Weather Forecast
Fire Start Date:	
Time:	
Fire Cause:	
Fuels Ahead of Fire:	
Fuels at Fire:	
Fire Behavior:	
Fire Spread:	
Natural Barriers:	
Anchor Points:	
Perimeter Secured, Control/Mitigation Efforts Taken, and Containment Status:	

Life, Improvements, Resources and Environmental Issues:		
Weather Forecast:		
	Established	Possible
ICP:	<input type="checkbox"/>	<input type="checkbox"/>
Base:	<input type="checkbox"/>	<input type="checkbox"/>
Camp(s):	<input type="checkbox"/>	<input type="checkbox"/>
Staging Area(s):	<input type="checkbox"/>	<input type="checkbox"/>
Copy Machine Available		<input type="checkbox"/> Yes <input type="checkbox"/> No
Safety Issues:		EMS in Place: <input type="checkbox"/> Yes <input type="checkbox"/> No
Air Operations Effectiveness to Date:		
Air Related Issues and Restrictions:		
Hazards (Aircraft and People):		
Access from Base to Line:		
Personnel and Equipment on Incident (Status and Condition):		
Personnel and Equipment Ordered:		
Cooperating and Assisting Agencies on Scene:		

Helibase/Helispot Location:
Crash Fire Protection at Helibase:
Medivac Arrangement:
Communication System in Use: <input type="checkbox"/> Radio <input type="checkbox"/> Telephone <input type="checkbox"/> Cell Phone
Water Availability:
Review of Incident Action Plan; Copy of Approved Wildfire Decision Support System Published Decision:
Smoke Conditions:
Local Political Issues:
Damage Assessment Needs:
Security Problems:

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Appendix I Incident Management Team Performance Evaluation

Team IC		Incident Type	
Incident Name		Incident Number	
Assignment Dates		Total Acres	
Host Agency		Evaluation Date	
Administrative Unit		Sub-Unit	
<p>At the conclusion of each incident management team (IMT) assignment, the agency administrator or representative should complete this initial performance evaluation (sections 1-5). This evaluation should be discussed directly with the incident commander. The initial performance evaluation should be delivered by the agency administrator without delay to the incident commander, the state/regional fire management officer, and the chair of the IMT's home geographic area multi-agency coordination group to ensure prompt follow-up to any issues of concern.</p>			
<p>Complete the follow evaluation narratives and rating for each question 0 – did not achieve expectations 3 – met expectations 5 – excelled</p>			
<p>1. How well did the Team accomplish the objectives described in the Wildland Fire Decision Support System (WFSS) the Delegation of Authority, and the Agency Administrator briefing?</p>			
Circle one	0	1	2
3	4	5	
<p>(Explain)</p> <p>2. How well did the team manage the cost of the incident? Did the team follow agency incident operating guidelines? Were follow-up issues identified and documented for the Agency Administrator (e.g., invoices, OWCP and vendor issues)?</p>			
Circle one	0	1	2
3	4	5	
<p>(Explain)</p> 			

3. How did the team demonstrate sensitivity to resource limits/constraints and environmental concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
4. How well did the team deal with sensitive political and social concerns?						
Circle one	0	1	2	3	4	5
(Explain)						
5. Was the team professional in the manner in which they assumed management of the incident and how they managed the total incident? How did the team handle transition either to another IMT or in returning the incident the hosting agency?						
Circle one	0	1	2	3	4	5
(Explain)						
6. How well did the team anticipate and respond to changing conditions, was the response timely and effective?						
Circle one	0	1	2	3	4	5
(Explain)						
7. How well did the team place the proper emphasis on safety?						
Circle one	0	1	2	3	4	5
(Explain)						

8. Did the team activate and manage the mobilization/demobilization in a timely and cost effective manner?						
Circle one	0	1	2	3	4	5
(Explain)						
9. How well did the team use local resources, trainees, and closest available forces?						
Circle one	0	1	2	3	4	5
(Explain)						
10. How did the team notify the incident agency regarding triggers for initiating a cost share agreement or large fire cost review? How were those recommendations implemented?						
Circle one	0	1	2	3	4	5
(Explain)						
11. Was the IC engaged and in charge of the team and the incident? How well did the IC function and operate as a leader?						
Circle one	0	1	2	3	4	5
(Explain)						

12. How timely was the IC in assuming responsibility for the incident and initiating action?						
Circle one	0	1	2	3	4	5
(Explain)						
13. How did the IC show sincere concern and empathy for the hosting unit and local conditions?						
Circle one	0	1	2	3	4	5
(Explain)						
14. Did the IMT provide an organized financial package (comps/claims documentation completed, payment documents forwarded, I-suite updated, etc.) to the host unit or next IMT prior to demobilization?						
Circle one	0	1	2	3	4	5
(Explain)						
15. Other comments:						
Agency Administrator or Representative:				Date:		
Incident Commander:				Date:		

Appendix J

Sample Delegation – Lessons Learned Review (LLR)

Memorandum

To: LLR Facilitator; [Title of person/office this is meant for]

From: Delegating Official

Subject: Delegation of Authority – [Incident name] LLR

Situation Summary:

You are hereby designated the authority to lead and conduct a LLR for [Incident name]. The review process will begin at [Identify LLR start time, date, and location]. The Fire Staff and Fire Management Office have identified the group of employees who will also be participating. That information will be provided to you upon your arrival.

You have the authority to tailor your team and the LLR process to fit the situation and your style of facilitation. However, I would like you to utilize the guidance outlined in the *Interagency Standards for Fire and Fire Aviation Operations Chapter 18*, while conducting the LLR. This includes:

- convening the participants;
- identifying facts of the event and developing a chronological narrative of the event;
- identifying underlying reasons for success or failure;
- identifying what was learned and what should/could be done differently in the future;
- identify any recommendations that would prevent future similar occurrences; and
- providing a final, written report covering the above items, which is due to me within two weeks of the event occurrence.

If you need any assistance, your primary contact will be [Name of primary contact].

Thank you for your time and assistance.

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Appendix K Minimum Standards of Incident Emergency Medical Services

Interim NWCG Minimum Standards

Incident Size	Initial Attack	<250	250 to 500	> 500
Medical Unit Leader (MEDL)	No	TBD by IC and jurisdictional agency	YES (1)	YES (1)
First Responder or Basic FA	Yes	Yes	N/A	N/A
MEDL EMTs	No	No	1	2
EMTs	No	To be determined by the IC or jurisdictional agency	1	2
MEDL Quals	N/A	N/A	310-1 Basic EMT	310-1 Basic EMT
Med Unit EMT Quals	N/A	Basic EMT	310-1 Basic EMT	310-1 Basic EMT
EMTs per Division	N/A	To be determined in consultation with Operations and/or Medical Unit	To be determined in consultation with Operations and/or Medical Unit	To be determined in consultation with Operations and/or Medical Unit
Establish Local Medical Direction	N/A	To be determined by the IC or jurisdictional agency	Yes	Yes
First Aid Kits	Pocket & Vehicle First Aid Kits	Pocket, Vehicle and Crew First Aid Kits	Pocket, Vehicle and Crew First Aid Kits	Pocket, Vehicle and Crew First Aid Kits
100-person First Aid Kit	No	To be determined by the IC or jurisdictional agency	Yes	No
500-person First Aid Kit	No	No	No	Yes
AED	To be determined by the IC or jurisdictional agency	To be determined by the IC or jurisdictional agency	Yes	Yes

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APPENDIX K MINIMUM STANDARDS OF INCIDENT EMERGENCY MEDICAL SERVICES

Incident Size	Initial Attack	<250	250 to 500	> 500
Oxygen	No	No	TBD	Yes
OTC Meds	No	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief	To be determined in consultation with Safety Officer, Medical Unit Leader, and Finance Section Chief
Emergency Transport	N/A	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan	Method to provide transport to the nearest medical facility is to be identified in the Incident Action Plan

NOTE: Regional differences/protocols exist that vary from these guidelines and may require a higher level of EMS service. Examples of regional differences/protocols are: 1) Northern Rockies (Incident Medical Specialist Program); 2) Pacific Northwest (Incident Medical Specialist Program); and 3) Alaska (Firemedic Program).

Appendix L
Delegation of Authority – FAST
Delegation of Authority

Geographic Area
Fire and Aviation Safety Team (FAST)

Situation Summary (issues and concerns/reason for ordering the FAST)

Objectives (measurable)

Team Skills Required (per objectives listed above)

The final team composition will be determined at time of dispatch and members named on the resource order.

Mission

The FAST is to conduct an independent assessment and evaluation of operational and managerial activities (related to the specific objectives stated above) at the following locations (mission segments):

The team may determine visits to other incidents/organizations/operations as appropriate, and may do so after coordination with the GMAC. The FAST will contact the GMAC Coordinator (describe frequency of contact):

The FAST is to provide technical or managerial assistance when requested and where necessary to immediately correct an identified, critical problem. The FAST may also provide short-term assistance in managing situations or incidents when requested by the incident, organization, or operation.

Protocols

The FAST will organize and conduct an entry briefing with the appropriate managers of the locations/incidents identified previously. The entry briefing will provide the objectives and operational parameters of the mission.

Once the mission segment is completed, the FAST will organize and conduct an exit briefing with the same officials or their designees, during which a draft of the mission-segment report will be presented and discussed. Components of this report will include:

- Purpose and Objectives
- Findings, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope (local, area, national)
- Copy of the Delegation of Authority

The FAST will contact the GMAC Coordinator_____.

FAST will provide a final written report to the GMAC Coordinator upon completion of all mission segments. This report will include:

- FAST Final Report Outline
- Executive Summary
- Purpose and Objectives
- Summary (Findings, Recommendations, Commendations, Assistance Provided)
- Critical and Immediate Follow-up Actions Required
- Introduction
- Methods and Procedures
- Mission Segments (Summary of Incidents, Organizations, Operations Reviewed. Include copies of Mission Segment Reports)
- Analysis
- Findings and Trends, Commendations, and Recommendations
- Follow-up Actions Needed
- Immediate
- Long-term
- Scope (local, area, national)
- A copy of the Delegation of Authority

The _____ Multi-Agency Coordination Group hereby charts and delegates the preceding authority to _____, FAST Leader, effective on _____.

/s/

Chair, _____ Coordinating Group

Date: _____

Appendix M NUS Engines

The following chart shows the NUS minimum stocking levels required for agency engines.
BLM units see the agency-specific NUS on the NFEP website.

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Fire Tools and Equip	McLeod	0296	1	
	Combination Tool	1180	1	1
	Shovel	0171	3	2
	Pulaski	0146	3	2
	Backpack Pump	1149	3	2
	Fusees (case)	0105	1	½
	Foam, concentrate, Class A (5-gallon)	1145	1	1
	Chainsaw (and chaps)		1	1
	Chainsaw Tool Kit	0342	1	1
	Drip Torch	0241	2	1
	Portable Pump		*	*
Medical	First Aid Kit, 20-25 person	1143	1	1
	Burn Kit		1	1
	Body Fluids Barrier Kit	0640	1	1
General Supplies	Flashlight, general service	0069	1	1
	Chock Blocks		1	1
	Tow Chain or Cable	1856	1	1
	Jack, hydraulic (comply w/GVW)		1	1
	Lug Wrench		1	1
	Pliers, fence		1	1
	Food (48-hour supply)	1842	1	1
	Rags	3309	*	*
	Rope/Cord (feet)		50	50
	Sheeting, plastic, 10' x 20'	1287	1	1
	Tape, duct	0071	1	1
	Tape, filament (roll)	0222	2	2
	Water (gallon/person) minimum		2	2
	Bolt Cutters		1	1
	Toilet Paper (roll)	0142	*	*
	Cooler or Ice Chest	0557	*	*
	Hand Primer, Mark III	0145	*	*
	Hose Clamp	0046	2	1
	Gaskets (set)		1	1
	Pail, collapsible	0141	1	1
Hose Reel Crank		*	*	

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Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Safety	Fire Extinguisher (5 lb)	2143	1	1
	Flagging, Pink (roll)	0566	*	*
	Flagging, Yellow w/Black Stripes (roll)	0267	*	*
	Fuel Safety Can (Type 2 OSHA, metal, 5-gallon)	1291	*	*
	Reflector Set		*	*
	Class 2 or 3 High Visibility Apparel (1 per seat belt)	1242	**	**
Vehicle and Pump Support	General Tool Kit (5180-00-177-7033/GSA)		1	1
	Oil, automotive, quart		4	2
	Oil, penetrating, can		1	1
	Oil, automatic transmission, quart		1	1
	Brake Fluid, pint		1	1
	Filter, gas		1	1
	Fan Belts		1	1
	Spark Plugs		1	1
	Hose, air compressor w/adapters		1	0
	Fuses (set)		1	1
	Tire Pressure Gauge		1	1
	Jumper Cables		1	1
	Battery Terminal Cleaner		*	*
	Tape, electrical, plastic	0619	1	1
Tape, Teflon		1	1	
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Head Lamp	0713	1	1
	Hard Hat	0109	1	1
	Goggles	1024	2	2
	Gloves		*	*
	First Aid Kit, individual	0067	1	1
	Fire Shirt		*	*
	Fire Shelter w/case and liner	0169	2	1
	Packsack	0744	2	1
	Batteries, headlamp (pkg)	0030	6	4
Ear Plugs (pair)	1027	3	3	
Radio	Portable		1	1
	Mobile		1	1
	Batteries (for portable radio)		2	2

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Hose	Booster (feet/reel)	1220	100	100
	Suction (length, 8' or 10')		2	2
	1" NPSH (feet)	0966	300	300
	1½" NH (feet)	0967	300	300
	¾" NH, garden (feet)	1016	300	300
	1½" NH, engine protection (feet)		20	20
	1½" NH, refill (feet)		15	15
Nozzle	Forester, 1" NPSH	0024	3	2
	Adjustable, 1" NPSH	0138	4	2
	Adjustable, 1½" NH	0137	5	3
	Adjustable, ¾" NH	0136	4	2
	Foam, ¾" NH	0627	1	1
	Foam 1½" NH	0628	1	1
	Mopup Wand	0720	2	1
	Tip, Mopup Wand	0735	4	2
	Tip, Forester, Nozzle, fog	0903	*	*
	Tip, Forester Nozzle, straight stream	0638	*	*
Wye	1" NPSH, Two-Way, Gated	0259	2	1
	1½" NH, Two-Way, Gated	0231	4	2
	¾" NH w/Ball Valve, Gated	0739	6	4
Adapter	1" NPSH-F to 1" HN-M	0003	*	*
	1" NH-F to 1" NPSH-M	0004	1	1
	1½" NPSH-F to 1½" NH-M	0007	1	1
	1½" NH-F to 1½" NPSH-M	0006	*	*
Increaser	¾" NH-F to 1" NPSH-M	2235	1	1
	1" NPSH-F to 1½" NH-M	0416	2	1
Coupling	1" NPSH, Double Female	0710	1	1
	1" NPSH, Double Male	0916	1	1
	1½" NH, Double Female	0857	2	2
	1½" NH, Double Male	0856	1	1
Reducer/ Adapter	1" NPSH-F to ¾" NH-M	0733	3	3
	1½" NH-F to 1" NPSH-M	0010	6	4
	2" NPSH-F to 1½" NH-M	0417	*	*
	2½" NPSH-F to 1½" NH-M	2229	*	*
Reducer	1½" NH-F to 1" NH-M	0009	1	1
	2½" NH-F to 1½" NH-M	2230	1	1
Tee	1" NPSH-F x 1" NPSH-M x 1" NPSH-M, w/cap	2240	2	2
	1½" NH-F x 1½" NH-M x 1" NPSH-M w/cap	0731	2	2
	1½" NH-F x 1½" NH-M x 1" NPSH-M w/valve	0230	2	2

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Valve	1½" NH-F, Automatic Check and Bleeder	0228	1	1
	¾" NH, Shut Off	0738	5	5
	1" Shut Off	1201	1	1
	1½" Shut Off	1207	1	1
	Foot, w/strainer		1	1
Injector	1" NPSH x 1/12" NH, Jet Refill	7429	*	*
Wrench	Hydrant, adjustable, 8"	0688	1	1
	Spanner, 5", 1" to 1½" hose size	0234	4	1
	Spanner, 11", 1½" to 2 ½" hose size	0235	2	2
	Pipe, 14"	0934	1	1
	Pipe, 20"		1	1
Engine	Fireline Handbook	0065	1	1
	GPS Unit		1	1
	Belt Weather Kit	1050	1	1
	Binoculars		1	1
	Map Case w/ maps		1	1
	Inventory List		1	1
	Current <i>Interagency Standards for Fire and Fire Aviation Operations</i>		1	1

* No minimums – carried by engines as an option, within weight limitations

** One per seat belt

NPS – Additional or Differing Items Recommended by NPS

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
Fire Tools and Equip ¹	Flapper (NPS)		*	*
	Council Rake (NPS)	1807	*	*
	Leaf blower		*	*
	Shovel	0171	2	1
	Extra Quart, 2 cycle mix		2	1
	Portable Pump		1	*
General Supplies	Chock Blocks		1	1
	Tape, filament (roll)	0222	2	1
	Bolt Cutters		*	*
	Hose Clamp	0046	2	2
Safety	Reflector Set		1	1
Vehicle and Pump Support	Oil, automotive, quart		2	1
	Power steering Fluid		1	1
	Antifreeze (seasonal)		*	*

Category	Item Description	NFES #	Type	Type
			3, 4, & 5	6
	Filter, air for engine and pump		*	*
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Fire Shelter w/case and liner	0925/0975	1	1
	Packsack	0744	2	1
Radio	Batteries (for portable radio)		2	2
Hose	2½” Refill Hose, Water tender		*	*
Nozzle	Adjustable, 1 ½” NH	0137	3	3
Wyes	¾” NH w/Ball Valve, Gated	0739	6	2
Coupling	1” NPSH, Double Male	0916	2	1
	1” NH, Double Male	0856	2	2
Reducer/ Adapter	1” NPSH-F to ¾” NH-M	0733	3	2
	1½” NH-F to 1 NPSH-M	0010	6	3
Tee	1” NPSH-F x 1” NPSH-M x 1” NPSH-M, w/cap	2240	2	*
Valve	1½” NH-F, Automatic Check and Bleeder	0228	1	*
	¾” NH, Shut Off	0738	4	2
Wrench	Pipe, 20”		1	*
Engine	Accident Forms (Vehicle and Personnel)		1	1
	Compass		1	1

¹ A minimum of eight tools for type 3, 4, 5 engines and a minimum of five tools for type 6 engines is required. The listed numbers of tools in each box are required to be on the engine. Beyond that, the tools listed as optional or additional required tools can make up the rest of the minimum number required for engines.

* No minimums – carried by engines as an option, within weight limitations

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Appendix N

Wildland Fire Decision Support System Information

WFDSS Overview

The Wildland Fire Decision Support System (WFDSS) is an interagency, web-based application that helps agency administrators and fire managers make risk-informed decisions for all types of wildland fires, regardless of complexity. WFDSS integrates the various applications used to manage incidents into a single risk-informed, collaborative system to streamline the analysis and reporting processes, providing one decision documentation system tiered to Land and/or Resource Management Plans.

The application's home page can be accessed at <https://WFDSS.usgs.gov>.

WFDSS Account Information

The WFDSS application is intended for use by the US federal government for managing wildland fires.

Qualified users (Federal and Tribal Employees and non-Federal WFDSS partners) can request accounts on the WFDSS Production (for live incidents) or Training (training incidents only) login pages and a single account provides access to each system. Additional information about requesting an account can be found at https://wfdss.usgs.gov/wfdss_help/WFDSSHelp_request_acct.html.

Accounts are granted by Geographic Area Editor (GAE) or National Editors (NE), depending on the geographic area a user's account is associated with (Note: Each federal entity has different overlapping regions which may not coincide with geographic areas. A GAE from a perceived different geographic area may assist you as a result.).

Users work with GAEs, NEs, and the Customer Help Desk to manage locked accounts, disabled accounts and password resets. The help topics Requesting a Password Reset, Understanding Locked User Accounts and Re-enabling a Disabled Account provide additional information, they can be located in the WFDSS Online help available at https://wfdss.usgs.gov/wfdss_help/index.htm.

WFDSS User Roles

User Roles in WFDSS correspond to permissions which allow users to perform certain tasks within the application. Newly activated accounts are assigned a Viewer role but within the application, users can request Author, Dispatcher, Data Manager, or Fire Behavior Specialist roles as necessary. Various support roles exist as well, and include Geographic Area Editor, National Editor, Administrator and Help Desk. User role requests are granted by Geographic and National Editors, depending on the geographic area and role requested.

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- Users assigned the Viewer role can view published content but can only engage in incident documentation if assigned incident privileges.
- The Author role is required for users to create and/or own incidents and manage the decision documentation process.
- The Dispatcher and Data Manager roles are typically designated at the local level to manage an Administrative Unit's incident information and spatial data.
- The Fire Behavior Specialist role can be requested/granted when a certain degree of fire behavior analysis training has been completed (training and experience culminating in S491 and S495).
- The Geographic Area Editor role is a primary support role for Authors, Dispatchers, Data Managers and Fire Behavior Specialists; users assigned this role have implicit ownership of incidents within their geographic area, regardless of agency. Additional information about GAE duties is included in the WFDSS Training and Support section.
- The National Editor role has maximum authority relative to WFDSS incident management; users assigned this role have implicit ownership of all incidents in WFDSS.

The WFDSS User Roles help topic provides additional information about user roles and can be found in the WFDSS online help available at https://wfdss.usgs.gov/wfdss_help/index.htm.

WFDSS Incident Privileges

Incident privileges are assigned and managed by incident owners at the time of (and are specific to) an incident. These privileges allow users to Own, Edit, Review, or Approve decision content. Users must be assigned the Author user role to own incidents, but users with any role can edit, review or approve decisions. If a change in incident privileges is necessary for an incident, contact the incident owner(s) to coordinate the change. Incident Privileges and Managing Incident Privileges are two topics that provide additional information; they can be searched for in the WFDSS help.

WFDSS Training and Support

A variety of WFDSS training and support materials are located on the WFDSS home page. Here you can access modeling and decision learning resources, videos and various white papers and supporting documents. The Hot Picks section provides links to annual refresher materials as well as the most common WFDSS-related offerings; it's a column located on the right side of the WFDSS home page. The Training and Related References sections of the WFDSS home page are available here, respectively:
https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml and
https://wfdss.usgs.gov/wfdss/WFDSS_Resources.shtml.

Within the WFDSS application, the online help is a comprehensive set of help topics that are mapped to corresponding pages in the application. Click the help icon in the upper right of any page to access specific help information for any page in the application. The online help can also be accessed here: https://wfdss.usgs.gov/wfdss_help/index.htm.

Geographic Area Editors Support of WFDSS Users, Incidents and Agencies

Geographic Area Editors (GAE) are another source of WFDSS training and support. Their primary role is to support WFDSS users and incidents within their Geographic Area (GA), serve as interagency technical experts, and Point of Contacts for their agency or bureau.

GAEs from various agencies are typically designated within each GA. GAEs work cooperatively for the benefit of all users within their GA and are both able and expected to assist any caller from any agency within their GA.

Geographic Area Editors WFDSS Duties

- Grants and removes user roles (Viewer, Author, Dispatcher, Fire Behavior Specialist, and Data Manager) in the Training and Production systems within their GA.
 - Serves as a WFDSS expert to support WFDSS users within their GA.
 - Assists or otherwise provides oversight in the development of decision content for WFDSS decisions.
 - Provides “WFDSS Point of Contact (POC)” technical help during off hours and weekends.
 - Provides training and answers technical “how to” questions.
- Provides incident support within their GAs as needed, and when an incident owner is unavailable. Geographic Area Editors can:
 - Edit any WFDSS incident within their GA, in coordination with incident owners, editors and/or Approving Official(s);
 - Develop and share filters (groups, incident, analysis, and intelligence);
 - Upload incident and/or analysis shapefiles;
 - Transfer/modify incident ownership;
 - Grant incident privileges; and
 - Edit jurisdictional point of origin (in coordination with local unit and incident).
- Serves as Geographic Area POC for their agency or bureau:
 - Facilitates interagency cooperation and coordination in support of multijurisdictional incidents and field users.
 - Consults fire and resource management staff and agency leadership as needed on WFDSS decision content.
 - Coordinates with and provides backup to other GAEs within their GA.
 - Disables agency/bureau user accounts within their GA.
 - Disseminates technical information such as upgrades to the WFDSS system, “how to” guidance and training materials/announcements.

- Participates in monthly GAE calls to keep up to date on system changes or other relevant information to be shared with field units.
- Verifies completion of security training for non-federal account requests.
- Assists with the reactivation of disabled accounts within their GA. When a user with a disabled account contacts a GA editor, the GA can assign the user a role in WFDSS Production and it automatically syncs with the user's Training account. The user can then contact the Help Desk to reset their password and unlock the account.

Geographic Area Editors WFDSS Limitations

- Cannot reset passwords (users must contact the help desk to reset their password and unlock their account).
- Do not have privileges specific to Fire Behavior Specialist, Administrator or Helpdesk.
- Cannot view disabled accounts for users in other GAs.

Fire Behavior Analysis

Fire behavior analysis is incorporated into WFDSS, in the form of the Fire Spread Probability model (FSPro), Basic Fire Behavior (Basic), Short Term Fire Behavior (STFB) and Near Term Fire Behavior (NTFB). A comparison of these models (as well as FlamMap and FARSITE) can be found on the WFDSS homepage under the Training menu option (https://wfdss.usgs.gov/wfdss/WFDSS_Training.shtml), Modeling Learning Resources section.

WFDSS users assigned the Fire Behavior Specialist (FBS) role are responsible for fulfilling analysis needs for incidents. FBSs can be local; assigned to incident management teams in the form of LTANs, FBANs or GSANs; or provide assistance remotely. It's helpful to identify local FBSs pre-season to understand the local capacity for analysis assistance.

If a local FBS is not available to provide analysis for an active incident, you can request assistance by calling the Analysis & Decision Content Support number listed on the WFDSS home page (208-473-8107). Additional information about requesting assistance for an incident can be found on the Decision Support section of the Wildland Fire Management Research, Development and Application group home page at https://www.wfmrda.nwcg.gov/decision_support.php.

Relative Risk Assessment

The Relative Risk Assessment is required before publishing a Decision for an incident. Its purpose is to assist you in planning for, assessing, and managing your incidents. Incident Owners or Editors can perform the assessment, which provides a quick but comprehensive assessment of the risk of the fire. This is a

qualitative process that can be completed in less time than a quantitative long-term risk assessment. The Relative Risk Assessment chart uses three risk components:

- values
- hazard
- probability

Each of these components is assessed independently. As the graphs for each component are completed, you can document thoughts/reasons for inputs in accompanying text boxes. This text automatically populates in the WFDSS decision but the graphs themselves do not (they can be manually added if you choose). The three outputs are then evaluated in a final step that provides the Relative Risk rating for the fire. From the Relative Risk rating, guidance is provided within the system to assist the Owner/Author in determining the level of analysis needed, considerations for the incident and documentation of the Decision. The help topics About Relative Risk and Calculating Relative Risk provide additional information and can be located in the WFDSS online help available at https://wfdss.usgs.gov/wfdss_help/index.htm.

Organization Assessment

The Organization Assessment (OA) is required to publish a Decision for an incident. It guides Agency Administrators in their incident management organization selection, both in escalating and moderating situations (i.e., this process can be used to expand or contract organizations). The OA is based on Relative Risk, implementation difficulty, and socio-political concerns. The final part of the OA combines these variables to allow users to select the level of incident management needed. The help topics Organization Assessment Reference provides additional information and can be located in the WFDSS online help at https://wfdss.usgs.gov/wfdss_help/index.htm.

Incident KMZ (left menu)

Incident KMZ files can be downloaded to include all of the incident spatial data and completed analyses from the Published Decision(s). The spatial data is composed of incident and analysis shapes found in the Incident and Analysis map layers on the Situation map. Shapes include planning areas, fire perimeters, management action points, incident objective shapes, analysis outputs and analysis ignition files. If a decision is pending, only spatial information available to all users will be provided in the KMZ.

WFDSS Suggested Refresher and Preseason Items

It's recommended that units provide annual WFDSS refreshers to all individuals that may be involved in incident decision-making and documentation. It's also important to identify individuals assigned the Fire Behavior Specialist role in

WFDSS to understand a unit's capacity for providing analysis products, and to identify future analysts for training and exposure come fire season.

WFDSS Refresher Training Recommendations are located in the Line Officer Resources section of the WFM RD&A web page (https://www.wfmrda.nwcg.gov/line_officer_resources.php). Additional refresher information can be found on the WFDSS home page (Training and Related References menu options, annual refresher documents in Hot Picks) and from GAEs. Suggested minimum duration for review is two hours.

It is suggested that the following items are covered in annual WFDSS refreshers:

- *Strategic Objectives and Requirements* – briefly review what is currently pre-loaded in WFDSS, discuss if there is conflicting information within the same Strategic Objective (SO) or FMU, and evaluate what fire management options can be utilized within each SO/FMU. Determine if edits are needed to update the information currently in WFDSS.
- *Relative Risk* – can be visited pre-season to define some local inputs.
- *Boundary Fires* – discuss, with interagency partners, how fires will be managed along boundaries. Utilize a fire scenario for this discussion if possible and work through the WFDSS process.
- *Unit Fire Planning* – review planning-related shapes associated to ensure they are still applicable and to identify potential needs for one or more Other Unit Shapes.
- *Fire Scenario* – utilize WFDSS Training to develop one or more fire scenarios and guide corresponding discussions. Utilize a fire scenario that is somewhat complex and includes interagency partners.
 - Planning Area – draw a planning area with dialogue around how to draw it and what to include within it.
 - Values Inventory – review the values inventory that's derived from drawing the planning area. Document missing values, if any, and determine if shapes are available to represent them.
 - Situation Map/Tab – review available map layers and the data they contain, and check system preferences to ensure that all applicable map layers are available for viewing.
 - Relative Risk and Organizational Assessment – complete this process making notes of what various elements were rated and why.
 - Incident Objectives / Incident Requirements – write them for the scenario. Review to ensure they address the what, when, where and why to communicate leader's intent and indicate priority.
 - Course of Action – develop a course of action that further explains leader's intent, the priorities for the incident, and as needed, what not to do.
 - Scenarios – as the above information is developed, discuss the potential scenarios and document those actions not taken in the assessment or rationale.

- Rationale – draft the rationale to include “My decision is...” information. This is the executive summary of the document. Consider documenting what is allowed in the management plan, the probability of being successful, the expected duration, and what was considered but rejected. The Rationale section provides a list of items to consider addressing and discussing.
- If interagency partners are not involved in the scenario, discuss who, when and how they would have been involved during an incident.
- *Fire Behavior Models*
 - Discuss the various models (FSPro, NTFB, STFB, Basic) and how any of them might be utilized to inform decision content.
 - Review the values at risk information provided by the models and how it varies from the values inventory.
 - Discuss how the models might be utilized to answer what types of questions (practice forming the questions first, and then determining which modeling tool would provide the best answer).
 - Review products previously utilized by the Unit to evaluate risk on a fire or assist with decision-making.

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2017 Interagency Standards for Fire and Fire Aviation Operations Executive Summary of Changes

Chapter 1 – Federal Wildland Fire Management Policy Overview

- Inserted text regarding the *Interagency Standards for Fire and Fire Aviation Operations* states, references, or supplements policy for the Bureau of Indian Affairs and provides fire and fire aviation program management direction for Bureau of Indian Affairs managers.

Chapter 2 – BLM

- Clarified text under heading “Program Manager Responsibilities” for the Assistant Director and Deputy Assistant Director, Fire and Aviation; Fire Operations Division Chief; and Fire Planning and Fuels Management Division Chief.
- Inserted heading “Preparedness Reviews” and associated text.
- Inserted text under major subsection “Fire Equipment Committees” regarding Dozer/Heavy Equipment Committee reports to the Fire Operations Group (FOG).
- Changed major subsection from “Deficiency Reporting” to “Improvement and Deficiency Reporting” and clarified text.
- Inserted major subsection “600 Class Command Vehicle Procurement Standards” and associated text.
- Inserted heading “Equipment Bulletins and Equipment Alerts” and associated text.
- Removed text regarding expired Instruction Memorandum No. FA IM-2013-023, *Bureau of Land Management (BLM) Implementation of the Department of the Interior (DOI) Authorization for Use of Government Passenger Carrier(s) for Home-to-Work Transportation*.
- Moved BLM specific text from Chapter 13 and inserted it under the heading “BLM Fire Training and Workforce Development” regarding agency-certified positions and personnel hired by the BLM meeting requirements established in the position description.
- Removed text in the tables under the heading “BLM Firefighters General Non-Fire Training Requirements” regarding AD, EFF, Agency Permanent, Career Seasonal and Temporary Firefighters initial defensive driving training be instructor-led.
- Removed expired WO IM No. 2013-100 for *USGS Hazard Communication* training in the “Agency Permanent, Career Seasonal and Temporary Firefighters” table.
- Clarified existing text under heading “Driver Training for Regular Drivers of Fire Equipment” regarding regular drivers of specialized vehicles (e.g., engines, water tenders, crew carriers, fuel tenders, helicopter support vehicles) must complete BL-300 and RT-301.
- Removed the word “authorized” and inserted “required” regarding performing physical fitness conditioning for one hour of duty time each work day for employees serving in wildland fire positions that require a fitness rating of arduous as a condition of employment.
- Clarified text throughout the “BLM Hand Crew Standards by Type” table.
- Inserted major subsection “Establishing or Converting BLM IHC” and associated text.
- Removed and inserted text throughout the “BLM IHC Training and Qualification Requirements” table.
- Clarified the date for CRWB will be required for BLM IHC Squad Leaders on January 21, 2018.
- Clarified how BLM Fire Suppression Modules will be statused, tracked, and mobilized in the ROSS system.
- Removed 625 and 626 Unimogs from the table under major subsection “BLM Engine Minimum Staffing Requirements.”
- Clarified existing text regarding BLM smokejumper physical fitness standards.
- Changed table heading from “National Smokejumper Standard” to “BLM Smokejumper Physical Fitness Standards.”
- Clarified NWCG type and number of BLM exclusive use helicopters in the “BLM Exclusive Use Helicopter Locations” table.

2017 EXECUTIVE SUMMARY OF CHANGES

- Clarified existing text under heading “Sage Grouse Conservation Related to Wildland Fire” referencing FA IM-2016-021 regarding guidelines for determining when a Large Fire Assessment should be considered.

Chapter 3 – NPS

- No substantial changes.

Chapter 4 – FWS

- Clarified text under heading “Agency Administrator Roles” for the Regional Director regarding prescribed fire and inserted text regarding Regional Directors will provide a written Delegation of Authority to the RFMC to represent the region on the Geographic Multi-Agency Coordinating Group and other duties as described in this chapter under the heading “Delegation of Authority.”
- Removed, inserted or clarified text under heading “Agency Administrator Roles” in the “Management Performance Requirements for Fire Operations” table.
- Removed, inserted or clarified text under heading “Fire Management Staff Roles” in the “Fire Management Staff Performance Requirements for Fire Operations” table.
- Changed text throughout the chapter from “FMO” to “ZFMO.”
- Clarified text under heading “Delegation of Authority” for the Zone Fire Management Officer: “In order to effectively perform their duties, the ZFMO will receive a Delegation of Authority outlining the operational and administrative fire management duties. All Unit Agency Administrators within a Zone will sign a Zone and/or Refuge Fire Management delegation.”
- Inserted new heading “Wildland Fire Field Attire” and associated text.
- Clarified text under heading “Individual Fire Report” regarding an individual fire report must be completed in the FMIS for specified types of fires or treatments.
- Inserted bullet under heading “Individual Fire Report” regarding an individual fire report must be completed in the FMIS for, “Non-fire treatments completed with fuels funding.”
- Clarified under heading “Fish and Wildlife Service Use of WFDSS”: “Documentation of other wildfires in WFDSS is at the discretion of the Regional Office or local unit.”
- Inserted text under heading “Final Wildland Fire Record” stating FMIS data entry is required in the final wildland fire or project record.

Chapter 5 – FS

- Clarified text under heading “Foundational Doctrine” regarding the vision of the Forest Service’s Fire and Aviation Management program and supporting policy, and inserted a web address for more information of past doctrinal efforts.
- Removed major subsections including numbers 1-30 and associated text under heading “Foundational Doctrine.”
- Inserted definition under heading “Preparedness.”
- Removed existing text under the heading “Preparedness” regarding a field-level Agency Administrator requirement to convene and participate in annual conferences and fire reviews.
- Removed existing text under “Preparedness” heading regarding conducting after action reviews for Type 3, 4 and 5 fires and moved clarified text under major subsection “Wildfire Response.”
- Changed major subsection from “Suppression” to “Wildfire Response” throughout the chapter.
- Clarified text under heading “Specific Fire Management Staff Responsibilities for Fire Operations at the Field Level,” major subsection “Wildfire Response” regarding utilizing the Risk Complexity Assessment to ensure the proper level of management is assigned to all incidents.
- Removed “R&R” and inserted “Length of Assignment” under heading “Specific Fire Management Staff Responsibilities for Fire Operations at the Field Level,” major subsection “Safety.”
- Inserted text under heading “Structure Exposure Protection Principles,” major subsection “Strategic Principles” stating, “The use of wildland tactics in the WUI, when risks are

mitigated, will be based on the objectives of preventing wildfire from reaching areas of structures and/or reducing the intensity of fire that does reach structures.”

- Inserted text under heading “Structure Exposure Protection Principles,” major subsection “Strategic Principles” stating, “Structure protection will be limited to the use of standard wildfire response tactics including the use of standard equipment, fire control lines, and the extinguishment of spot fires near or on the structure when safe and practical.”

Chapter 6 – BIA

- Inserted text regarding BIA program organization and responsibilities.

Chapter 7 – Safety and Risk Management

- Removed text applicable to all DOI agencies regarding a variance from 485 DM 16 policy that requires operators of commercial vehicles to be at least 21 years of age and inserted text from 485 DM 16 that requires commercial vehicle operators be at least 21 years old.
- Clarified text regarding required fireline PPE is a helmet throughout the chapter.
- Clarified text that the Material Safety Data Sheet (MSDS) are now the Safety Data Sheet (SDS).
- Inserted text under heading “Personal Protective Equipment (PPE),” subsection “Eye and Face Protection” regarding chainsaw/crosscut saw operators are allowed to use steel mesh goggles during falling and bucking operations only. Steel mesh glasses are not allowed for any chainsaw operations.
- Clarified text under heading “Emergency Medical Planning and Services,” major subsection “Incident Medical Emergency Management Planning” stating, “All IMTs will use the standard Medical Incident Report in their Medical Plan and Communication protocols. It is found in the *IRPG* under Emergency Medical Care Guidelines (red pages) and with the Medical Plan (ICS-206-WF) form available at <https://www.nwecg.gov/publications/ics-forms>.”
- Inserted a new web address under heading “Required Treatment for Burn Injuries,” major subsection “ABA Burn Injury Criteria” for a list of verified burn care facilities.
- Inserted BIA-specific requirement under heading “Accident/Injury Reporting,” major subsection “Agency Reporting Requirements” for employees to report accidents using the Safety Management Information System (SMIS).

Chapter 8 – Interagency Coordination and Cooperation

- Inserted the web address for National Wildland Fire Cooperative Agreements throughout the chapter as the information is no longer contained in the *National Interagency Mobilization Guide*.
- Removed text regarding the three functional areas of the Office of Wildland Fire (OWF) and inserted a web address for OWF information.
- Removed supporting text under the headings “National Dispatch/Coordination System,” “Local and Geographic Area Drawdown,” and “National Ready Reserve (NRR)” which can be found in Chapter 19.
- Inserted BIA-specific text throughout the chapter.
- Clarified text under heading “International Wildland Fire Coordination and Cooperation,” major subsection “U.S. – Mexico Cross Border Cooperation on Wildland Fires” regarding the date the Departments of Interior and Agriculture signed a Wildfire Protection Agreement with Mexico.

Chapter 9 – Fire Management Planning

- Clarified text under heading “Agency Planning Guidance,” major subsection “U.S. Forest Service (FS),” regarding the Forest Service FMPs have been replaced with a combination of enhanced Spatial Planning contained in the WFDSS and FMRS.
- Clarified text under heading “Connection to Other Plans” stating, “Fire Management Plans (DOI) and/or Spatial Fire Planning in WFDSS (FS) capture fire-related direction and decisions from Land/Resource Management Plans (LRMP). If fire management direction and decisions were not adequately integrated into the existing LRMP, additional NEPA may be necessary.”

2017 EXECUTIVE SUMMARY OF CHANGES

Chapter 10 – Preparedness

- Inserted BIA-specific text throughout the chapter.
- Removed text under heading “Predictive Service Areas” stating, “Optimally, Fire Danger Rating Areas should nest within PSAs to ensure better congruence with their closely-related products.”
- Changed major subsection from “National Wildland Significant Fire Potential Outlook” to “National Significant Wildland Fire Potential Outlook” and clarified text.
- Changed major subsection from “7-day Significant Fire Potential Outlook” to “National 7-day Significant Fire Potential Outlook” and clarified text.
- Changed major subsection from “Fuel and Fire Behavior Advisories” to “Fuels and Fire Behavior Advisories” and clarified text
- Inserted heading “National Intelligence Products” and associated text.

Chapter 11 – Incident Management

- Clarified BLM-specific text requiring District Managers provide a written Delegation of Authority and expectations to Type 3, 4, and 5 Incident Commanders annually prior to fire season.
- Inserted text under heading “Command Organizations,” major subsection “Incident Command,” regarding Incident Commanders are responsible for ensuring standardized incident and communication center protocols identified in the Medical Incident Report section of the *IRPG* are utilized.
- Inserted text under heading “Command Organizations,” major subsection “Incident Command,” regarding Incident Commanders are responsible for assisting with WFDSS documentation if requested by the delegating agency administrator(s), and developing incident objectives, strategies, and tactics, consistent with the Delegation of Authority and latest published WFDSS decision(s).
- Clarified PMS 310-1 requirements of Type 3 Operations, Planning, Logistics and Finance Section Chief positions mobilized outside the employee’s local dispatch area prior to and after October 1, 2018.
- Inserted and clarified text under heading “Wildland Fire Decision Support System (WFDSS)” regarding a WFDSS Published Decision.
- Inserted text referencing NWCG Memorandum EB-M-11-012, *Wildland Fire Decision Support System (WFDSS): Decision Documentation and GACG Responsibilities*.
- Inserted BIA-specific text throughout the chapter.
- Removed some text regarding a WFDSS Initial Decision.
- Clarified text regarding a WFDSS New Decision.
- Clarified text under heading “WFDSS Decision Approval and Publication” stating, “All agencies having jurisdiction within a WFDSS Planning Area must be provided the opportunity to participate as soon as possible in the decision-making process. In situations where one agency provides fire protection under agreement or contract to a jurisdictional agency, both jurisdictional and protecting agencies should be involved in the process.”
- Clarified text under heading “Operational Guidelines for Aquatic Invasive Species.”
- Inserted new heading “Operational Guidelines for Invasive Species” and supporting text.
- Removed heading “Noxious Weed Prevention” and accompanying text.
- Removed reference to “Wildfire Management Activity Damage Repair” and inserted “Suppression Repair” under heading “Post-Wildfire Activities.”
- Removed reference to “facilities” and inserted “assets” in regards to post-wildfire activities.
- Clarified text in the “Post-Fire Activities” table regarding timeframe for rehabilitation and restoration urgency.

Chapter 12 – Suppression Chemicals and Delivery Systems

- Clarified text that the Material Safety Data Sheet (MSDS) are now referred to as the Safety Data Sheet (SDS).

Chapter 13 – Firefighter Training and Qualifications

- Inserted BIA-specific text throughout the chapter.
- Inserted BLM-specific text under heading “Incident Qualifications and Certification System (IQCS)” stating, “State Fire Management Officers will certify Position Taskbooks and Incident Qualification Cards for Area Command and Type 1 Command and General Staff positions.”
- Inserted FS-specific text regarding employees having a 13-month currency requirement for Annual Fireline Safety Refresher training.
- Moved “Physical Fitness” heading and text down in the chapter below heading “Work Capacity Tests.”
- Changed existing heading from “Medical Examinations and Work Capacity Tests” to “Medical Examinations.”
- Clarified text for requiring a medical examination whenever there is a reasonable concern, based on objective evidence, about the employee’s continued capacity to meet any of the physical or medical requirements of the position.
- Removed duplicate language regarding supervisor’s authority to require a medical examination.
- Clarified text regarding any employee with other physical or medical limiting factors/restrictions that preclude them from fully performing the activities of an arduous position must disclose this as part of the self-certification or medical examination process.
- Clarified text regarding the DOI Medical Standards Policy for performance of arduous duty to be consistent with OWF Policy Memorandum 2016-014.
- Removed redundant language regarding performance of fire duties as an AD as an alternative when failing to meet medical standards as a permanent, seasonal/temporary employee. Under OWF Policy Memorandum 2016-014, all employees and applicants, including ADs are treated the same.
- Clarified text regarding Arduous Fitness Level – Department of Interior Wildland Firefighter Medical Standards Program (DOI/MSP).
- Clarified text regarding NPS Law Enforcement Rangers who are collateral duty wildland firefighters and the medical qualification determination process.
- Clarified existing text under major subsection “Medical Exam Process for Light and Moderate Fitness Levels” regarding standards for medical examinations using the OF-178 for light and moderate positions are only applicable to BLM and NPS.
- Inserted new heading “Work Capacity Tests.”
- Clarified text under major subsection “Health Screen Questionnaire (HSQ)” regarding reference for FS-specific direction on WCT administration.
- Inserted heading “Physical Fitness” and associated text.
- Inserted BLM-specific text to see Chapter 2 for physical fitness conditioning requirements.
- Changed major subsection from “Smokejumper Physical Fitness Standards” to “USFS Smokejumper Physical Fitness Standards.”
- Clarified text regarding Interagency Hotshot Crews (IHC), including IHC Organization, IHC Communications and Type 1 minimum standards in the “Minimum Crew Standards for National Mobilization” table.
- Inserted BLM-specific text that IHCs have the option of traveling with 25 personnel when on incident assignments.
- Inserted text below the “Minimum Crew Standards for National Mobilization” table stating, “CRWB will be required for IHC Squad Leaders on January 21, 2018.”
- Removed heading “Agency Certified Positions” and moved agency-specific information to the beginning of Chapter 13 under heading “Standards” and moved BLM-specific information to Chapter 2 under heading “BLM Fire Training and Workforce Development.”
- Inserted FWS-agency specific requirement under heading “Chainsaw Operators and Fallers” regarding use of NWCG position task books and requirements for final evaluators for chainsaw operators and fallers.
- Clarified text under heading “Chainsaw Operators and Fallers” regarding FS reference for certification processes for sawyers.

2017 EXECUTIVE SUMMARY OF CHANGES

Chapter 14 – Firefighting Equipment

- Inserted BIA-specific text throughout the chapter.
- Clarified text under heading “Firefighting Engine/Water Tender Common Standards,” major subsection “First Aid Kit” that each engine/water tender shall carry, in a clearly marked compartment, a fully-equipped 20-25 person first aid kit.
- Removed BLM-specific text regarding BLM Manual H-9216, Fire Equipment and Supply Management.
- Removed FS-specific text stating, “A Single Resource Boss may supervise a Type 6 or 7 engine.”
- Inserted BLM- and BIA-specific text stating, “...personnel will not use ATVs for any wildland fire management activity, regardless of incident jurisdiction or project/activity location after January 1, 2018.”
- Changed heading from “Vehicle Cleaning/Noxious Weed Prevention” to “Vehicle Cleaning/Invasive Species Prevention.”

Chapter 15 – Communications

- Inserted text regarding the National Air Guard Frequency (168.6250 MHz): “This frequency must be programmed into the last channel of every group in fire handheld radios.”

Chapter 16 – Aviation Operations and Resources

- Inserted text under heading “Purpose and Scope” stating, “In addition to the priorities listed in the *National Interagency Mobilization Guide*, Chapter 10 under headings “Total Mobility” and “Priorities,” mobilization of aircraft should be based on optimizing the use of exclusive-use contracted aircraft. Call-when-needed aircraft will be the last ordered and the first released. The exception to this is use for initial action response and capability.”
- Inserted BIA-specific text throughout the chapter.
- Changed major subsection from “Aviation Safety Assistance Team (ASAT)” to “Aviation Safety and Technical Assistance Team (ASAT)” and removed “optional” from Maintenance Inspector under this subsection.
- Inserted text regarding helmets not being required for multi-engine leadplane operations during low-level flights.
- Inserted text regarding Unmanned Aircraft Systems (UAS) operations by individuals and organizations must be authorized by the FAA under Part 107.
- Removed text, “...valid under the parameters of the FAA’s Certificate of Waiver or Authorization (COA)” regarding federal use of cooperator agency UAS.
- Inserted text stating, “A Project Aviation Safety Plan (PASP) or agency-approved operations plan/risk assessment is required for all missions or projects, to include UAS missions on fires.”
- Inserted text regarding the individuals in DOI (UAS Division Chief) and USFS (UAS Program Manager) with authority during a multi-jurisdictional incident to determine who should obtain the Certificate of Waiver or Authorization (COA).
- Clarified text under heading “Unmanned Aircraft Systems” regarding justification requirements for an emergency COA.
- Inserted web addresses where department- or agency-specific UAS information can be found.
- Removed FS-specific text regarding Forest Service Administrative Use of Aircraft Desk Reference under heading “Airspace Coordination.”
- Under heading “Flight Request and Approval,” major subheading “Mission Flights,” removed text regarding mission flights for fixed-wing aircraft include “Airtanker coordinator operations” and inserted “leadplane/ASM/Airtanker operations” and removed “Night air tactical operations” and inserted “Aerial Supervision.”
- Clarified BLM-specific text regarding helitack crew size.
- Clarified existing text regarding emergency medical short-haul.
- Under heading “Aerial Supervision Principles for ATGS, ASM, and Lead,” clarified and inserted text stating, “When aerial supervision resources are collocated with airtankers, they will be launched together to maximize the safety, effectiveness, and efficiency of incident operations unless aerial supervision is currently over the incident.”

- Under heading “Aerial Supervision Principles for ATGS, ASM, and Lead,” clarified and inserted text stating, “Incidents with three or more aircraft over/assigned to them should also have aerial supervision in the form of ATGS or ASM/leadplane. A qualified smokejumper spotter (senior smokejumper in charge of smokejumper missions) may coordinate smokejumper operations with on-scene aircraft over a fire until a qualified ATGS arrives.”
- Removed FS-specific text regarding Forest Service aerial supervision training, qualifications, and currency standards are contained in the *FSFAQG* and inserted FS policy document is the *Interagency Aerial Supervision Guide*.
- Removed text “ATGS Cadre” and inserted “Agency Program Manager/ATGS GACC Representative” regarding ATGS Program Management and Training.
- Inserted text under heading “leadplane” stating “Any operation that limits the national resource availability must be approved by the agency program manager.”
- Clarified existing text under heading “Airtankers” stating, “Host GACCs will check with NICC prior to releasing flight crews on T-1 and T-2 airtankers and VLATs for the day when those resources are not being used within the host area, and could be utilized elsewhere for emerging or ongoing fire activity. The *National Interagency Mobilization Guide*, Chapter 50, “Airtankers” contains additional direction regarding staffing and maintenance of support functions to mobilize national resources.”
- Inserted major subsection “State of Alaska Airtankers” and clarified text.
- Inserted major subsection “Canadian Airtankers” and clarified text.
- Clarified text regarding exceptions for airtanker rotation stating “Airtankers that are not Initial Attack (IA) qualified will not be dispatched to a fire unless a leadplane or Aerial Supervision Module (ASM) will be on-scene upon the arrival of the non-IA qualified airtanker.”
- Inserted text stating “Exceptions” for airtanker rotation that operating restrictions may include significant downloading of fuel or retardant based on performance and daylight remaining.
- Clarified text regarding “exceptions” for airtanker rotation stating, “MAFFS, NICC ordered state cooperators, and NICC ordered Canadian airtankers will begin rotation at that base after the contracted and FS-owned airtanker(s) at the beginning of each day.”
- Removed major subsection “Canadian Airtankers” and associated text.
- Clarified text under heading “Airtanker Base Operations,” major subsection “Loading Operations,” referencing the Forest Service Large Airtanker Operations Plan for more information.
- Clarified text under major subsection “Airtanker Base Personnel” stating, “Permanent, reload and temporary large airtanker bases will meet the minimum requirements listed in Appendix E (Airtanker Base Fire Readiness Review) of the IABOG and have a staffing plan prior to an airtanker landing at the airtanker base airport.”
- Inserted heading “Multi-Engine Water Scoopers” and associated text.
- Clarified existing text under heading “Cooperator Aircraft” stating, “Aircraft procured/owned by cooperating agencies (state, local, and International) may be utilized on federally managed fires when cooperative agreements are in place and the aircraft have been approved by letter nationally or regionally.”
- Inserted and clarified text under heading “Cooperator Aircraft” stating, “Under emergency circumstances, where **human life is immediately at risk** by wildland fire on lands under federal protection, a federal line officer can approve the use of non-federally approved aircraft to address the immediate threat. Under circumstances where a Governor has declared a state of emergency, a federal line officer at the State/Regional level, may consider any fire under federal protection, as an immediate threat to human life.”
- Removed existing FS-specific text regarding cooperator aircraft.

Chapter 17 – Fuels Management

- Inserted BIA-specific text throughout the chapter.

Chapter 18 – Reviews and Investigations

- Inserted BIA-specific text under heading “Fire Cause Determination and Trespass Investigation.”
- Inserted web address for PMS 405-1, *Wildland Fire Fatality and Entrapment Initial Report* in the table under heading “Related Policy Documents.”

Chapter 19 – Dispatch and Coordination System

- Changed existing heading from “Organization” to “National Dispatch/Coordination System.”
- Clarified text regarding Predictive Services and inserted text regarding Intelligence under heading “National Interagency Coordination Center (NICC) Functional Responsibilities.”
- Removed reference throughout the chapter to all agreements located in the *National Interagency Mobilization Guide*, Chapter 40, and inserted the web address for agreements.
- Global replacement of Predictive Services and Intelligence text under heading “Geographic Area Coordination Center (GACC) Functional Responsibilities.”

Appendices

- Appendix D – Global replacement of Agency Administrator’s Briefing to Incident Management Team.
- Appendix G – Inserted a second Sample Delegation of Authority Agency Administrator to Incident Management Team. Inserted new text regarding an **optional** Leader’s Intent letter and briefing outline.
- Appendix M – Clarified text under Category “Medical” that the First Aid Kit is 20-25 person. Inserted text under Category “Safety” regarding Class 2 or 3 High Visibility Apparel (1 per seat belt).
- Appendix N – Global replacement of Wildland Fire Decision Support System (WFDSS) information.

Risk Management

Identify Hazards (Situation Awareness)

- Gather Information
 - Objective(s)
 - Communication
 - Who's in Charge
 - Scout the Fire
- Previous Fire Behavior
 - Weather Forecast
 - Local Factors

Assess Hazards

- Estimate Potential Fire Behavior Hazards
 - Look Up/Down/Around Indicators
- Identify Tactical Hazards
 - Watch Outs
- As conditions change, what other safety hazards are likely to exist?
- Consider probability versus severity?

Develop Controls and Make Risk Decisions

- Develop control measures that reduce risk:
 - Firefighting Orders → LCES
 - Anchor Point
 - Downhill Checklist (if applicable)
 - What other controls are necessary?
 - Engineering/Administrative
 - PPE
 - Educational
 - Avoidance
 - Emergency Medevac Procedures/Plan
- Are controls in place to mitigate risk?
 - NO - Reassess situation
 - YES - Next question
- Are selected tactics based on expected fire behavior?
 - NO - Reassess situation
 - YES - Next question
- Have instructions been given and understood?
 - NO - Reassess situation
 - YES - Next question
- Consider risk versus gain

Implement Controls

- Ensure controls are in place and being implemented by personnel.
- Ensure controls are integrated operational plan and understood at all levels.

Supervise and Evaluate

- Are controls adequately mitigating the hazards?
 - NO – Reassess and consider:
 - Human Factors:
 - Low experience level?
 - Distracted from primary tasks?
 - Fatigue or stress reaction?
 - Unsafe attitude?
 - The Situation:
 - What is changing?
 - Are strategy and tactics working?

If situation changes significantly, restart Risk Management Process at the appropriate step.

Standard Firefighting Orders

1. Keep informed on fire weather conditions and forecasts.
2. Know what your fire is doing at all times.
3. Base all actions on current and expected behavior of the fire.
4. Identify escape routes and safety zones and make them known.
5. Post lookouts when there is possible danger.
6. Be alert. Keep calm. Think clearly. Act decisively.
7. Maintain prompt communications with your forces, your supervisor and adjoining forces.
8. Give clear instructions and insure they are understood.
9. Maintain control of your forces at all times.
10. Fight fire aggressively, having provided for safety first.

Watch out Situations

1. Fire not scouted and sized up.
2. In country not seen in daylight.
3. Safety zones and escape routes not identified.
4. Unfamiliar with weather and local factors influencing fire behavior.
5. Uninformed on strategy, tactics, and hazards.
6. Instructions and assignments not clear.
7. No communication link with crew members/supervisor.
8. Constructing fireline without safe anchor point.
9. Building fireline downhill with fire below.
10. Attempting frontal assault on fire.
11. Unburned fuel between you and fire.
12. Cannot see main fire, not in contact with anyone who can.
13. On a hillside where rolling material can ignite fuel below.
14. Weather is getting hotter and drier.
15. Wind increases and/or changes direction.
16. Getting frequent spot fires across line.
17. Terrain and fuels make escape to safety zones difficult.
18. Taking nap near fireline.