

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

Department of Agriculture
Forest Service

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Chapter-01	Federal Wildland Fire Management Policy Overview
Chapter-02	BLM Program Organization and Responsibilities
Chapter-03	NPS Program Organization and Responsibilities
Chapter-04	FWS Program Organization and Responsibilities
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Chapter-09	Fire Management Planning
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Chapter-17	Fuels Management
Chapter-18	Reviews and Investigations
Chapter-19	Dispatch and Coordination System

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NATIONAL INTERAGENCY FIRE CENTER

3833 S. Development Avenue
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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

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, and National Park Service have directed the Federal Fire and Aviation Task Group (FFATG) 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 supports policy for Bureau of Land Management, Forest Service, Fish and Wildlife Service, and National Park Service 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 is supplemental policy.

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

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*.

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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 this publication should be sent to your agency representatives listed on this page.



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 40 *Available online in PDF and MS Word format at
 41 http://www.nifc.gov/policies/pol_intgncy_guides.html

Chapter 01

Federal Wildland Fire Management Policy Overview

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Scope

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

Purpose

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

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

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

Guiding Principles of the Federal Wildland Fire Management Policy

1. Firefighter and public safety is the first priority in every fire management activity.
2. The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.

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

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

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

40 **1. Safety**

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

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

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

- 1 **3. Response to Wildland Fire**
2 Fire, as a critical natural process, will be integrated into land and resource
3 management plans and activities on a landscape scale across agency
4 boundaries. Response to wildland fires is based on ecological, social, and
5 legal consequences of the fire. The circumstances under which a fire
6 occurs, the likely consequences on firefighter and public safety and welfare,
7 the natural and cultural resources, and the values to be protected dictate the
8 appropriate response to fire.
- 9 **4. Use of Wildland Fire**
10 Wildland fire will be used to protect, maintain, and enhance resources and,
11 as nearly as possible, be allowed to function in its natural ecological role.
12 Use of fire will be based on approved FMPs and will follow specific
13 prescriptions contained in operational plans.
- 14 **5. Rehabilitation and Restoration**
15 Rehabilitation and restoration efforts will be undertaken to protect and
16 sustain ecosystems, public health, safety, and to help communities protect
17 infrastructure.
- 18 **6. Protection Priorities**
19 The protection of human life is the single overriding suppression priority.
20 Setting priorities among protecting public communities and community
21 infrastructure, other property and improvements, and natural and cultural
22 resources will be done based on the values to be protected, public health
23 and safety, and the costs of protection. Once people have been committed
24 to an incident, these human resources become the highest value to be
25 protected.
- 26 **7. Wildland Urban Interface**
27 The operational roles of the federal agencies as partners in the wildland
28 urban interface are wildland firefighting, hazard reduction, cooperative
29 prevention, education, and technical assistance. Structural fire suppression
30 is the responsibility of tribal, state, or local governments. Federal agencies
31 may assist with exterior structural fire protection activities under formal fire
32 protection agreements that specify the mutual responsibilities of the
33 partners, including funding. (Some federal agencies have full structural
34 protection authority for their facilities on lands they administer and may
35 also enter into formal agreements to assist state and local governments with
36 structural protection.)
- 37 **8. Planning**
38 Every area with burnable vegetation must have an approved FMP. FMPs
39 are strategic plans that define a program to manage wildland and prescribed
40 fires based on the area's approved land management plan (LMP). FMPs
41 must provide for firefighter and public safety; include fire management
42 strategies, tactics, and alternatives; address values to be protected, and
43 public health issues; and be consistent with resource management
44 objectives, activities of the area, and environmental laws and regulations.
45
46

- 1 **9. Science**
2 FMPs and fire programs will be based on a foundation of the best available
3 science. Research will support ongoing efforts to increase our scientific
4 knowledge of biological, physical, and sociological factors. Information
5 needed to support fire management will be developed through an integrated
6 interagency fire science program. Scientific results must be made available
7 to managers in a timely manner and must be used in the development of
8 LMPs, FMPs, and implementation plans.
- 9 **10. Preparedness**
10 Agencies will ensure their capability to provide safe, cost-effective fire
11 management programs in support of land and resource management plans
12 through appropriate planning, staffing, training, equipment, and
13 management oversight.
- 14 **11. Suppression**
15 Fires are suppressed at minimum cost, considering firefighter and public
16 safety, benefits and all values to be protected consistent with resource
17 objectives.
- 18 **12. Prevention**
19 Agencies will work together with their partners, other affected groups, and
20 individuals to prevent unauthorized ignition of wildland fires.
- 21 **13. Standardization**
22 Agencies will use compatible planning processes, funding mechanisms,
23 training and qualification requirements, operational procedures, values-to-
24 be protected methodologies, and public education programs for all fire
25 management activities.
- 26 **14. Interagency Cooperation and Coordination**
27 Fire management planning, preparedness, prevention, suppression,
28 restoration and rehabilitation, monitoring, research, and education will be
29 conducted on an interagency basis with the involvement of cooperators and
30 partners.
- 31 **15. Communication and Education**
32 Agencies will enhance knowledge and understanding of wildland fire
33 management policies and practices through internal and external
34 communication and education programs. These programs will be
35 continuously improved through the timely and effective exchange of
36 information among all affected agencies and organizations.
- 37 **16. Agency Administrator and Employee Roles**
38 Agency Administrators will ensure their employees are trained, certified,
39 and made available to participate in the wildland fire program locally,
40 regionally, and nationally as the situation demands. Employees with
41 operational, administrative, or other skills will support the wildland fire
42 programs as necessary. Agency Administrators are responsible and will be
43 held accountable for making employees available.
- 44 **17. Evaluation**
45 Agencies will develop and implement a systematic method of evaluation to
46 determine effectiveness of projects through implementation of the *2001*

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

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

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

10
11 On February 13, 2009, the Fire Executive Council (FEC) approved guidance for
12 the implementation of federal wildland fire management policy. This guidance
13 provides for consistent implementation of the *Review and Update of the 1995*
14 *Federal Wildland Fire Management Policy (January 2001)*, as directed by the
15 Wildland Fire Leadership Council.

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

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

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

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

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

11 **Definitions**

12 **Wildland Fire**

13
14 Any non-structure fire that occurs in vegetation or natural fuels. Wildland fire
15 includes prescribed fire and wildfire.

16 **Fire Type**

17
18 Wildland fires are categorized into two distinct types:

- 19 • Wildfires- Unplanned ignitions or prescribed fires that are declared
20 wildfires.
- 21 • Prescribed fires- Planned ignition.

22 **Wildfire Management Objectives**

23
24 A wildfire may be concurrently managed for one or more objectives as specified
25 in the L/RMP and FMP. Objectives can change as the fire spreads across the
26 landscape and are affected by changes in fuels, weather, and/or topography;
27 varying social understanding and tolerance; and involvement of other
28 governmental jurisdictions having different missions and objectives.

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

30 **Response to Wildfire**

31
32 Response to wildfire will be coordinated with all affected agencies/cooperators
33 regardless of the jurisdiction at the ignition point.

34
35 Management response to a wildfire on federal land is based on objectives
36 established in the applicable L/RMP and FMP. A wildfire may be concurrently
37 managed for more than one objective. Unplanned natural ignitions may be
38 managed to achieve L/RMP and FMP objectives when risk is within acceptable
39 limits.

- 40 • *FS- Human caused fires and trespass fires must be suppressed safely and*
41 *cost effectively and must not be managed for resource benefits.*
- 42 • *BLM- All known human caused fires, except escaped prescribed fires, will*
43 *be suppressed in every instance and will not be managed for resource*
44 *benefits.*

- 1 • *FWS- All escaped prescribed fires will be suppressed. When reporting in*
2 *FMIS, the cause of the wildfire will be “Escaped RX” and the narrative will*
3 *document the link between the prescribed fire and the wildfire.*
4 • *NPS- Refer to RM-18, Chapter 2 for further guidance.*
5

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

- 8 • The circumstances under which a fire occurs;
9 • The likely consequences to firefighter/public safety and welfare; and
10 • The natural/cultural resource values to be protected.
11

12 **Initial Response**

13 The initial decisions and actions taken in reaction to a reported incident.
14

15 **Initial Attack (IA)**

16 A Preplanned response to a wildfire given the wildfire’s potential. Initial Attack
17 may include size up, patrolling, monitoring, holding action or suppression.
18

19 **Extended Attack**

20 Actions taken on a wildfire that has exceeded the initial response.
21

22 **Extended Attack Incident**

23 An incident that exceeds the capability of the initial attack resources and/or
24 organization to successfully manage the incident to conclusion.
25

26 **Suppression**

27 Management action to extinguish a fire or confine fire spread beginning with its
28 discovery.
29

30 **Protection**

31 The actions taken to mitigate the adverse effects of fire on environmental, social,
32 political, economic, and community values at risk.
33

34 **Prescribed Fire**

35 Any fire intentionally ignited by management actions in accordance with
36 applicable laws, policies, and regulations to meet specific objectives.
37

38 **Fire Operations Doctrine**

40 **Purpose of Fire Operations Doctrine**

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

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01-07

1 The Nature of Fire Operations

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

10

11 Wildland Fire Operations Risk Management

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

20

21 Fire Preparedness

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

34

35 Fire Operations Command Philosophy

36 It is essential that our philosophy of command support the way we conduct fire
37 operations. First and foremost, in order to generate effective decision making in
38 fire operations, and to cope with the unpredictable nature of fire, commanders'
39 intent must be lucid and unambiguous, and lines of authority must be clearly
40 articulated and understood. Subordinate commanders must make decisions on
41 their own initiative based on their understanding of their commander's intent. A
42 competent subordinate commander who is at the point of decision may
43 understand a situation more clearly than a senior commander some distance
44 removed. In this case, the subordinate commander must have the freedom to
45 take decisive action directed toward the accomplishment of operational
46 objectives. However, this does not imply that unity of effort does not exist, or

1 that actions are not coordinated. Unity of effort requires coordination and
2 cooperation among all forces toward a commonly understood objective.
3 Unified, coordinated action, whether between adjacent single resources on the
4 fireline or between the highest command level and the most subordinate
5 firefighter, is critical to successful fire operations.

6

7 **Fire Leadership**

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

17

18 **Fire Suppression**

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

35

36 **Principles of Suppression Operations**

37 The primary means by which we implement command decisions and maintain
38 unity of action is through the use of common principles of suppression
39 operations. These principles guide our fundamental fire suppression practices,
40 behaviors, and customs, and are mutually understood at every level of
41 command. They include Risk Management, Standard Firefighting Orders and
42 Watch Out Situations, LCES, and the Downhill Line Construction Checklist.
43 These principles are fundamental to how we perform fire suppression operations
44 and are intended to improve decision making and firefighter safety. They are
45 not absolute rules. They require judgment in application.

46

1 Principles of Fire Suppression Action

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

7 1. Objective

8 The principle of the objective is to direct every fire suppression operation
9 toward a clearly defined, decisive, and obtainable objective. The purpose of
10 fire suppression operations is to achieve the suppression objectives that
11 support the overall management goals for the fire.

12 2. Speed and Focus

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

18 3. Positioning

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

26 4. Simplicity

27 The principle of simplicity is that clear, uncomplicated plans and concise
28 orders maximize effectiveness and minimize confusion. Simplicity
29 contributes to successful actions.

30 5. Safety

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

36 Cost Effective Fire Operations

37
38 Maximizing the cost effectiveness of any fire operation is the responsibility of
39 all involved, including those that authorize, direct, or implement those
40 operations. Cost effectiveness is the most economical use of the suppression
41 resources necessary to accomplish mission objectives. Accomplishing fire
42 operations objectives safely and efficiently will not be sacrificed for the sole
43 purpose of “cost savings”. Care will be taken to ensure that suppression
44 expenditures are commensurate with values to be protected, while understanding
45 that other factors may influence spending decisions, including the social,
46 political, economic, and biophysical environments.

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Chapter 02 BLM Wildland Fire and Aviation Program Organization and Responsibilities

Introduction

This chapter states, references, or supplements policy for Bureau of Land Management (BLM) Fire and Aviation Program Management. These standards are based on Department of Interior (DOI) and Bureau policy. They are intended to ensure safe, consistent, efficient, and effective fire and aviation operations for a fire organization to manage state and/or local unit fire workload or meet approved national program resource allocations. BLM employees engaged in fire management activities (including fire program management, fire suppression, and fire program/incident support) will adhere to the standards in this document. This chapter will be reviewed and updated annually.

BLM Fire Operations Website

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

National Wildfire Coordinating Group (NWCG) Relationship to BLM

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

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

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

1 Fire and Aviation Directorate

2

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

8

9 Program Manager Responsibilities

10

11 Assistant Director, Fire and Aviation (FA-100)**12 Deputy Assistant Director, Fire and Aviation (FA-100)**

- 13 • Develops policies and standards for firefighting safety, training, prevention,
14 suppression, and use of wildland fires on Bureau lands.
- 15 • Provides guidance to State Directors on the use of prescribed fire and fuels
16 management to achieve hazardous fuels reduction and resource
17 management objectives.
- 18 • Integrates fire and aviation management procedures into natural resource
19 management.
- 20 • Establishes position competencies, standards, and minimum qualifications
21 for Fire Management Officers, Fire Management Specialists, and leaders
22 based on federal interagency standards.
- 23 • Implements the fire planning and funding allocation process, and develops
24 procedures and standards for the distribution of program resources.
- 25 • Reviews and evaluates state fire and aviation management programs.
- 26 • Represents the BLM in the coordination of overall fire and aviation
27 management activities at National Interagency Fire Center (NIFC), on intra-
28 and interagency fire committees, groups, and working teams.
- 29 • In conjunction with federal fire directors, establishes priorities for
30 assignment of critical resources during wildland fire emergencies.
- 31 • Initiates or participates on Boards of Review concerning actions taken on
32 selected wildland fires.
- 33 • Negotiates cooperative agreements and/or modifications of existing national
34 level agreements to improve fire and aviation management activities on
35 Bureau lands.
- 36 • Reviews funding requests for severity, hazardous fuel reduction, and
37 emergency rehabilitation of Bureau lands damaged by wildland fires; makes
38 determinations on funding levels and recommends approval to the BLM
39 Director.
- 40 • Serves as the Bureau's focal point for the Large Fire Cost Review (LFCR)
41 process and initiates, facilitates, and provides oversight for the LFCR
42 process. The AD coordinates with the appropriate state director, assembles
43 a LFCR team, provides a delegation of authority, initiates the LFCR, and
44 provides briefings to the Bureau Director, as appropriate.

- 1 • Serves as designated contact for the United States Department of the
2 Treasury for the certification and revocation of Certifying Officers and
3 Assistant Disbursing Officers (CO/ADO) and Designated Officials for
4 emergency incident payments.
- 5 • Supervises the Senior Program Advisor position located at the Washington
6 Headquarters Office. This position provides connectivity between the
7 Director's Office, the other BLM Directorates, the BLM State Offices, the
8 Department's other offices such as the Office of Wildland Fire, and the
9 Forest Service National Office in D.C. and maintains a day-to-day physical
10 presence with the rest of the Bureau's national level leadership to fully
11 integrate programs and leverage capability. This position maintains
12 frequent, routine contact with those organizations on a variety of topics
13 ranging from current fire activity to strategic interdisciplinary, interagency,
14 or intergovernmental policy and processes for the protection of lives,
15 property, and the resources.

17 **Equal Employment Opportunity Manager (EEO) (FA-102)**

- 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.

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

- 43 • Manages all aspects of the business responsibilities and programs under the
44 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.

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

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

- 1 national radio planning for the Bureau to meet the needs of all business
2 users (law enforcement (LE), fire, cadastral survey, recreation, and natural
3 resource programs). FA-350 is responsible for managing the BLM's
4 nationwide radio frequency (RF) assignments; conducting management
5 control reviews; user satisfaction surveys; Exhibit 300 Business Case;
6 operational analysis; equipment test plans; testing resources for the DOI
7 Technical Service Center (TSC); implementation of facilities standards, and
8 management of equipment lifecycles.
- 9 • Serves as the BLM representative to the National Multi Agency
10 Coordinating Group (NMAC).

11

Budget and Evaluation Division Chief (FA-400)

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

33

Aviation Division Chief (FA-500)

- 35 • Serves as principal aviation advisor to the Assistant Director (FA), Deputy
36 Assistant Director (FA), other staffs, states, and to the DOI.
- 37 • Identifies and develops Bureau aviation policies, methods and procedures,
38 as well as standardized technical specifications for a variety of specialized
39 firefighting missions for incorporation into the directives system.
- 40 • Coordinates aviation-related activities and services between the Washington
41 Office (WO) and states with other wildland firefighting, regulatory,
42 investigative, and military agencies.
- 43 • Coordinates provision and use of aviation resources with business practices,
44 aviation user staffs at the WO, and state office level.

- 1 • Represents the BLM at interagency meetings, in interagency committees
2 developing government-wide aviation policies, requirements, procedures
3 and reports, at aviation industry meetings and conventions.
- 4 • Develops and implements aviation safety programs, accident investigation
5 procedures, and aviation safety trend analyses.
- 6 • Plans and conducts reviews and evaluations of state aviation programs.
- 7 • Plans and conducts technical and managerial analyses relating to the
8 identification of aviation organization and resources appropriate for agency
9 use, cost-effectiveness of aviation firefighting, other specialized missions,
10 aircraft acquisition requirements, equipment developmental needs, and
11 related areas.

12

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

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

39

40 External Affairs Division Chief (FA-700)

- 41 • Responsible for coordination of information between the Department of the
42 Interior and Office of Wildland Fire to the BLM, BIA, USFWS, NPS,
43 USFS, National Association State Foresters (NASF), and Federal
44 Emergency Management Agency (FEMA) at NIFC.

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

31 32 **State Director**

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

39

40 **District/Field Manager**

41 The District/Field Manager is responsible to the State Director for the safe and
42 efficient implementation of fire management activities within their unit. This
43 includes cooperative activities with other agencies or landowners in accordance
44 with delegations of authorities. The District/Field Manager and their principal

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

3

4 **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 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
2. Develops fire management standards and constraints that are compliant with agency fire policies.	X	X
3. Ensures use of fire funds is in compliance with department and agency policies.	X	X
4. Ensures incident responses will be based on current and approved Resource Management Plans (RMPs) and FMPs.	X	X
5. Attends the Local or National Fire Management Leadership Course. Ensures that personnel delegated fire program responsibilities have completed the Local or National Fire Management Leadership Course.		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
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

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
10. Personally visits at least one wildland and one prescribed fire each year.		X
11. Annually convenes and participates in pre-and post season fire meetings.	X	X
12. Reviews critical operations and safety policies and procedures with fire and fire aviation personnel.	X	X
13. Ensures timely follow-up to fire 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 PMS 313, NFES 1831, Jan 2004</i> .		X
19. Attends post fire closeout on Type 1 and Type 2 fires (attendance may be delegated.)		X
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

PERFORMANCE REQUIRED	State Director/ Associate	District/ Field Manager
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

2 **Manager's Oversight**

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

8

9 **Post Incident Review**

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

14

15 **Fire Training for Agency Administrators**

16 Agency Administrators and their acting must complete one of the following
17 courses within two years of being appointed to a designated management
18 position. Either class is acceptable.

- 19 • National - Fire Management Leadership
- 20 • Geographic - Local Fire Management Leadership

1 Agency Administrator training and qualifications may be entered into IQCS. If
 2 an Agency Administrator will be mobilized through ROSS and/or an Incident
 3 Qualification Card is issued, Agency Administrators are also required to
 4 complete *IS-700A NIMS: An Introduction* and *I-100 Introduction to ICS*. The
 5 IQCS mnemonic for BLM Agency Administrators is AADM.

6
 7 **State Fire Management Officer (SFMO)**

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

15
 16 **District/Zone/Field Office Fire Management Officer**

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

20
 21 The Fire Management Officer:

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

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

36
 37 **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

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
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
13. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
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).		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
24. Annually convenes and participates in pre-and post season fire meetings where management controls and critical safety issues are discussed.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
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 & 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. 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
34. 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
35. Ensures required unit personnel are trained in fire cause determination and fire trespass.	X	X
36. Ensures compliance with National and State Office policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X

PERFORMANCE REQUIRED	State FMO	District/ Zone/Field Office FMO
37. Annually updates and reviews the <i>Agency Administrator's Guide to Critical Incident Management</i> (or equivalent).	X	X
38. Ensures that all fire employees review and update their emergency contact information annually, either in Employee Express or in hard copy format.	X	X
39. 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
40. Ensures standards in current National and Local Mobilization Guides are followed.	X	X
41. Complies with established property control/management procedures.	X	X

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

9

10 **Delegation of Authority**

11

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

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

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

- 1 • Enter into agreements to provide for the management, fiscal, and
- 2 operational functions of combined agency operated facilities.
- 3 • Suspend prescribed fire activities when warranted.
- 4 • Give authorization to hire Emergency Firefighters in accordance with the
- 5 DOI Pay Plan for Emergency Workers.
- 6 • Monitor (and approve if delegated) emergency Short-Term fire severity
- 7 funding and State Discretionary Preposition funding expenditures not to
- 8 exceed the state's annual authority.
- 9 • Ensure national fire severity funding and national preposition funding is
- 10 requested in a timely manner, used, and documented in accordance with
- 11 agency standards.
- 12 • Appendix C provides a sample "Delegation of Authority".

13

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

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

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

36

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

38

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

- 45 • Monitor unit incident activities for compliance with BLM safety policies.

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

14 **Incident Business**

15
16
17 A consolidated view of fire business practices, supporting policy, and regulation
18 is contained in the *BLM Standards for Fire Business Management*, available at:
19 http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/I
20 [B-new/OrangeBk.html](http://web.blm.gov/internal/fire/budget/Reference_docs/Incident%20Business/I)

21 **BLM Fire Management Position Titles and Fire Department Cooperator** 22 **Equivalencies**

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

27

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
 3 Safety and occupational health program responsibilities are interwoven
 4 throughout Bureau program areas, including fire management. Safety of our
 5 employees lies within every level of the organization and program
 6 implementation can have a direct impact on firefighting personnel. To ensure
 7 that program requirements are met to support the fire and aviation management
 8 program, the following checklist shall be utilized.
 9
 10 **Safety and Health Responsibilities for the Fire Program**

PERFORMANCE REQUIRED	State Safety Manager	District/Zone Safety Manager	Unit FMO	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

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
6. Written safety and health programs required by OSHA are in place and being implemented to include fire personnel.	X	X		
7. Employees are provided mandatory safety and health training, including the BLM Fire and Aviation Employee Orientation Checklist.		X	X	X
8. Fire safety programs (e.g., SAFENET, Six Minutes for Safety, Safety Alerts) are known and being utilized.			X	
9. Safety publications are available to all fire employees (e.g., <i>Incident Response Pocket Guide</i> , <i>1112-2 Manual</i> , <i>Fireline Handbook 410-1</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	

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
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	
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 Safety</i>			X	X

PERFORMANCE REQUIRED	State Safety Manager	District/ Zone Safety Manager	Unit FMO	District/ Field Manager
19. Injury data is monitored and reviewed to determine trends affecting the health and welfare of employees.		X		X
20. Ensures facility and work areas inspections are conducted to ensure requirements are met. 29 <i>CFR 1960 and 485 DM, Chapter 5 requirements.</i>	X	X		X

1

2 **Employee Safety and Health Program Responsibility**3 All employees have personal responsibility to ensure safe and healthful work
4 practices and the following elements specifically outline these responsibilities:

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

16

17 **Emergency Notification and Contact Information**

18

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

- 23 • **Injury on a BLM Fire**
24 The responsible unit Fire Management Officer (FMO)/ Operational Duty
25 Officer will notify their State Duty Officer (or Fire Operations Group
26 (FOG) representative) immediately. The State Duty Officer (or FOG
27 representative) will then ensure the appropriate local agency GACC
28 operational representative is notified.
- 29 • **BLM Employee Injury**
30 Injured employee's home unit FMO is notified. The FMO will then notify
31 their State Duty Officer (or FOG representative) immediately. If the

- 1 employee injury occurs in another state, the State Duty Officer (or FOG
2 representative) will ensure that the hosting State Duty Officer (or FOG
3 representative) is notified of the injury.
- 4 • **Great Basin Smokejumpers**
 - 5 ○ From the Scene:
 - 6 ■ The accident is reported to the smokejumper spotter, Great Basin
7 Smokejumper Liaison Officer (LO), and local dispatch.
 - 8 ■ When the accident involves a jump injury, the spotter and/or
9 ground contact will convey the medical needs and nature of the
10 injury to the local dispatch.
 - 11 ■ If cellular phone or satellite phone coverage is available, a
12 ground contact will call the Great Basin Smokejumper LO or DO
13 with details about the accident.
 - 14 ○ From the Great Basin Smokejumper Duty Officer:
 - 15 ■ The Great Basin Smokejumper Duty Officer will notify the base
16 manager.
 - 17 ■ The smokejumper base manager will notify the National
18 Interagency Fire Center (NIFC) Fire Operations Chief of
19 Preparedness and Suppression Standards (or acting).
 - 20 ■ BLM Operations Chief of Preparedness and Suppression
21 Standards will inform necessary parties up the chain of command
22 and notify the NIFC External Affairs Office.
 - 23 ■ The Great Basin Smokejumper Duty Officer or Base Manager
24 will notify the BLM State Duty Officer (or FOG Representative).
 - 25 ■ The Great Basin Smokejumper Duty Officer will confirm an
26 agency representative will accompany the injured party to the
27 hospital.
 - 28 ○ From the BLM Great Basin Smokejumper Base Manager:
 - 29 ■ The smokejumper base manager will contact their base manager
30 counterpart if a visiting jumper is injured.
 - 31 ■ The smokejumper base manager will notify the emergency
32 contact of the injured smokejumper if the injured smokejumper is
33 unable to do so.

34
35 All fire and aviation employees are required to review and update their
36 emergency contact information annually, either in Employee Express or in hard
37 copy format. This information will only be used for emergency purposes and
38 only by those authorized to make contact with the employee and/or their
39 personal contact(s) and will be maintained in accordance with the provisions of
40 the Privacy Act of 1974. See WO IM # 2012-196 for more instructions for
41 completing entry into Employee Express and/or the *BLM Personal Emergency*
42 *Contact Information form*.

43
44
45
46

1 Employee Advocacy

2

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

11

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

14

15 BLM Fire and Aviation Honor Guard

16

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

21

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

26

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

34

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

37

38 Employee Conduct

39

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

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

46

1 Harassment is coercive or repeated, unsolicited and unwelcome verbal
2 comments, gestures, or physical contacts and includes retaliation for confronting
3 or reporting harassment.
4
5 Harassment and misconduct will not be tolerated under any circumstances and
6 will be dealt with in the strictest of terms. We must all take responsibility for
7 creating and ensuring a healthy and safe work environment. Employees who
8 experience or witness harassment, misconduct, or any inappropriate activity
9 should report it to the proper authority immediately.

10

11 **Examples of Harassment and Misconduct**

- 12 • **Physical conduct** - Unwelcome touching, standing too close, looking up
13 and down, inappropriate or threatening staring or glaring, obscene,
14 threatening, or offensive gestures.
- 15 • **Verbal or written misconduct** - Inappropriate references to body parts;
16 derogatory or demeaning comments, jokes, or personal questions; sexual
17 innuendoes; offensive remarks about race, gender, religion, age, ethnicity,
18 or sexual orientation, obscene letters or telephone calls, catcalls, whistles or
19 sexually suggestive sounds.
- 20 • **Visual or symbolic misconduct** - Display of nude pictures, scantily-clad,
21 or offensively-clad people; display of offensive, threatening, demeaning, or
22 derogatory symbols, drawings, cartoons, or other graphics; offensive
23 clothing or beverage containers, bumper stickers, or other articles.
- 24 • **Hazing** - Hazing is considered a form of harassment. “Hazing” is defined
25 as “any action taken, or situation created intentionally, to produce mental or
26 physical discomfort, embarrassment, or ridicule.”
- 27 • **Alcohol** - The use of alcohol during any work period is strictly prohibited.
28 The performance of job duties while under the influence of alcohol is
29 prohibited. Underage personnel alcohol use is prohibited at all times.

30

31 **BLM Mobile Fire Equipment Policy**

32

33 **Introduction**

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

38

39 **Policy and Guidance**

40 The BLM fire equipment program is responsible for the design, development,
41 and acquisition of specialized wildland fire equipment to meet the full range of
42 fire management requirements. The design and development is accomplished
43 through the analysis of performance needs required by BLM field units and
44 working with industry to produce prototypes for testing and eventually
45 production units. Acquisition of equipment is accomplished primarily through
46 contracting. The BLM fire equipment program balances advanced technology

1 with overall cost efficiency to provide maximum safety for personnel while
2 effectively meeting fire management needs.

3

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

11

12 **Fire Equipment Committees**

13 There are three levels of fire equipment committees: National, State, and
14 Interagency. Fire equipment committees address the broad spectrum of
15 equipment subjects and make recommendations. State committees will report to
16 the respective State Fire Management Officer. The BLM Fire Equipment Group
17 and the BLM Engine Committee report to the Fire Operations Group (FOG).
18 Equipment committees should invite other agency equipment leads to share
19 ideas, transfer technology, and coordinate efforts.

20

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

22 The BLM National Fire Equipment Program (NFEP) is located at NIFC. This
23 unit is responsible for the development, ordering, inspection, receiving, and
24 distribution of new fire equipment that will meet or exceed the minimum
25 performance standards established by the BLM Fire Equipment Group and the
26 BLM Engine Committee. The NFEP website is located within the BLM Fire
27 Operations website.

28

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

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

37

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

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

45

46

1 Equipment Development

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

8 Standardization

9 Standardization of fire equipment aids in the ability to produce equipment that
10 effectively meets the Bureau's mission by providing cost effective equipment
11 with the least impact on fire programs. Standardization also contributes to the
12 ability to provide effective, consistent, and quality training to the BLM fire
13 program workforce. The BLM Fire Equipment Group and the BLM Engine
14 Committee have the responsibility to establish and approve minimum
15 performance standards for all BLM-specific fire equipment.

17 Fire Engine and Command Vehicle Identifier Standards

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

22 Deficiency Reporting

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

29 District/Field Offices are required to submit timely and detailed deficiency
30 reports for problems encountered with BLM fire equipment. Reports will also
31 be submitted for suggestions for improvement. Submitted reports will receive
32 immediate attention. The NFEP will immediately verify receipt of the
33 deficiency report and will follow-up with the submitting District/Field Office to
34 correct the deficiency or work to incorporate the improvement suggestion. The
35 Improvement/Deficiency Reporting System can be found on the BLM National
36 Fire Equipment Program website, located within the BLM Fire Operations
37 website.

39 Acquisition of Working Capital Fund Equipment

40 The National Operations Center (NOC) located in Denver manages the Working
41 Capital Fund (WCF). Each class of vehicle has an established replacement
42 cycle based on miles or hours, vehicle replacement costs, and residual value.
43 The WCF acquires funds through Fixed Ownership and Use Rates determined
44 by the replacement cycle. At the end of the replacement cycle, adequate funds
45 to replace the vehicle are available. For new vehicle purchases, funds are
46 acquired/secured by the receiving unit and the new purchase is added to the

1 WCF. The NOC monitors vehicle usage and replacement cycles, and notifies
2 the NFEP when vehicles need to be replaced. The NFEP then coordinates with
3 the receiving unit to order the replacement vehicle. When the order is placed,
4 the NFEP works with the BLM Fleet Manager, the receiving unit, contracting,
5 and the vendor to fill the order.

6

7 **Funding**

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

16

17 **BLM Mobile Fire Equipment Ordering**

18 Ordering of BLM mobile fire equipment is completed through the NFEP at
19 NIFC. Available equipment is listed in the BLM Fire Equipment Ordering
20 System (FEOS) web page. Contact the National Fire Equipment Program for
21 additional information.

22

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

28

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

33

34 **Equipment Modification/Retrofitting**

35 Modification proposals must be submitted through the Improvement/Deficiency
36 reporting system or applicable FOG sub-committee for consideration and
37 approved through the NFEP. Unauthorized modifications and retrofits have the
38 potential to negatively impact equipment quality and safety and void
39 manufacturer warranties. In such cases, the financial burden of corrective action
40 will be borne by the home state/unit preparedness funding.

41

42 **Property Transfer/Replacement**

43 Surplus and early turn-in fire vehicles may be transferred to another unit for
44 continued service with the approval of the State Fire Management Officer and
45 the WCF Manager. In these instances, the vehicle remains in the same class,
46 and the FOR and use rates will continue to be charged to the unit acquiring the

1 vehicle. Units may dispose of fire vehicles prior to the normal replacement date.
2 In these instances, no future replacement is automatically provided and there is
3 no accrued credit for the FOR collected on that unit prior to disposal. Units
4 acquiring this type of equipment continue payment of the FOR and use rates.

5

6 **Conversions**

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

- 9 • Proposed changes meet current and future preparedness requirements
10 identified in Resource/Land Management Plans and Fire Management
11 Plans.
- 12 • Proposed changes result in an overall cost savings to the government.

13

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

- 16 • Increased production rates which may offset additional costs
- 17 • The requesting states availability of sufficient funds to cover additional
18 costs.

19

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

23

24 **BLM Engine Equipment Inventory**

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

27

28 **Fire Equipment Maintenance and Care Standards**

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

- 31 • Equipment exterior:
 - 32 ○ Clean and waxed
 - 33 ○ Free of debris
 - 34 ○ Items secured
 - 35 ○ Windows and mirrors cleaned
 - 36 ○ All mechanical systems in good working order
- 37 • Equipment interior:
 - 38 ○ Cab and compartments free of dirt and debris
 - 39 ○ Cab free of loose items
 - 40 ○ Equipment stored in appropriate compartments and organized
 - 41 ○ Windows and mirrors cleaned
 - 42 ○ Mechanical systems in good working order

43

44 Equipment will be stored in sheltered areas away from environmental elements
45 whenever possible to prevent damage to critical seals, mechanical components,
46 and the high-visibility finish.

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

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

9
10 Apparatus safety and operational inspections will be performed at the intervals
11 recommended by the manufacturer and on a daily and post-fire basis as required.
12 For engines and water tenders, all annual inspections will include a pump gpm
13 test to ensure the pump/plumbing system is operating at or above the
14 manufacturer's minimum rating for the pump.

15
16 **BLM Implementation of the Department of the Interior (DOI)**

17 **Authorization for Use of Government Passenger Carrier(s) for Home-to-**
18 **Work Transportation**

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

- 22 • Only those positions authorized and pre-identified within the DOI
23 memorandum will have the authority to domicile designated government
24 vehicles.
- 25 • This authority is intended only for individuals in first response fire
26 leadership roles who may be responding to initial attack fires directly from
27 their home after hours.
- 28 • Government vehicles are used solely for official business and domiciled
29 only during core fire season months when there is a heightened level of
30 current or expected fire activity.
- 31 • Authorized positions will be recertified every two years and may be revised
32 at that time.
- 33 • Units are responsible for maintaining documentation of home-to-work use
34 of government vehicles. This documentation will be reviewed during
35 annual fire and aviation preparedness reviews. A BLM standard tracking
36 form has been developed and may be used for this purpose. It can be found
37 on the BLM Fire Operations website:
38 http://web.blm.gov/internal/fire/fire_ops/toolbox.htm
- 39 • Refer to Instruction Memorandum No. FA IM-2013-023 for more
40 information.

41
42 **Lights and Siren Response**

43
44 Responding to BLM wildland fire incidents normally does not warrant the use of
45 emergency lights and siren to safely and effectively perform the BLM mission.

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

30 **BLM Firefighters**

32 **Introduction**

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

35
36 In the ICS, firefighters are either assigned as single resource overhead
37 (individuals assigned to specific supervisory or functional positions) or as
38 members of an organized unit. The individuals within these units are trained to
39 provide different levels and types of tactical, logistical, and managerial
40 capability.

41 These units include:

- 43 • **Hand Crews** - Vehicle mobile firefighters that specialize in the use of hand
44 tools, chainsaws, portable pumps, and ignition devices for tactical
45 operations. Hand crew types include Interagency Hotshot Crews (IHC),
46 Type 2 Initial Attack Crews, Type 2 Crews, and Fire Suppression Modules.

- 1 • **Engine Crews** - Engine mobile firefighters that specialize in the use of
- 2 engines for tactical operations.
- 3 • **Helitack** - Helicopter mobile firefighters that specialize in the use of
- 4 helicopters for tactical and logistical operations.
- 5 • **Smokejumpers** - Fixed wing aircraft and parachute mobile firefighters that
- 6 specialize in the use hand tools, chainsaws, and ignition devices for tactical
- 7 operations.

9 **BLM Firefighter Priority for Use**

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

17 **Mobilization of BLM Firefighters**

18
19 BLM firefighters are mobilized to perform the following functions:

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

27
28 There are six funding mechanisms for mobilizing BLM firefighters:

- 29 • Preparedness funding
- 30 • Suppression funding
- 31 • Short term severity (State/Regional Level Severity) funding
- 32 • National level severity funding
- 33 • National preposition funding
- 34 • State discretionary preposition funding

36 **Preparedness Funding**

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

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

43

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

4 5 **Suppression Funding**

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

9 10 **Short Term Severity (State Level Severity)**

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

- 13 • Wind events;
- 14 • Cold dry front passage;
- 15 • Lightning events; and/or
- 16 • Unexpected events such as off-road rallies or recreational gatherings.

17
18 Each state director and the Fire and Aviation division chiefs for Operations and
19 Aviation have been delegated the authority to expend up to \$300,000 for “short
20 term” severity needs per fiscal year. This discretionary severity authorization
21 can be expended for appropriate severity activities without approval from Fire
22 and Aviation. States will establish a process for requesting, approving, and
23 tracking short term severity funds.

24 25 **National Level Severity Funding**

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

- 27 • Preparedness plans indicate the need for additional
28 preparedness/suppression resources;
- 29 • Anticipated fire activity will exceed the capabilities of local resources;
- 30 • Fire season has either started earlier or lasted longer than identified in the
31 fire management plan; and/or
- 32 • An abnormal increase in fire potential or fire danger (i.e. high fine fuel
33 loading, fuel dryness) not planned for in existing preparedness plans.

34
35 Guidance for requesting and utilizing national level severity funding is found in
36 Chapter 10 and on the BLM Fire Operations website. Requests should be
37 consolidated by state, coordinated with Fire and Aviation, and then submitted to
38 Fire and Aviation by the State Director. The official memo requesting funds
39 should be mailed to the Assistant Director, Fire and Aviation. An electronic
40 copy should also be e-mailed to “BLM_FA_Severity@blm.gov”.

41
42 Severity funding requests will be accepted and approved for a maximum of 30
43 days, regardless of the length of the authorization. Use of severity funding must
44 be terminated when abnormal conditions no longer exist. If the fire severity

1 situation extends beyond the 30-day authorization, the state must prepare a new
2 severity request.

3
4 An approval memo from Fire and Aviation will list authorized resources along
5 with a cost string code for each state and field office to use for all resources. All
6 resources authorized through this process will be counted in the state's severity
7 authorization limit, including extension of exclusive use aircraft contracts.

8
9 In order to support the BLM national aviation strategy, which includes
10 prioritized allocation based on need, air resource mobility, and cost containment,
11 a state may be directed to release an air resource to another state. All charges
12 related to releasing an air resource will be covered by Fire and Aviation or the
13 receiving state.

14 15 **National Preposition Funding**

16 National preposition funding is used to mobilize resources to areas with
17 anticipated fire activity when other funding is not available. Units may request
18 national preposition funding from FA to acquire supplemental fire operations
19 assets to increase initial attack capability. National preposition funding may be
20 used to mobilize resources when BLM units:

- 21 • Do not have available preparedness funding;
- 22 • Do not have available short-term severity funding; or
- 23 • Do not meet the criteria for use of national severity funding.

24
25 Approved national preposition funding may be used only for travel and per diem
26 costs for the duration of the assignment, and overtime labor costs associated
27 with the original preposition move.

28
29 Each State Director has been delegated the authority to expend national
30 preposition funding within an allocation limit established annually through
31 issuance of an Instruction Memorandum. The criteria stated above apply to this
32 allocation.

- 33
34 • **National Preposition Request Process**
 - 35 ○ Unit FMO identifies need and notifies State FOG representative. FOG
36 representative informs SFMO.
 - 37 ○ FOG representative coordinates with unit FMO to verify need and
38 determine asset types, numbers, and projected preposition location.
 - 39 ○ Requesting FOG representative queries FOG group and identifies
40 available assets.
 - 41 ○ Requesting and sending FOG representatives jointly complete the BLM
42 Preposition Request Form found on the BLM Fire Operations website.
 - 43 ○ Requesting FOG representative will submit the request electronically
44 via e-mail to "BLM_FA_Prepositioning@blm.gov" to acquire Division
45 of Fire Operations (FA-300) approval. If aviation assets are requested,

- 1 FA-300 will coordinate with the National Aviation Office (FA-500)
- 2 and secure FA-500 approval.
- 3 ○ FA-300 will notify the requesting and sending FOG representatives via
- 4 e-mail when the request is approved.
- 5 ○ After securing FA-300/500 approval, the requesting FOG
- 6 representative places name request order(s) for specified assets through
- 7 normal coordination system channels.
- 8 ○ Responding BLM assets will be assigned to a temporary host unit by
- 9 the receiving FOG representative.
- 10 ○ Responding assets, sending/receiving FOG representatives, and the
- 11 temporary host unit will negotiate length of assignment and crew
- 12 rotation, and ensure that prepositioned personnel meet work/rest
- 13 requirements.

14
15 BLM preposition funding request information can be found at the BLM Fire
16 Operations website.

17 **State Discretionary Preposition Funding**

18 Each State Director has been delegated the authority to expend preposition
19 funding for prepositioning activities in amounts determined by the BLM Fire
20 Leadership Team. This discretionary preposition funding authorization can be
21 expended for appropriate preposition activities (according to the criteria
22 established for National Preposition Funding) without approval from the AD,
23 FA.

24
25
26 Each state will establish a process to document requests and approvals, and
27 maintain information in a file.

28 **BLM Fire Training and Workforce Development**

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

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

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

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

45
46

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

Employment Category	Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Administratively Determined (AD) and Emergency Firefighters (EFF)	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.	-Instructor-led (initial) -DOI Learn or Instructor-led (recurrency) -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
Employment Category	Training Required	Initial Requirement/ Frequency	Delivery Method/ Responsible Party
Agency Permanent, Career Seasonal, & Temporary Firefighters	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, SMJ, Engine Crew)	Instructor-led Unit Safety Manager
	Defensive Driving	-Prior to operating motor vehicle for official purposes. -Once every three years.	-Instructor-led (initial) -DOI Learn or Instructor-led (recurrency) -Unit Safety Manager
	First Aid/ Cardiopulmonary Resuscitation (CPR)	-Upon initial employment. -Every 3 years or per certifying authority.	-Instructor-led -Unit Safety Manager
	HAZMAT - First Responder Awareness Level	-Upon initial employment. -Annually.	-Instructor-led -Unit Safety Manager
	<i>USGS Hazard Communications-GHS</i>	Upon initial employment.	-Instructor-led, DOI Learn -Unit Safety Manager,

			Unit Hazardous Materials Coordinator (Refer to WO IM No. 2013-100)
	Do What's Right/EEO/ Diversity	-Annually.	-Instructor-led, DOI Learn, or as determined by EEO Manager -FMO (Do What's Right) -EEO Manager

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

3

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

5 All regular drivers of engines, water tenders, helicopter support vehicles, crew
 6 carriers, fuel tenders, and fire command and support vehicles must complete
 7 BL-300 *Fire Vehicle Driver Orientation* (initially) and RT-301 *Fire Vehicle*
 8 *Driver Refresher Training* (annually). Course materials are available at the
 9 BLM Fire Training website at:

10 http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html

11

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

15

16 **BLM Firefighter Mandatory Physical Fitness Standards**

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

24

25 Employees serving in wildland fire positions that require a fitness rating of
 26 arduous as a condition of employment are authorized one hour of duty time each
 27 work day for physical fitness conditioning. Employees serving in positions that
 28 require a fitness rating of moderate or light may be authorized up to three hours
 29 per week.

30

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

35

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

4

5 **BLM National Fire Operations Fitness Challenge**

6 The BLM national fire operations fitness challenge encourages and recognizes
 7 achievement in physical fitness by BLM firefighters. The fitness challenge
 8 provides a common system by which BLM firefighters can measure current
 9 fitness, establish fitness goals, and track fitness improvement. The fitness
 10 challenge is voluntary, but BLM firefighters are encouraged to participate and,
 11 at a minimum, meet the level 1 achievement. The fitness challenge tests
 12 participants in four basic exercises - push-ups, pull-ups, sit-ups and a timed run
 13 of either 1.5 or 3.0 miles. Test results are compiled into a final overall score.
 14 Unit and state offices are encouraged to support and recognize achievement in
 15 firefighter fitness. The BLM FA Division of Fire Operations will recognize
 16 high achievers annually. Specific information on the fitness challenge, the
 17 points chart, and the score sheet are located in the Toolbox section of the BLM
 18 Fire Operations Website.

19

20 Achievement levels:

- 21 • Level 1: 100 points, minimum 20 points per event
- 22 • Level 2: 100 points, minimum 25 points per event
- 23 • Level 3: 200 points, minimum 25 points per event
- 24 • Level 4: 300 points, minimum 25 points per event
- 25 • Level 5: 400 points (maximum score)

26

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

27

28 **Interagency Fire Program Management Standards**

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

- 32 • Establishes minimum qualifications standards for 13 key fire management
 33 positions. These standards include 1) basic requirements, 2) specialized
 34 experience requirements, 3) NWCG incident management qualifications, 4)
 35 additional required training.
- 36 • Provides a “complexity rating for program management” table, which is
 37 used to determine overall complexity of the unit level fire program. This is
 38 used because qualification standards for some of the 13 identified positions
 39 are tied to fire program complexity.

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

5 BLM Hand Crews

7 BLM Hand Crew Standards (all crew types)

- 8 • **Language** - CRWB and FFT1: must be able to read and interpret the
 9 language of the crew as well as English.
 10 • **Flight Weight** – 5300 pounds.
 11 • **Personal gear** - Sufficient for 14 day assignments.
 12 • **Physical fitness** - Arduous, all positions.
 13 • **Required Equipment & PPE** - Fully equipped as specified in the
 14 *Interagency Standards for Fire and Fire Aviation Operations*.
 15

16 BLM Hand Crew Standards by Type

Crew Type	Type 1	Type 2IA	Type 2	Fire Suppression Module
Crew Size	Minimum 18 Maximum 25	Minimum 18 Maximum 20	Minimum 18 ¹ Maximum 20	Minimum 5 Maximum 10
Leadership Qualifications	1-Supt 1-Assist Supt 3-Squad Leaders or 1-Supt 2-Assist Supt 2-Squad Leaders	1 CRWB 3 ICT5	1 CRWB 3 FFT1	1 SRB/ICT5 2 FFT1 2 FALA
Incident Management Capability	Operate up to 3 independent squads w/ T4 and T5 command capability	Operate up to 3 independent squads with T5 command capability	Operate as single crew in full crew configuration	Operates as a single module w/T5 command capability
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.			
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 hrs per week)	No	No	No
Crew Utilization	National Shared Resource	Local unit control	Local unit control	Local unit control
Communication	7 programmable handheld radios. 1 programmable	4 programmable handheld radios	4 programmable handheld radios	2 programmable handheld radios

	mobile radio in each truck			
Crew Type	Type 1	Type 2IA	Type 2	Fire Suppression Module
Sawyers	3 FAL2	3 FAL3	None	None
Training	40 hours annual training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.	40 hours Basic firefighter training or once red carded; 4 hours annual fireline refresher training prior to assignment.
Logistics	Squad level agency purchasing authority	Crew level agency purchasing authority recommended	No purchasing authority	Self-sufficient for 48 hours; purchasing authority recommended
Maximum Weight	5300 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 & Equipment	Fully equipped, Crew First Aid Kit	Not equipped	Not equipped	Variable
Personal Gear	Arrives with: personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag, personal gear for 14 days			
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	N/A
Works together 40 hours/week	Yes	No	No	No

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

5
6
7

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

8 **BLM IHC Locations**

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

9

10 **BLM IHC Annual Crew Mobilization**

11 Prior to becoming available for mobilization, each BLM IHC will complete the
 12 BLM Hotshot Crew Preparedness Review Checklist (#18) and the Annual IHC
 13 Mobilization Checklist (SIHCO, Appendix C). The IHC Superintendent,
 14 supervising fire management officer, and supervising agency administrator will
 15 complete both checklists. Completed and signed checklists will be sent to the
 16 State Fire Management Officer for concurrence. Upon concurrence, the State
 17 Fire Management Officer will notify the appropriate Geographic Area
 18 Coordination Center and the Branch Chief, Preparedness and Suppression
 19 Standards (FA-320) of crew status, and provide copies of the BLM Hotshot
 20 Crew Preparedness Review Checklist (#18) and the Annual IHC Mobilization
 21 Checklist (SIHCO, Appendix C) to each.

22

23 For BLM IHCs based in the Eastern and Southern Geographic Areas, the
 24 process outlined above will be followed, with the Branch Chief, Preparedness
 25 and Suppression Standards will serving as the State Fire Management Officer.

26

27

28

29

1 **BLM IHC Decertification and Recertification**

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

10
 11 Short term inability to meet the requirements may not necessarily require
 12 recertification, but will require completion of the Annual IHC Mobilization
 13 Checklist (SIHCO, Appendix C) and concurrence from the Branch Chief,
 14 Preparedness and Suppression Standards before regaining IHC status. Longer
 15 term or more significant failures to meet the requirements may require the full
 16 recertification process as stated in the SIHCO, with oversight from the Division
 17 of Fire Operations.

18
 19 **BLM IHC Crew Size**

20 BLM IHCs will have a minimum of 18 personnel, and a maximum of 25
 21 personnel. BLM IHC superintendents will obtain prior approval from the
 22 respective GACC when the assignment requires fixed wing transport of an IHC
 23 with more than 20 personnel.

24
 25 **BLM IHC Status Reporting System**

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

29
 30 **BLM IHC Training and Qualification Requirements**

Role	NWCG Qualification	Fire Training
Firefighter	FFT2	IS-700 <i>NIMS: An Introduction</i> I-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 on the Fireline</i>
Senior Firefighter	FFT1	All the above plus: S-211 <i>Portable Pumps and Water Use</i> S-212 <i>Chain Saws</i> S-131 <i>Firefighter Type 1</i> S-133 <i>Look Up, Look Down, Look Around</i> S-270 <i>Basic Air Operations</i> S-290 <i>Intermediate Fire Behavior</i>

Squad Boss	ICT5 CRWB ¹	All the above plus: I-200 <i>Basic ICS</i> S-215 <i>Fire Ops in the WUI</i> S-230 <i>Crew Boss Single Resource</i> S-219 <i>Firing Operations</i> S-260 <i>Incident Business Management</i> L-280 <i>Followership to Leadership</i>
Assistant Superintendent	STCR ICT4	All the above plus: IS-800B <i>NRF: An Introduction</i> I-300 <i>Intermediate ICS</i> S-200 <i>Initial Attack IC</i> S-330 <i>Task Force/Strike Team Leader</i> S-390 <i>Intro to 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.

¹ CRWB will be required for BLM IHC Squad Bosses on October 1, 2017.

2

3 **BLM Fire Suppression Modules**

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

9

10 **BLM Fire Suppression Module Mobilization**

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

13

14 **BLM Wildland Fire Modules**

15 Refer to Chapter 13.

16

17 **BLM Engines**

18

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

24

25 **BLM Engine Ordering**

- 26 • BLM engines will status themselves with their local dispatch center in
27 accordance with local policy and procedure.
- 28 • Availability of BLM engines for off unit assignments rests with local unit
29 fire management.

- 1 • BLM units needing engines from another state for support will contact their
 2 state operations lead with a request.
 3 • The state operations lead will contact the FA Division of Operations or
 4 other BLM state office operations leads with the request.
 5

6 BLM Engine Typing

7 BLM engines are typed according to interagency standards as established by
 8 NWCG. See chapter 14 for engine typing standards.
 9

10 BLM Engine Minimum Staffing Requirements

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

- 12 • BLM engines operating with five or more personnel will always have a
 13 fully qualified ENOP (other than the Engine Boss). The Engine Boss must
 14 be qualified as ICT4;
 15 • BLM engines operating with four personnel will always have an FFT1
 16 (other than the Engine Boss). The Engine Boss must be qualified as ICT5;
 17 • BLM Engines operating with three or fewer personnel must have an Engine
 18 Boss qualified as ICT5 or higher; and
 19 • Chase vehicles are considered part of the engine staffing.
 20

21 BLM utilizes the term “Engine Captain” to describe an individual whose
 22 position description reflects primary responsibility as a supervisory wildland
 23 firefighter of a wildland fire engine in a BLM fire management organization.
 24 “Engine Captain” is not a fireline qualification.
 25

BLM WCF Vehicle Class	NWCG Type Class	Engine Boss	Engine Operator	Engine Crewmember
625 Unimog	4	1	1	1
626 Unimog	4	1	1	1
650 Hummer	6	1		1
662 Light	6	1		1
663 Light	6	1		1
664 Enhanced Light	6	1		1
665 Interface	3	1		2
667 Heavy Engine	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		

¹ All 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.

² A 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).

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

BLM Engine Training and Qualification Requirements

BLM has established additional training and qualification requirements for Engine Operator (ENOP) and Engine Boss (ENGB). These additional requirements are listed below.

Fireline Position	Required Training and Qualifications
Engine Crewmember	IS-700 <i>NIMS: An Introduction</i> I-100 <i>Intro to ICS</i> L-180 <i>Human Factors on the Fireline</i> S-130 <i>Firefighter Training</i> S-190 <i>Introduction to Wildland Fire Behavior</i>
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-133 <i>Look Up/Down/Around</i> S-211 <i>Pumps and Water Use</i> S-212 <i>Wildfire Power Saws</i> S-260 <i>Incident Business Management</i> S-290 <i>Intermediate Fire Behavior</i>
Engine Boss	Qualified as ENOP and ICT5 I-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 Fire Behavior</i>

24

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

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

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

20
21 BLM engine driver training satisfies the Bureau requirement for 4X4 driver
22 training stated in H-1112-1, Chapter 15.

23
24 BLM Smokejumpers

25
26 BLM Smokejumpers operate in teams of 2-8 firefighters and are used primarily
27 for wildfire suppression, fuels reduction, and other fire management duties.
28 They are capable of performing self-contained initial attack suppression
29 operations, and commonly provide incident management capability at the Type
30 3 level. BLM Smokejumpers provide personnel to Type 1 and Type 2 incidents
31 as command and general staff or other miscellaneous single resource. The
32 primary locations of the BLM smokejumper bases are Boise, Idaho and
33 Fairbanks, Alaska.

34
35 BLM SMKJ Operations

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

41
42 BLM Smokejumper Mission

43 BLM smokejumper aircraft are dispatched with a standard load of 8
44 smokejumpers and equipment to be self-sufficient for 48 hours. A typical
45 smokejumper mission takes 30 minutes over a fire. A spotter (senior
46 smokejumper in charge of smokejumper missions) serves as the mission

1 coordinator on smokejumper missions. This may include coordinating airspace
2 over a fire until a qualified ATGS arrives.

3

4 **BLM SMKJ Coordination & Dispatch**

5 Smokejumpers are a national shared resource and are ordered according to
6 geographic area or national mobilization guides. The operational unit for
7 Smokejumpers is “one load” (8-20 smokejumpers). Specific information on the
8 coordination, dispatch, ordering, and use of BLM smokejumpers can be found in
9 the *BLM Great Basin Smokejumpers User Guide*, and in the *Alaska Geographic*
10 *Area Coordination Center Mob Guide*. Contact BLM smokejumpers in Boise at
11 (208) 387-5426 or in Alaska at (907) 356-5540 for these publications.

12

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

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

- 16 ● System Changes and Modifications- All BLM Ram-Air parachute system
17 modifications, research, and development will be documented and approved
18 using the BLM Smokejumper Modification Document (MODOC) System.
- 19 ● Ram-Air Training- All smokejumpers utilizing the BLM Ram-Air
20 Parachute system will adhere to the training processes and procedures in the
21 BLM Ram-Air Training Manual.
- 22 ● Malfunction Abnormality and Reporting System (MARS)- The MARS is a
23 BLM smokejumper system used to report and document malfunctions and
24 abnormalities associated with BLM smokejumper parachute jumping,
25 parachute equipment, and parachute related aircraft operations. The MARS
26 database is used by BLM smokejumper management to analyze
27 malfunctions and abnormalities, identify trends, and initiate corrective
28 actions. BLM retains exclusive authority to apply corrective actions to all
29 MARS.
- 30 ● BLM Approved Smokejumper Equipment List- All smokejumpers using the
31 BLM Ram-Air parachute system will only utilize equipment listed in the
32 BLM Approved Smokejumper Equipment List unless specific approval is
33 authorized through a BLM Smokejumper Modification Document
34 (MODOC).
- 35 ● Incidents, Reviews, and Accident Investigations- BLM smokejumpers will
36 follow all procedures for accident review and investigation as outlined in
37 the *Interagency Standards for Fire and Fire Aviation Operations* Chapters
38 2 and 18. The BLM smokejumpers will report incidents/accidents as
39 appropriate, on the MTDC Injury Reporting Form, and the Interagency
40 Smokejumper Mission Incident Worksheet. A BLM Smokejumper subject
41 matter expert will participate in any investigation or review involving the
42 BLM Ram-Air Parachute System.
- 43 ● Adherence to Agency Policies and Manuals- BLM will adhere to its own
44 policies, guidelines, manuals, handbooks and other operational documents
45 as they pertain to smokejumper parachuting operations. The Smokejumper
46 Base Managers will work through established command channels to change

1 BLM Ram-Air Parachute System policies, guidelines, manuals, handbooks
 2 and other operational documents, and/or to request research and
 3 development of new products.

4
 5 **BLM Smokejumper Aircraft**

6 BLM Smokejumpers use aircraft approved by the Interagency Smokejumper
 7 Aircraft Screening and Evaluation Board (SASEB). All aviation operations will
 8 be performed according to agency policies and procedures. BLM Smokejumper
 9 specific aviation standards are identified in the BLM Smokejumper Air
 10 Operations Manual.

11
 12 **BLM SMKJ Training**

13 To ensure proficiency and safety, smokejumpers complete annual training in
 14 aviation, parachuting, fire suppression, administration, and safety. Experienced
 15 jumpers receive annual refresher training in these areas. First year
 16 smokejumpers undergo a rigorous 4-5 weeks long smokejumper training
 17 program.

18
 19 Candidates are evaluated to determine:

- 20 • Level of physical fitness
- 21 • Ability to learn and perform smokejumper skills
- 22 • Ability to work as a team member
- 23 • Attitude
- 24 • Ability to think clearly and remain productive in a stressful environment

25
 26 **BLM Smokejumper Training and Qualification Targets**

Position	IQCS Target	SMKJ Training Target
Dept 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	

27
 28 **BLM SMKJ Jump Proficiency Guideline**

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

37

1 **BLM Smokejumper Physical Fitness Standards**

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

5

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

10

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

11 *This element is tested during Smokejumper Rookie Training.

12

13 **Retesting**

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

16

17 Retesting criteria include:

- 18 • Returning BLM smokejumpers will be provided up to three opportunities to
19 pass the national smokejumper physical fitness standards. Each retest will
20 occur no sooner than 24 hours after failing the previous test, and will
21 consist of **all** elements of the smokejumper physical fitness test.
- 22 • BLM smokejumper candidates will be provided one opportunity to pass the
23 national smokejumper physical fitness standards.
- 24 • If an employee sustains an injury (verified by a licensed medical provider)
25 during a test, the test will not count as an attempt. Once an injured
26 employee has been released for full duty, the employee will be given time
27 to prepare for the test (not to exceed 4 weeks).

28

1 **BLM Exclusive Use Helitack Crews**

2

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

9

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

13

14 The BLM host unit is responsible for providing a Helitack Crew that meets the
15 minimum experience and qualification requirements specified in the Exclusive
16 Use Fire Helicopter Position Prerequisites in Chapter 16 of this document. Each
17 functional or supervisory level must have met the experience and qualification
18 requirements of the next lower functional level. The minimum daily staffing
19 level (7 day staffing) must meet the level indicated in the *Interagency Helicopter*
20 *Operations Guide (IHOG)* Chapter 2 (BLM helicopters operated in Alaska need
21 only be staffed with a qualified Helicopter Manager).

22

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

27

28 **BLM Exclusive Use Helicopter Locations**

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

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State	Location	NWCG Type
UT	Moab	3
	Salt Lake City	3
	St. George	3
WY	Rawlins	3

1

2 Target (Desired) Exclusive Use Helitack Crew Qualifications & 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.

8

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, S-133

9

10 Management Actions for Noncompliant Remote Automatic Weather 11 Stations (RAWS)

12

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

19

20 Fire managers must monitor RAWS status and recognize when a station is
21 noncompliant. Noncompliant stations are broadly categorized as follows:

- 22 • Inoperative station. This station is noncompliant but poses no danger of
23 providing inaccurate weather data because it is not transmitting data.
- 24 • Operating station that has exceeded the required maintenance cycle. These
25 stations are identified in the weekly “Wildland Fire Management
26 Information (WFMI) weather Noncompliance Report”, which is widely
27 distributed by email and available at <http://raws.fam.nwcg.gov/nfdrs.html>.

- 1 Although transmitted data may be accurate, noncompliance means the data
2 should not be trusted.
- 3 • Operating station that transmits data outside of NWCG PMS 426-3
4 standards due to faulty sensors or components. These stations are most
5 easily identified by local users who are familiar with environmental trends
6 and conditions and can recognize data that seems abnormal or clearly
7 unrepresentative of current conditions. This usually indicates faulty sensors
8 or components.
- 9
- 10 When noncompliant RAWS are identified or suspected, fire managers should
11 implement the following hazard mitigation actions to expedite RAWS repair and
12 to reduce risk to fire personnel:
- 13 • Contact the RAWS Help Desk (208-387-5475 or rawshelp@blm.gov).
14 Identify the station and discuss troubleshooting steps or schedule the
15 necessary repairs. If there are trained personnel in the local area, the Help
16 Desk may be able to ship the required parts and coordinate the repairs via
17 phone. If a professional technician needs to make a site visit, provide a
18 local individual to assist, and use this opportunity to provide training for
19 local personnel.
 - 20 • Ensure that appropriate personnel and organizations know which stations
21 are out of compliance, and which sensors are affected, if possible. Direct
22 them to alternative weather data sources if possible.
 - 23 • Use nearby compliant RAWS if available.
 - 24 • Based on local knowledge of specific RAWS problems (e.g. which sensor is
25 out of compliance), separate reliable data from unreliable data.
 - 26 • Consider using data from belt weather kit readings, other portable device
27 observations, Predictive Services or National Weather Service offices, or
28 non-fire weather sources such as airports.

29
30 Fire managers should ensure that locally held portable RAWS are compliant
31 prior to use; noncompliant portable RAWS will not be activated for data
32 processing via WFMI-weather.

33 34 **Sage Grouse Conservation Related to Wildland Fire and Fuels** 35 **Management**

36
37 Firefighter and public safety has been, and continues to be, the BLM's highest
38 fire management priority. Protecting, conserving, and restoring sage-grouse
39 habitat is BLM fire management's highest natural resource objective.

40
41 The BLM's management responsibilities include taking actions on public lands
42 to control and manage wildfire and invasive plants in order to protect, conserve,
43 and restore sage-grouse habitat. The BLM's goal is to limit acres burned and
44 damaged within and adjacent to sage-grouse habitat. The BLM will meet this
45 goal through the certain management actions, including those involving
46 renewable resource authorizations, fuels management, fire operations, and

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1 emergency stabilization prioritization. The BLM will place a high priority on
2 treatments that will aid fire suppression and reduce fire threats within and
3 adjacent to sage-grouse habitat. The following provides guidance to convey
4 leader's intent while recognizing that not all of these actions and activities apply
5 to all affected offices and successful implementation may look different
6 throughout the BLM.

7

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

- 9 • Protect, conserve, and restore sage-grouse habitat.
- 10 • Strive to maintain and enhance resilience of sage-grouse habitat.
- 11 • Foster existing relationships with partners and develop new cooperative
12 relationships that will help bolster BLM capacity to protect sage grouse
13 habitat.

14

15 With regard to fire operations in sage grouse habitat, BLM field offices will:

- 16 • Prioritize firefighter and public safety including following our "Standard
17 Firefighting Orders", mitigate any "Watch-Out Situations", and apply the
18 principles of Lookouts, Communications, Escape Routes, and Safety Zones
19 on all fire assignments.
- 20 • Maintain a strong and proactive preparedness capability when conditions
21 indicate potential for multiple ignitions and large fire growth.
- 22 • Maintain situational awareness during suppression resource drawdown
23 levels under multiple ignition and large fire growth conditions.
- 24 • Boost suppression capability in critical sage grouse habitat when severe fire
25 weather conditions are predicted.
- 26 • Generate interest in local residents and public land users becoming a trained
27 and equipped fire response force to work in concert with existing partners.
- 28 • Expand the use of Rangeland Fire Protection Association (RFPA) or
29 Volunteer Fire Department (VFD) suppression resources.
- 30 • Continue and expand efforts to train and use local, non-federal agency
31 individuals as liaisons in wildland fire detection and suppression operations.

32

33 With regard to Renewable Resources Programs, Fuels, Healthy Lands Initiative
34 (HLI), and Emergency Stabilization & Rehabilitation (ES&R), BLM field
35 offices will:

- 36 • Consider establishing fuel breaks, such as mowing, tilling, green-stripping,
37 and planting of fire resistant plant species in strategic locations to help
38 protect areas with sagebrush cover.
- 39 • Coordinate with State/County/Municipal highway and road departments on
40 road right-of-way maintenance programs to reduce fuel loads and the size
41 and spread of wildfire.
- 42 • Coordinate with partners including state, federal and private landowners to
43 design and implement fuels treatments that will minimize fire growth and
44 size.

- 1 • Consider reducing the cover of pinyon pine and juniper where it is
- 2 encroaching on sage-grouse habitat.
- 3 • Apply Integrated Vegetation Management (IVM) practices in addressing
- 4 invasive and non-native species, including cheatgrass treatments and
- 5 sagebrush management.
- 6 • Increase sagebrush, perennial grass and forb cover.
- 7 • Protect soil from erosion following disturbance through planting and
- 8 seeding efforts.
- 9 ○ Strive to retain residual and functional post-fire plant species including
- 10 early seral native perennial grasses.
- 11 ○ Favor fire-resistant native or non-native plant species when necessary as a
- 12 first step toward habitat recovery.
- 13 ○ Use locally adapted native seed where available and probability of success
- 14 and funding allow.
- 15 ○ Consider using minimum till drills and multiple seed boxes, where
- 16 practical and available, to increase seeding success.
- 17 • Coordinate funding and planning within fuels, ESR, and renewable
- 18 resources programs to plan and implement treatments that meet landscape
- 19 objectives. This may include side-by-side treatments, and utilizing partner
- 20 funds to cover additions to ESR seed mixes that will conserve and restore
- 21 sage-grouse habitat.
- 22
- 23 The Fire Planning and Fuels Management Division (FA-600) hosts the webpage
- 24 containing updated maps, instruction memoranda, conservation measures, best
- 25 management practices, and spatial data pertaining to sage-grouse for the fire and
- 26 fuels management functions. These resources can be accessed at:
- 27 <http://web.blm.gov/internal/fire/fpfm/sg/index.html>. Using locally-developed
- 28 data to supplement these resources is encouraged.

29

30 **BLM Use of WFDSS**

31

32 In addition to WFDSS guidance in Chapter 11, the BLM has established the

33 following additional policy requirements for the WFDSS:

- 34 • Publishing decisions for initial attack fires in WFDSS is optional. All fires
- 35 which escape initial attack or are being managed for multiple objectives
- 36 require a published decision.
- 37 • Use of the web-based WFDSS application is required. If internet
- 38 connections or servers are unavailable, WFDSS documentation will be
- 39 completed using the “temporary WFDSS paper form” and entered into the
- 40 web-based application as soon as it becomes available.
- 41 • Minimum WFDSS documentation requirements are available at the BLM
- 42 Fire Operations Website.
- 43 • State and field units will ensure that WFDSS Strategic Objectives and
- 44 Management Requirements reflect guidance contained in current Fire
- 45 Management Plans and Land/Resource Management Plans.

- 1 • BLM units may use the Spatial Fire Planning process in WFDSS if criteria
2 in Instruction Memorandum No. FA IM-2014-010 are met.
- 3 • BLM Agency Administrators must meet fire training requirements for
4 Agency Administrators, as specified in in this chapter.
- 5 • BLM Agency Administrators will maintain WFDSS user profiles, allowing
6 them to approve wildfire decisions documented in WFDSS.
- 7 • BLM approvers of wildfire decisions documented in WFDSS are displayed
8 in the Department of the Interior (DOI) WFDSS Approval Requirements
9 Table in Chapter 11 of this document.
- 10 • Wildfire decisions, documented in WFDSS and approved by BLM Agency
11 Administrators, constitute awareness of estimated costs of all the courses of
12 actions (i.e. estimated final fire costs). This cost, shown in the WFDSS
13 Course of Action, will be developed from sources such as I-Suite, ICS-209
14 summaries, finance units within incident management teams, estimation
15 spreadsheets, or other sources.
- 16 • To facilitate effective wildfire management, *MS-1203* has been amended to
17 delegate authority to local managers to approve all wildfire decisions
18 regardless of cost thresholds. BLM District/Field Managers will approve
19 wildfire decisions for fires which:
- 20 ○ Escape initial attack;
21 ○ Are managed for multiple objectives; or
22 ○ Exhibit high complexity due to one or more of the following: values at
23 risk, potential for growth, potential duration, or other factors requiring
24 Agency Administrator awareness.
- 25 • The BLM DM/FM is responsible for approval of wildfire decisions on
26 BLM-managed lands in Alaska.
- 27 • To ensure awareness of suppression expenditures at all levels, local agency
28 administrators will provide written notification to state directors or the
29 bureau director as cost thresholds (Chapter 11) are approached or reached.
- 30 • As approvers of WFDSS decisions, Agency Administrators will ensure that
31 periodic assessments are completed until the fire is declared out.
- 32
- 33 **Wildfire Decision Approval Process in Alaska for Non-BLM Lands:**
- 34 • In Department Manual 620 Chapter 2, BLM is delegated the responsibility
35 to provide cost-effective wildland fire suppression services on DOI-
36 managed and Alaska Native lands. In this direction, BLM-Alaska Fire
37 Service (AFS) participates in the wildfire decision approval process for fires
38 on those lands.
- 39 • For fiscal purposes, The AFS Manager and AFS Fire Management Officers
40 serve as agency administrators for approving wildfire decisions documented
41 in WFDSS. Jurisdictional agencies are still responsible for identifying
42 strategic objectives, management requirements, and management
43 constraints.

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

1 **Chapter 03**
2 **National Park Service Program Organization & Responsibilities**

3
4 **Introduction**

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

12
13 **NPS Wildland Fire Operations Website**

14
15 NPS Wildland Fire Operations maintains a website that hosts operational and
16 informational documents. The website also contains information about the
17 following programs: Wildland Fire Fleet and Facilities; Fuels; Safety and
18 Prevention; and Training, Qualifications and Workforce Development. The
19 address of the NPS Wildland Fire Operations website is:
20 <http://famshare.inside.nps.gov/default.aspx>

21
22 **Agency Administrator Roles**

23
24 **Director**

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

29
30 The Chief, Division of Fire and Aviation Management will meet the required
31 elements outlined in the *Management Performance Requirements for Fire*
32 *Operations*.

33
34 **Regional Director**

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

37
38 The Regional Director will meet the required elements outlined in the
39 *Management Performance Requirements for Fire Operations* and ensure
40 training is completed to support delegations to line managers and principal
41 acting.

42
43 **Park Superintendent**

44 The Park Superintendent is responsible to the Regional Director for the safe and
45 efficient implementation of fire management activities within their unit,
46 including cooperative activities with other agencies or landowners in accordance

- 1 with delegations of authorities. The Park Superintendent or principal acting will
 2 meet the required elements outlined in the *Management Performance*
 3 *Requirements for Fire Operations*.

4

5 **Agency Administrator Management Performance Requirements for Fire**
 6 **Operations**

7

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 (DOA) on an annual basis to individual(s) responsible for wildland fire management activities to ensure an adequate level of operational authority. Depending on park organizational structure, written delegations may be provided to the Chief Ranger, Natural Resource Specialist, FMO, designated Fire Coordinator, Park Group FMO, or to individuals from neighboring fire management organizations, provided a written agreement or memorandum of understanding is in-place. Where applicable, an Inter-park Agreement that specifies the reciprocal responsibilities of the Superintendent and Park Group FMO will be prepared. This Inter-park Agreement will be accompanied by an annual Delegation of Authority. Both the DOA and Inter-Park Agreement will remain valid until rescinded by either party, updates are needed, or	X	X	X

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PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
<p>personnel changes necessitate a revision and update. As appropriate, the DOA will specify multi-agency coordination (MAC) group authorities.</p>			
<p>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.)</p>			<p>X</p>
<p>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.</p>	<p>X</p>	<p>X</p>	<p>X</p>
<p>7. Develop fire management standards and constraints that are in compliance with agency fire policies.</p>		<p>X</p>	<p>X</p>
<p>8. Ensure compliance with the collection, storing, and aggregation of Wildland Fire Program Core geospatial data (http://share.nps.gov/firegis).</p>			<p>X</p>
<p>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.</p>	<p>X</p>	<p>X</p>	<p>X</p>

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, Prescribed Fire Go/No-Go Checklist (PMS486), and Agency Administrator Ignition Authorization (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 Director 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
25. Ensure there is adequate direction in fire management plans to identify fire danger awareness with escalating fire potential.			X

PERFORMANCE REQUIRED	NPS Director	Regional Director	Park Supt
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

2 **Fire Management Staff Roles**

3

4 **National Office**

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

11

12 **Regional Office**

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

20

21 **Park**

22 The Fire Management Officer (FMO) is responsible and accountable for
23 providing leadership for fire and fire aviation management programs at the local

1 level. The FMO determines program requirements to implement land use
 2 decisions through the Fire Management Plan (FMP) to meet land management
 3 objectives. The FMO negotiates interagency agreements
 4 (contracting/agreements officer must review and process agreement) and
 5 represents the Agency Administrator on local interagency fire and fire aviation
 6 groups.

7
 8 The Superintendent annually shall provide and update the expectations of
 9 wildland fire program leaders by means of two instruments. One is a limited
 10 Delegation of Authority (DOA) that encompasses the scope of duties outlined
 11 above. The other is an Inter-park Agreement for those cases where a Park
 12 Group FMO (or designee) handles defined duties on behalf of another NPS unit
 13 within the defined Park Group.

14
 15 **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
7. Develop and maintain an open line of communication with the public and cooperators.	X	X	X

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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
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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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
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

PERFORMANCE REQUIRED	FAM CHIEF	RFMO	FMO
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

2 **Requirements for Fire Management Positions**

3

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

8

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

12

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

15

- 1 All wildland fires will be managed by an individual qualified and certified at the
- 2 command level appropriate to the complexity level of the incident.
- 3
- 4 The qualification standards identified in the *Interagency Fire Program*
- 5 *Management Qualifications Standards* will be required, in conjunction with
- 6 specific agency requirements, when filling vacant fire program positions and as
- 7 an aid in developing Individual Development Plans (IDPs) for employees.

9 **Training**

11 **Training for Park Superintendents**

- 12 The following training is required for park superintendents.
- 13 • Fire Management Leadership (geographic or national)
- 14 The training should be completed within two years of appointment to a
- 15 designated management position to ensure that personnel who have oversight
- 16 responsibilities for the fire program have completed the Fire Management
- 17 Leadership course.

19 **Training for Fire Management Officers**

- 20 The following training is required for fire management officers.
- 21 • Fire Program Management (M-581).

23 **NPS Firefighters General Training Requirements**

Employment Category	Required Training	Initial Requirement/ Frequency	Completion Tracking Method	Reference
Agency Permanent, Career Seasonal and Temporary Firefighters	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/osha2254.pdf Pg. 27
	Annual Fireline Safety Refresher (RT-130)	<ul style="list-style-type: none"> • 8 hrs. minimum • Annually 	<ul style="list-style-type: none"> • IQCS 	RM-18 Ch. 10
	Blood borne 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

24
25
26

1 Structural Fire and Hazardous Materials Response

2

**3 Structural Fire Response Requirements (Including Vehicle, Trash, and
4 Dumpster Fires)**

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

11

12 Vehicle, trash, and dumpster fires contain a high level of toxic emissions and
13 must be treated with the same caution that structural fires are treated.

14 Firefighters must be outfitted with NFPA compliant structural fire personal
15 protective clothing, including self-contained breathing apparatus. Situations
16 exist during the incipient phase of a vehicle fire where the fire can be quickly
17 suppressed with the discharge of a handheld fire extinguisher. Discharging a
18 handheld fire extinguisher during this phase of the fire will normally be
19 considered an appropriate action for any employee who has received annual fire
20 extinguisher training. If the fire has gone beyond the incipient stage, employees
21 are to protect the scene and request the appropriate suppression resources.

22

23 Delegation of Authority

24

25 Delegation for Regional Fire Management Officers

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

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

45

1 NPS Duty Officer (DO)

2

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

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

16

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

23

24 Engine Operating Standards

25

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

29

30 Vehicle Color and Marking

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

39

40 Engine Module Standards

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

43

44

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

- 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 * At least one of which if FFT1 and ICT5 qualified
6 ** An ENGB is required for mobilization
7

8 **Lights and Siren Response**

9
10 Responding to wildland fire incidents normally does not warrant the use of
11 emergency lights and siren on public roads by calling for or blocking the right-
12 of-way from other traffic in order to safely and effectively perform the NPS
13 mission. However, there may be rare and extenuating circumstances when
14 limited use of emergency lights and siren is appropriate and necessary due to an
15 immediate threat to life.
16

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

- 20 1. All vehicles (command, engines, etc.) will be properly marked, equipped,
21 and operated in accordance with state statutes, codes, permits and NPS
22 requirements.
23 2. Drivers will complete training in the proper use of lights and siren response
24 in accordance with National Fire Protection Association (NFPA)
25 1451 Standard for a Fire Service Operations Training Program and 1002
26 Standard for Fire Apparatus Operator/Driver Professional Qualifications, as
27 well as any state requirements.
28 3. Instructors of lights and siren training must have successfully completed
29 lights and siren training as part of a federal engine academy, and
30 Emergency Vehicle Operators Course (EVOC) and a facilitative instructor
31 course.
32 4. Drivers responding with emergency lights and sirens will be minimally
33 qualified as engine operator.
34 5. Lights and sirens will meet NFPA and state code requirements.
35 6. Posted speed limits will be followed at all times, regardless of response
36 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.

10 **Vehicle Maintenance, Repairs and Replacement**

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

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

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

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

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

36 **Fixed Ownership Rates (FORs)**

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

42 **Equipment Bulletins and Equipment Alerts**

43
44 The NPS mirrors the Bureau of Land Management (BLM) two-level Equipment
45 Bulletin (EB) and Equipment Alert (EA) System. The purpose of the system is
46 to share accurate and timely information regarding potential equipment

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

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

14 **NPS Firefighter Target Physical Fitness Standards**

15
 16 These are voluntary targets. They are not mandatory. These targets are
 17 established to provide NPS firefighters a common standard against which to
 18 gauge their physical fitness level. NPS firefighters are encouraged to meet or
 19 exceed these standards.
 20

	Age 18-29	Age 30-39	Age 40-49	Age 50 & Up
1.5 Mile Run	11:58	12:25	13:05	14:43
Sit-Ups (1 minute)	40	36	31	26
Push-Ups (1 minute)	33	27	21	15

21
 22 The guide below may be used to adjust the 1.5 mile run times to compensate for
 23 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

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

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

5 **Wildland Fire Uniform Standards**

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

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

- 17 • Within the context of the uniform standards, if the conventional NPS
18 uniform is identified at the local level as required for specified fire
19 management staff, fire program management funds may be used to support
20 uniform purchases in accordance with allowance limits identified in DO-43.
- 21 • While Nomex outerwear (i.e. shirts, trousers, brush-coats) routinely issued
22 as personal protective equipment has become recognized as the uniform of
23 the wildland firefighter as a matter of necessity, these apparel also have
24 justifiable utility as a uniform standard at the park level for certain fire
25 and/or ONPS base-funded wildland fire staff.
- 26 • When the conventional NPS uniform or the full Nomex outerwear is not
27 appropriate or justified, local management with park superintendent
28 approval may establish a predetermined dress code for fire staff. The goals
29 of the NPS uniform program can appropriately be applied (with common
30 sense) to this departure from the norm.
- 31 • The DOI Boot Policy is referenced in Chapter 7.
- 32 • The fire management officer is responsible for establishing a reasonable
33 allotment schedule for new or returning employees, commensurate with
34 supplies provided in previous seasons. A suggested per person issuance is
35 three to four tee shirts, one ball cap, and one sweatshirt (where appropriate).
36 \$100 would normally be adequate to cover costs of this issuance.

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

44
45 Just as with uniform allowance discussed in DO-43, the intent of fire-funded
46 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

7 **Fire Management Credentials**

8 Official fire identification credentials are approved for issuance to National Park
9 Service (NPS) employees with fire as a primary or secondary responsibility as
10 identified in their individual position descriptions and approved by DOI Office
11 of Services for OWCP, Accountability and Retirement (SOAR). These
12 credentials provide fire personnel with similar professional identification as
13 being used by many fire cooperators. The fire credentials consist of a badge,
14 identification card, and case that are issued as government property. The badge
15 complies with national fire standards, has red trim, and is labeled as Fire Chief,
16 Fire Manager or Firefighter. The fire credentials are to be carried in a wallet
17 type case and utilized for identification purposes only and will not be worn with
18 the official NPS uniform or otherwise conflict with DO-43. Lost or stolen
19 credentials, as government property, should be entered into NCIC for
20 confiscation and returned when found.

21

22 **NPS Use of WFDSS**

23

- 24 1. The internet-based WFDSS will be the primary decision support
25 documentation platform for all NPS wildfires.
- 26 2. Minimum required documentation/data field entry for each fire will follow
27 system standards as described in Appendix N of the *Interagency Standards*
28 *for Fire and Fire Aviation Operations*
- 29 3. Publishing decisions for initial attack fires in WFDSS is optional. All fires
30 which go into extended attack or are being managed for multiple objectives
31 will have a published decision in WFDSS.
- 32 4. NPS Superintendents or other designated approving officials must meet fire
33 training requirements as specified in in this chapter.
- 34 5. NPS Superintendents or other designated approving officials will maintain
35 WFDSS user profiles (as appropriate), allowing them to approve wildfire
36 decisions in WFDSS.
- 37 6. Wildfire decisions, documented in WFDSS and approved by NPS Agency
38 Administrators, constitute awareness of estimated fire costs for the duration
39 of the fire. This cost, shown in the WFDSS Course of Action, will be
40 developed from sources such as I-Suite, ICS-209 summaries, finance units
41 within incident management teams, estimation spreadsheets, or other
42 sources.
- 43 7. All incidents in WFDSS will accurately document the containment date,
44 control, and out date by the end of the calendar year.

- 1 8. To ensure awareness of suppression expenditures at all levels, Park
2 Superintendents will provide written notification to Regional Director or the
3 Chief, Division of Fire and Aviation as cost thresholds (Chapter 11) are
4 approached or reached.
- 5 9. As approvers of WFDSS decisions, NPS Superintendents or other
6 designated approving officials will ensure that periodic assessments are
7 completed until the fire is declared out.
- 8 10. Those fires burning on to NPS lands from another federal fire management
9 agency (Forest Service, Bureau of Land Management, Bureau of Indian
10 Affairs, or US Fish & Wildlife Service) should be entered by the originating
11 agency, not the NPS.
- 12 11. Wildfires burning on to NPS lands from state and local lands will be entered
13 into WFDSS by the receiving NPS unit, if they have not been entered by
14 another federal agency or State, with the true Point of Origin and Discovery
15 Date being entered. When these incidents are created in WFDSS, the
16 Responsible Unit Name at Point of Origin will not be the NPS. However,
17 the NPS will be selected as at least one of the Responsible Agency(s) in
18 addition to Other.
- 19 12. Wildfires must be entered individually, not as complexes, into the WFDSS.
20 This is independent of the operational or financial management of a group
21 of fires as a complex, and regardless of them having a common course of
22 action.
- 23 13. Applicable fire-related resource management objectives and management
24 requirements from the NPS Management Policies, as well as from a park's
25 General Management Plan, Resource Management/Stewardship Plan, and
26 Fire Management Plan (FMP), will be input into the WFDSS. This
27 information will reflect the management objectives for wildland fire as
28 stated in the park's FMP and supporting NEPA documents.
- 29 14. Every wildland fire decision will consider the development of protection
30 objectives which also provide for safety of firefighters and the public and
31 minimize the loss of, and damage to, property, cultural and natural
32 resources.
- 33 15. WFDSS does not replace ICS-209 and Situation Reporting Systems. Parks
34 will continue to follow National, Geographic Area Coordination Center
35 (GACC), and/or local guidance for fire reporting within these systems.
- 36 16. Refer to Chapter 11 of the *Interagency Standards for Fire and Fire Aviation*
37 *Operations* for further guidance.

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

- 40
- 41 Prescribed Fire Crewmember (RXCM): The National Park Service does not
42 recognize the RXCM position. NPS personnel functioning on prescribed fires
43 must meet qualification standards found in the NWCG PMS 310-1, *Wildland*
44 *Fire Qualifications Guide*.

45

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

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

Agency Administrator Roles**Director**

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

Chief, National Wildlife Refuge System

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

Regional Director

The Regional Director is responsible to the Director for fire management programs and activities within their region. The Regional Director will meet the required elements outlined in the *Management Performance Requirements for Fire Operations* and ensure training is completed to support delegations to line managers and principal acting's. The Regional Director ensures that Refuge Managers/Project Leaders, and or Field Supervisors are qualified to approve prescribed fire plans. Any prescribed fire that is converted to a wildfire, and/or contributes to an air quality violation, and/or significant damage to values outside of FWS boundaries must be reviewed. The appropriate level and scope of the review will be determined by agency policy. The final review results shall be provided to the Regional Director within 45 days of the incident out date.

1 **Regional Chief and Refuge Supervisors**

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

7
8 **Project Leader/Refuge Manager**

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

- 14
15 • Refuge Managers/Project Leaders must meet the performance requirements
16 which are appropriate for the unit's fire management complexity as
17 determined by the Refuge Supervisors, in consultation with the Regional Fire
18 Management Coordinator (RFMC).
19 • If a Project Leader/Refuge Manager is absent during an incident, the Refuge
20 Supervisor and RFMC will make an assessment of the Acting Project
21 Leader/Refuge Manager's capabilities and provide appropriate additional
22 support. The Refuge Supervisor and RFMC will provide additional fire
23 management support for the affected refuge as needed.

24
25 **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
3. Attends the <i>Fire Management Leadership</i> course (geographic or national) within two years of appointment to Project Leader, unless there have been no wildland fires recorded in the last 10 years	X	X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
within the complex. Ensures that personnel assigned oversight responsibilities for the fire program have completed the <i>Fire Management Leadership</i> course.				
4. Review critical operations and safety policies and procedures, including Interagency Fire Program Management, and <i>Interagency Standards for Fire and Fire Aviation Operations</i> “Red Book” Standards, with fire and fire aviation personnel.		X	X	X
Program Management				
5. Provide a written Delegation of Authority to FMOs giving an adequate level of operational authority. For zoned/area units, ensure all appropriate Agency Administrators have signed the delegation. When applicable, an Inter-refuge Agreement specifying reciprocal responsibilities of the Project Leader/Refuge Manager and the Area/Zone FMO.	X	X	X	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 units have a current			X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
safety plan, an active safety committee, and safety program that integrates the fire program.				
8. Ensure investigations and reviews are conducted for incidents, accidents, escaped prescribed fires, and near misses as described in Chapter 18.	X	X	X	X
9. Annually update and review the <i>FWS Line of Duty Death Response Handbook</i> and the <i>Agency Administrator's Guide to Critical Incident Management</i>		X	X	X
10. Ensure timely follow-up to fire management program reviews.			X	X
11. Ensure master agreements with cooperators are valid and in compliance with agency policies, and Annual Operating Plans are current.		X	X	X
12. 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
13. Ensure Wildland Fire Decision Support System (WFDSS) is used to publish timely decisions and to provide decision support		X	X	X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
documentation for all fires that escape initial attack or initial response.				
14. Convene and participate in annual fire meetings.			X	X
15. Participate as part of in-briefings and post fire closeouts on Type I and Type II fires.				X
16. Provide a written Delegation of Authority, WFDSS analysis, Agency Administrator Briefings to Incident Management Teams				X
17. Ensure fire and fire aviation preparedness reviews are conducted annually in all unit offices.		X	X	X
18. Ensure resource advisors are identified, trained, and available for incident assignment. Refer to <i>Resource Advisors Guide for Wildland Fire</i> PMS 313, NFES 1813, Jan 2004.				X
19. Personally visit at least one wildland fire each year as available.				X
20. Ensure appropriate management of Social/Political/Media resources and relationships affecting wildland fire.		X	X	X
21. Ensure appropriate risk management, administration, management and oversight of wildland incidents. Ensure Incident Business Analysts, Strategic Operational				X

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
Planners, Resource Advisors, and Agency Representative positions are utilized as needed.				
22. Provide oversight to Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) processes and procedures.				X
<i>Training / Certification</i>				
23. Ensure only trained, certified fire and non-fire personnel are available to support fire operations at the local, geographic and national levels.	X	X	X	X
24. Ensure personnel delegated fire program responsibilities have completed required training.	X		X	X
<i>Prescribed Fire/Fuels Management</i>				
25. Ensure compliance with National and Regional policies for prescribed fire activities. Conduct periodic reviews of the prescribed fire program.		X	X	X
26. Ensure all wildfires resulting from prescribed fire actions are reported to Regional Director within 24 hours of the wildfire declaration.			X	X
27. 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

PERFORMANCE REQUIRED	FWS Director	Regional Director	Regional Chief / Refuge Supervisor	Project Leader/ Refuge Manager
28. Ensure Prescribed Fire Plans have been reviewed and recommended by a qualified technical reviewer other than the plan author.				X
29. Review and approve the Agency Administrator Ignition Authorization.				X

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Fire Management Staff Roles

National Office

Fire Director

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

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

Regional Office

Regional Fire Management Coordinator (RFMC)

The Regional Fire Management Coordinator provides leadership, direction, coordination, training, planning, evaluation, and technical guidance for the region and is available to provide assistance for intra-agency and interagency wildland fire management needs. The RFMC will meet qualification requirements established by IFPM for the position. The RFMC, through written delegation by the Regional Director, is delegated authority to represent the region on the GMAC. The RFMC is responsible for implementing the decisions of the MAC Group as they affect U.S. Fish and Wildlife Service areas. The decisions of the GMAC include the prioritizing of incidents, Interagency

- 1 Master/statewide agreements and the allocation or reallocation of firefighting
2 resources to meet wildland fire management priorities.

3

4 **Refuge**

5

6 **Zone Fire Management Officer (FMO)**

7 The Fire Management Officer (FMO) is responsible and accountable for
8 providing leadership for fire management programs at the local level. The FMO
9 determines program requirements to implement land use decisions through the
10 Fire Management Plan (FMP) to meet land management objectives. The FMO
11 negotiates interagency agreements and represents the Agency Administrator on
12 local interagency fire and fire aviation groups.

13 The FMO is responsible for coordinating with the refuge/unit Agency
14 Administrator to annually review and update (as required) the unit Fire
15 Management Plan to comply with agency policy. An FMO may be assigned to
16 provide wildland fire management support to a group of refuges (zone) when
17 individually each refuge does not warrant a fulltime FMO.

18

19 **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 the Fire Management Plan (FMP) reflects the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability.		X	X
3. Provides the expertise and skills to fully integrate fire and fire aviation management into interdisciplinary planning efforts.	X	X	X
4. Ensures compliance with work/rest guidelines during all fire and fire aviation activities.	X	X	X
5. Ensures fire and fire aviation policies are understood, implemented, and coordinated with other agencies as appropriate	X	X	X
<i>Program Management</i>			
6. Ensures completion of a Job Hazard Analysis (JHA)/Risk Assessment for fire and fire aviation activities to mitigate risk.		X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
7. Develop, negotiate, and implement cost share, Service First, and reimbursable protection agreements with cooperators	X	X	X
8. Ensures that the fire and fire aviation management employees understand their role, responsibilities, authority, and accountability.	X	X	X
9. 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
10. 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
11. Ensures use of fire funds is in compliance with department and agency policies.	X	X	X
12. Ensures that fire severity funding is requested, used, and documented in accordance with agency standards.	X	X	X
13. Ensures a process is established to communicate fire information to public, media, and cooperators.	X	X	X
14. Convenes and participates in annual fire meetings. Specifically address management controls and critical safety issues.	X	X	X
15. Oversees pre-season preparedness review of fire and fire aviation program.	X	X	X
16. Initiates, conducts, and/or participates in fire program management reviews and investigations.	X	X	X
17. Personally participates in periodic site visits to individual incidents and projects.		X	X
18. Ensures that transfer of command occurs as per appendix D on incidents.		X	X
19. Ensure the proper level of management complexity is assigned to all incidents		X	X
20. Ensures that incoming personnel and crews are briefed prior to fire and fire aviation assignments.		X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
21. Ensures a WFDSS analysis is completed, updated, approved, and published as necessary.		X	X
22. 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
23. Ensures unit is capable of wildfire cause determination.	X	X	X
24. 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
25. 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
26. Uses current National, Geographic, and Local Mobilization Guides and ensures standards are followed.	X	X	X
27. Ensures that reports and records are properly maintained according to FWS policies.		X	X
28. 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
29. Ensure unit has a current safety plan, an active safety committee, and safety program that integrates the fire program.		X	X
30. Ensures that current emergency medical response plan is in place and accessible.		X	X

PERFORMANCE REQUIRED	Fire Director	RFMC	Zone FMO
<i>Planning</i>			
31. 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
32. Responsible for the coordination of RAWs maintenance, sensor calibration, and oversight of daily inputs.			X
<i>Training</i>			
33. Ensures IQCS accounts are established and training records maintained for Agency Administrators.		X	
34. 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>			
35. Ensures compliance with Service and Regional policy for prescribed fire activities. Provides periodic reviews of the prescribed fire program.	X	X	X
36. Reports all wildfires resulting from prescribed fires to the Regional Fire Management Coordinator within 12 hours of the wildfire declaration.			X

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National Fire Leadership Team

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

- Provide leadership, coordination, and guidance for the Service’s fire management program.

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

20 **Delegation of Authority**

21 **Regional Fire Management Coordinator**

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

- 26 ● Serve as the Regional Director's authorized representative on geographic
27 area coordination groups, including MAC groups.
- 28 ● Coordinate and establish priorities on uncommitted fire suppression
29 resources during periods of shortages.
- 30 ● Coordinate logistics and suppression operations regional-wide.
- 31 ● Relocate agency pre-suppression/suppression resources within the region
32 based on relative fire potential/activity.
- 33 ● Correct unsafe fire suppression activities.
- 34 ● Direct accelerated, aggressive initial attack when appropriate.
- 35 ● Enter into agreements to provide for the management, fiscal, and
36 operational functions of combined agency operated facilities.
- 37 ● Suspend prescribed fire activities when warranted.
- 38 ● Give authorization to hire Emergency Firefighters in accordance with the
39 DOI Pay Plan for Emergency Workers.
- 40 ● Approve emergency fire severity funding expenditures not to exceed the
41 agency's annual authority.
- 42
- 43
- 44
- 45

1 Zone Fire Management Officer

2 In order to effectively perform their duties, the FMO may receive a Delegation
3 of Authority (DOA) outlining the operational and administrative fire
4 management duties. All Unit Agency Administrators within a Zone should
5 consider signing a single Zone Fire Management delegation. A sample
6 “Delegation of Authority” can be found on the FWS Fire Operations Policy and
7 Guidance SharePoint site.

9 Inter-refuge Agreements

10
11 Inter-Refuge Agreements may be used when FMOs provide fire management
12 oversight to multiple refuges. This is in addition to the Delegation of Authority
13 from the Project Leaders/Refuge Managers to the FMO, and further defines the
14 roles and expectations between the FMO and Refuges. An example can be
15 found on the FWS Fire Operations Policy and Guidance SharePoint site.

17 Fire Duty Officer

18
19 Fire Management Officers are responsible to provide Fire Duty Officer (FDO)
20 coverage during periods of predicted incident activities. FDO responsibilities
21 may be performed by any individual delegated the authority, either written or
22 verbal, from the FMO. The duties for FDOs include:

- 23 • Monitor unit incident activities for compliance with FWS safety policies.
- 24 • Coordinate and set priorities for unit preparedness activities, incident
25 response and resource allocation.
- 26 • Keep Agency Administrators and resources informed of the current and
27 expected situation.
- 28 • Plan for and implement actions required for future needs.
- 29 • Document decisions and actions.
- 30 • It is recommended FDOs not fill ICS functions.

32 Fire Severity Funding

33
34 Service specific fire severity funding guidance can be found in Chapter 10 of the
35 Service Fire Management Handbook, and the Fire Business Handbook, Severity
36 Subactivity.

38 Daily Fire Report

39
40 During the “National Fire Season” as identified by the National Interagency
41 Coordination Center in Boise, ID (NICC), each field unit within the Refuge
42 System will report all wildland fire occurrence and fire status daily to their local
43 dispatch office and Regional Office. Additionally, each Region will establish
44 procedures to gather fire information and coordinate with their respective
45 geographic area coordination centers as necessary. Field units will report the
46 status of large fires separately on form ICS-209 (refer to chapter 11 for ICS-209

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1 requirements) to the local dispatch centers with copies furnished to the RFMCs.
2 Include weekend fire activity on Monday's report unless there is significant fire
3 activity.

4

5 **Individual Fire Report**

6

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

- 10 • All wildland fires on Service lands;
- 11 • Support Actions;
- 12 • Fires suppressed on other lands under an agreement;
- 13 • All false alarms; and
- 14 • Natural Outs (by natural out definition).

15

16 Detailed information about a support action is only required from an initial entry
17 into FMIS to establish a work breakdown structure (WBS). Once the WBS has
18 been established, users are not required to establish additional fire reporting
19 information for the same fire.

20

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

26

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

28

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

32

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

35

36 **Final Wildland Fire Record**

37

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

- 39 • FMIS data entry
- 40 • Narrative
- 41 • WFDSS
- 42 • Incident Action Plan(s)
- 43 • Daily weather forecasts and spot weather forecasts Cumulative fire map
44 showing acreage increase by day
- 45 • Total cost summary

- 1 • Monitoring data (Wildland Fire Observation Records)
2 • Critique of fire projections on Incident Action Plan
3

4 **Physical Fitness and Conditioning**

5

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

22 **Training**

23

24 **Agency Administrator Training**

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

- 29 • Refuge Managers/Project Leaders with Service lands under their jurisdiction
30 which require the development and maintenance of a Fire Management Plan
31 must attend either the National Advanced Fire and Resource Institute
32 (NAFRI) or a locally sponsored Fire Management Leadership course, or
33 may, upon concurrence of the RFMC, attend the Agency Administrator
34 Workshop for Prescribed Fire course which is hosted by the National
35 Interagency Prescribed Fire Training Center (PFTC).
36 • Field supervisors who may approve prescribed fire plans must attend the
37 NAFRI sponsored Fire Management Leadership Course (NFML) or upon
38 concurrence of the RFMC, must attend either the Agency Administrator
39 Workshop at PFTC or a Local Fire Management Leadership course (LFML).
40 • Regional Chiefs, Regional Refuge Supervisors, and Refuge
41 Managers/Project Leaders must complete periodic refresher training as
42 determined by their supervisor in consultation with the RFMC. Refresher
43 training options may include attending fire management training/workshops,
44 trainee experiences, or mentoring.
45 • Guidance for use of the agency qualification for Agency Administrators
46 (AADM) can be found in the Service Fire Management Handbook.

Release Date: January 2015

04-15

1 **Fire Management Officer Training**

2 All Fire Management Officers (FMO) are required to attend the M-581,
 3 *Interagency Fire Program Management* course, either as a student or as a
 4 member of the instructor cadre. If attending as an instructor, the FMO must be
 5 present for the entire course.

6

7 **FWS Firefighter General Training Requirements**

	One-Time Training	Annual Training	Recurring Training
Agency permanent, career seasonal, & temporary firefighters	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)
AD & EFF	Required Training		
	First Aid/CPR	Defensive driving (if operating GOV)	

8

9 **Fish and Wildlife Service Specific Qualifications**

10

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

15

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

5 **Introduction**
6

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

15 **Foundational Doctrine**
16

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

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

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

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

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

1 **The Operational Environment**

2 • *Fire Suppression*

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

8
9 **Mission**

10 • *Forest Service Wide*

- 11 2. The Forest Service is prepared and organized to support national and
12 international emergencies with trained personnel and other assets when
13 requested.
14 3. Agency employees respond when they come across situations where
15 human life is immediately at risk or there is a clear emergency, and they are
16 capable of assisting without undue risk to themselves or others.
17 4. In responding to emergencies, we will bring the same professionalism
18 and passion for safety as we do to non-emergency situations.
19 5. Support for local fire emergencies takes priority over accomplishment of
20 local resource targets. Support of non-local fire emergencies will be at the
21 discretion of the local line officer, as bounded by agency agreements and
22 Regional or National direction.
23 6. A cooperative relationship between the Forest Service and other agencies
24 is essential. The Forest Service is committed to honor its part of the joint
25 responsibility to develop and maintain effective working relationships with
26 its intergovernmental cooperators.

27 • *Fire & Aviation Management*

- 28 7. Fire management is central to meeting the Forest Service mission –
29 conserving natural resources, restoring ecological health, and protecting
30 communities.

31 • *Fire Suppression*

- 32 8. Successful fire suppression is essential to support the Forest Service
33 mission.
34 9. The intent of wildfire suppression is to protect human life, property, and
35 at risk lands and resources.

36
37 **Leadership and Accountability**

38 • *Forest Service Wide*

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

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

5 • *Fire Suppression*

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

8

9 **Roles and Relationships**

10 • *Forest Service Wide*

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

14 • *Fire & Aviation Management*

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

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

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

23

24 • *Fire Suppression*

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

28

29 **Operations**

30 • *Forest Service Wide*

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

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

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

40 • *Fire Suppression*

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

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

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

17 **Risk Management**

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

23 **Agency Administrator Positions**

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

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

40 **Training and Core Competencies**

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

- 1 • Ability to provide a Delegation of Authority to Incident Commanders.

2

3 **Line Officer Certification Program**

4 The following principles will guide certification of Agency Administrators in
5 wildfire management:

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

19

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

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

24

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

28

29 **Guidelines**

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

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

36

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

- 39 • **Training:** Fire Management Leadership or National Fire Management for
40 Line Officers, and attend an annual review of line officer WFDSS
41 responsibilities (see appendix N for suggested refresher items).
42 • **Background and Experience:**
43 ○ Successful management of a minimum of one Type 3 or higher fire, or
44 one successful higher complexity fire (Type 2 or higher) quality
45 shadow assignment (consider complexity and size of the fires).

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

- 1 • **Demonstrated Ability:** Successful evaluation by a coach (including
2 feedback from ICs or ACs) that the candidate has demonstrated
3 understanding and application of the responsibilities of an Agency
4 Administrator on large complex fires in the core competencies, and other
5 elements that may be relevant.
6

7 **Other Considerations**

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

- 9 • Safety;
10 • Strategies and tactics for cost containment;
11 • Incident management processes;
12 • Understanding of decision support tools;
13 • Situational awareness of resource availability & allocation;
14 • Understanding fire agreements and cost apportionment;
15 • WFDSS experience;
16 • Monitoring and evaluation of fire operations;
17 • Risk management; and
18 • Social/political awareness and interpersonal relations.
19

20 Other training opportunities to achieve core competencies - Additional training
21 opportunities/suggestions:

- 22 • Upper levels of fire leadership and fire management courses;
23 • Function as the Line Officer in sand table exercises and training simulations
24 in S-420, S-520, and other fire courses;
25 • Participate in advanced risk management training;
26 • Get assigned to a Type 1 or Type 2 team as a training assignment (e.g.
27 shadow Plans) and see the world from their viewpoint;
28 • WFDSS training (see the WFDSS homepage <http://wfdss.usgs.gov> for
29 training materials);
30 • Include risk management and fire management topics during annual line
31 officer meetings;
32 • Attend staff rides (staff rides need to include a stand that portrays the line
33 officer perspective);
34 • Participate in prescribed fires and/or attend prescribed fire training;
35 • Participate in other leadership and/or decision-making training;
36 • Attend L-580 *Leadership is Action*;
37 • For additional information, a copy of the *Line Officer Desk Reference for*
38 *Fire Program Management* can be downloaded at:
39 http://www.wfmrda.nwcg.gov/line_officer_resources.php
40

41 **Guidance on the Selection of Coaches**

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

44 Criteria for individuals serving as Coaches are as follows:

- 1 • Must be a “Journey” level line officer in dealing with large fire incident, or
- 2 rated at an experience level commensurate with incident being managed;
- 3 Present and past Agency Administrators can serve as coaches, including
- 4 retirees that were qualified/experienced; and
- 5 • Must be willing and able to serve as a Coach.

6

7 **Specific Agency Administrator Responsibilities for Fire and Aviation at the**

8 **Field Level**

9

10 **Responsibilities**

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

30

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

33

34 **Preparedness**

- 35 • Take all necessary and prudent actions to ensure firefighter and public
- 36 safety.
- 37 • Ensure sufficient qualified fire and non-fire personnel are available to
- 38 support fire operations at a level commensurate with the local and national
- 39 fire situation.
- 40 • Ensure accurate position descriptions are developed and reflect the
- 41 complexity of the unit. Individual Development Plans promote and enhance
- 42 FMO currency and development.
- 43 • Provide a written Delegation of Authority to FMOs that provides an
- 44 adequate level of operational authority at the unit level. Include Multi-
- 45 Agency Coordinating (MAC) Group authority, as appropriate.

- 1 • Identify resource management objectives to maintain a current Fire
2 Management Plan (FMP) that identifies an accurate level of funding for
3 personnel and equipment.
- 4 • Develop preparedness standards that are in compliance with agency fire
5 policies.
- 6 • Management teams meet once a year to review fire and aviation policies,
7 roles, responsibilities, and delegations of authority. Specifically address
8 oversight and management controls, critical safety issues, and high-risk
9 situations such as transfers of incident command, periods of multiple fire
10 activity, and Red Flag Warnings.
- 11 • Ensure fire and aviation preparedness reviews are conducted each year and
12 include the key components of the record of decision for the nationwide
13 aerial application of fire retardant on National Forest System land.
- 14 • Meet annually with cooperators and review interagency agreements to
15 ensure their continued effectiveness and efficiency.
- 16 • Meet annually with local US Fish and Wildlife Service and NOAA
17 Fisheries specialists to ensure the avoidance maps reflect changes during
18 the year on additional species or changes made for designated critical
19 habitat, and reporting and monitoring guidelines are still valid and being
20 applied.
- 21 • Convene and participate in annual conferences and fire reviews.
- 22 • Agency Administrators, Fire Program Managers, and/or Safety and Health
23 Program Managers shall conduct after action reviews on all Type 3 fires
24 and a minimum of 10% of their unit's Type 4 and 5 fires and document
25 their inspections in the incident records.

26 27 **Suppression**

- 28 • Ensure use of fire funds is in compliance with Agency policies.
- 29 • All fires must utilize the WFDSS to inform and document decisions related
30 to course of action, resource allocations, and risk management
31 considerations. WFDSS will be used to approve and publish decisions on
32 all fires that exceed initial attack or include a resource management
33 objective. See table below for WFDSS approval authorities.
- 34 • Personally attend reviews on Type 1 and Type 2 fires. Ensure Agency
35 Administrator representatives are assigned when appropriate.
- 36 • Provide incident management objectives (all wildfires must have a
37 protection objective), written delegations of authority, and a complete
38 Agency Administrator briefing to Incident Management Teams.
- 39 • Ensure briefings include any applicable information for avoidance areas and
40 waterways per the nationwide aerial application of fire retardant direction,
41 mapping, and cultural resources. Include the reporting requirements in the
42 briefing if a misapplication of fire chemical occurs. Provide resource
43 advisors if the use of aerially applied fire retardant is expected and the unit
44 has mapped avoidance areas (which include waterways and 300' or larger

- 1 buffers) and otherwise evaluate the need for resource advisors for all other
 2 fires, and assign as appropriate.
- 3 • For all unplanned human-caused fires where responsibility can be
 4 determined, ensure actions are initiated to recover cost of suppression
 5 activities, land rehabilitation, damages to the resource, and improvements.
 - 6 • Ensure structure exposure protection principles are followed.

8 Responsibilities and Oversight

- 9 • Agency Administrators are responsible for all aspects of fire management.
- 10 • Agency Administrators will ensure that all Forest Service employees and
 11 employees of interagency partners working on Forest Service jurisdiction
 12 wildfires clearly understand direction.
- 13 • Agency Administrators must approve and publish decisions in WFDSS and
 14 issue delegations of authority to the Incident Commander. The Agency
 15 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

17 *This Authority may be delegated to the next level provided that the line
 18 officer at the next level meets Line Officer wildfire response certification
 19 requirements.

- 21 • Critical long duration wildfire oversight roles include ensuring that:
 - 22 ○ Up-to-date Published decisions are completed and documented in
 23 WFDSS.
 - 24 ○ Hazards are identified and risk assessments are incorporated into
 25 Published Decisions.
 - 26 ○ Coordination with partners and potentially affected parties is conducted
 27 (including smoke impacts). Unified command is implemented early if
 28 necessary.
 - 29 ○ Resource capacity and availability are adequately assessed to meet
 30 expectations.
- 31 • This oversight role should address concerns of the states, cooperators, and
 32 the public including air quality impacts from multiple wildfires.

34 Risk Management Framework

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

- 1 Pre-season preparedness work is critical to success when a fire starts.
- 2 • Build capacity of our decision makers and their key stakeholders to manage
- 3 the uncertainty and inherent risks of fires.
- 4 • Complete landscape level risk assessments by developing a common
- 5 understanding of what are the values to be protected and can be summed up
- 6 best by answering these questions; ‘What is important?’, ‘Why is it
- 7 important?’, ‘How important is it?’, and ‘What are the consequences?’
- 8 • Complete a risk analysis, in concert with key stakeholders and partner
- 9 agencies, to predetermine the range of acceptable response strategies for
- 10 protecting the identified values at risk while balancing firefighter and public
- 11 exposure.
- 12
- 13 During incident phase focuses on a Seven (7) Step Risk Management Process:
- 14 1. Complete an incident Risk Assessment
- 15 • Develop an assessment of what is at risk (from preseason work or input
- 16 from key stakeholders), and the associated probabilities and potential
- 17 consequences.
- 18 2. Complete a Risk Analysis
- 19 • Consider alternatives (objectives, strategies and tactics) against desired
- 20 outcomes, exposure to responders, probability of success and values to
- 21 be protected.
- 22 3. Complete Two-Way Risk Communications
- 23 • Engage community leaders, local government officials, partners, and
- 24 other key stakeholders of the incident to share the risk picture and enlist
- 25 input.
- 26 4. Conduct Risk Sharing Dialogue
- 27 • Engage appropriate senior line officers and political appointees (as
- 28 necessary) regarding the potential decision aimed at obtaining
- 29 understanding, acceptance, and support for the alternatives and likely
- 30 decision.
- 31 5. Make the Risk Informed Decision
- 32 6. Document the risk: assessment, analysis, communication, sharing and
- 33 decision in WFDSS
- 34 7. Continue Monitoring and Adjusting as necessary or as conditions change.
- 35 After the incident: As a learning organization we should always strive to
- 36 improve how we conduct our business. We should endeavor to learn from each
- 37 incident and apply those lessons.
- 38 • Complete an incident after action review.
- 39 ○ Engage key stakeholders of the incident to be involved
- 40 ○ Review what worked, what did not work and suggestions for
- 41 improvement
- 42 • Conduct a peer review after action process
- 43 ○ Engage others who have had similar incidents to learn strategies for
- 44 improvement
- 45 • Implement plans for improvement

- 1 ○ Make use of lessons learned in real-time if possible

2

3 The following Risk Assessment and Risk Decision questions are designed to
4 inform fire management decisions by stimulating thinking and prompting
5 dialogue, analyzing and assessing risk, and recognizing shared risks and
6 communicating those risks within the Agency and with partners and
7 stakeholders.

8

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

29

30 **Safety**

- 31 ● Review safety policies, procedures, and concerns with field fire and
32 aviation personnel.
- 33 ● Ensure timely follow-up actions to program reviews, fire preparedness
34 reviews, fire and aviation safety reviews, and management reviews.
- 35 ● Monitor the fire situation and provide oversight during periods of critical
36 fire activity and situations of high risk.
- 37 ● Ensure there is adequate direction in fire management plans to maintain fire
38 danger awareness.
- 39 ● Take appropriate actions with escalating fire potential.
- 40 ● Ensure appropriate investigation or Lessons Learned analyses are conducted
41 for incidents, entrapments, and serious accidents.

42

43 **Fuels**

- 44 ● Complete a fuels treatment effectiveness assessment on all wildfires which
45 start in or burn into a fuel treatment area.

- 1 • Enter results of the assessment in the Fuels Treatment Effectiveness
2 Monitoring (FTEM) database found at: www.nwportal.fs.usda.gov within
3 90 days of control of the fire. Reference FSM 5140.
4
- 5 **Prescribed Fire**
- 6 • Provide program leadership by visiting prescribed fire treatment projects
7 and providing leader's intent to prescribed fire personnel.
- 8 • Ensure compliance with National and Regional Office policy and direction
9 for prescribed fire activities and ensure that periodic reviews and
10 inspections of the prescribed fire program are completed.
- 11 • Adhere to procedures for Regional and/or National level approvals for new
12 and continued prescribed fire activities at National Preparedness Levels 4
13 and 5 as described in the *National Interagency Mobilization Guide*.
- 14 • Ensure a Prescribed Fire Plan is written and approved for each project prior
15 to implementation in accordance with the *Interagency Prescribed Fire*
16 *Planning and Procedures Guide* available at:
17 www.nwcg.gov/pms/RxFire/rx.htm
- 18 • Review Prescribed Fire Plans:
- 19 ○ Ensure that the prescribed fire plan has been reviewed and
20 recommended by a qualified technical reviewer.
- 21 ○ Ensure that prescribed fire plans are designed to achieve desired
22 conditions as described in Land and Resource Management Plans and
23 project-specific NEPA decision document.
- 24 • Approve Prescribed Fire Plans:
- 25 ○ Minimum qualifications for Forest Supervisors, District Rangers, other
26 Line Officers and formally delegated "Acting" Line Officers to approve
27 prescribed fire plans are:
- 28 ■ Completing a National or Regional Fire Management Leadership
29 course, or
- 30 ■ Completing an Agency Administrator Workshop at the National
31 Prescribed Fire Training Center, or
- 32 ■ Qualifying in a Type 1 or 2 Command and General Staff position
33 (currency not required), or
- 34 ■ Qualifying as a Prescribed Fire Burn Boss (RXB1 or RXB2) or
35 Prescribed Fire Manager (RXM1 or RXM2) (currency not
36 required).
- 37 ○ Attending an agency administrator session at the National Prescribed
38 Fire Training Center (PFTC) may be substituted for the minimum
39 training requirement for approving prescribed fire plans only.
- 40 ○ Authority to approve prescribed fire plans is held at the Forest
41 Supervisor level but may be delegated in writing to other qualified line
42 officers or staff. Delegations should be based on meeting the minimum
43 training or experience described above and demonstrated ability.
44 Documentation that supports the delegated authorities should be
45 included in the individuals training records.

- 1 ○ Approve prescribed fire plan amendments and determine the need for
- 2 additional technical review of proposed plan amendments prior to
- 3 approval.
- 4 ● Reauthorize all prescribed fire plans if more than one year has elapsed since
- 5 last authorization.
- 6 ● Report all instances of prescribed fires resulting in a wildfire declaration
- 7 and/or air quality Notice-of-Violation as required in FSM 5140.

9 **Fire Management Position Requirements**

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

16 **Specific Fire Management Staff Responsibilities for Fire Operations at the** 17 **Field Level**

19 **Preparedness**

- 20 ● Use sound risk management practices as the foundation for all aspects of
- 21 fire and aviation management.
- 22 ● Ensure that only trained and qualified personnel are assigned to fire and
- 23 aviation duties.
- 24 ● Develop, implement, evaluate, and document fire and aviation training
- 25 program to meet current and anticipated needs.
- 26 ● Establish an effective process to gather, evaluate, and communicate
- 27 information to managers, supervisors, and employees. Ensure clear concise
- 28 communications are maintained at all levels.
- 29 ● Ensure fire and aviation management staffs understand their roles,
- 30 responsibilities, authority, and accountability.
- 31 ● Develop and maintain effective communication with the public and
- 32 cooperators.
- 33 ● Regardless of funding level, provide a safe, effective, and efficient fire
- 34 management program.
- 35 ● Organize, train, equip, and direct a qualified work force. An Individual
- 36 Development Plan (IDP) must be provided for incumbents who do not meet
- 37 new standards. Establish qualification review process.
- 38 ● Take appropriate action when performance is exceptional or deficient.
- 39 ● Ensure fire and aviation policies are understood, followed, and coordinated
- 40 with other agencies as appropriate.
- 41 ● Ensure that adequate resources are available to implement fire management
- 42 operations.
- 43 ● Provide fire personnel with adequate guidance, training, and decision-
- 44 making authority to ensure timely decisions.

- 1 ● Develop and maintain agreements, annual operating plans, and contracts on
- 2 an interagency basis to increase effectiveness and efficiencies.
- 3 ● Develop, maintain, and annually evaluate the FMP to ensure accuracy and
- 4 validity.
- 5 ● Ensure budget requests and allocations reflect preparedness requirements in
- 6 the FMP.
- 7 ● Develop and maintain current operational plans. (e.g., dispatch, pre-attack,
- 8 prevention).
- 9 ● Ensure that reports and records are properly completed and maintained.
- 10 ● Ensure fiscal responsibility and accountability in planning and expenditures.
- 11 ● Assess, identify, and implement program actions that effectively reduce
- 12 unwanted wildland fire ignitions and mitigate risks to life, property, and
- 13 resources.
- 14 ● Work with cooperators to identify processes and procedures for providing
- 15 fire adapted communities within the wildland urban interface.

16

17 **Suppression**

- 18 ● Provide for and personally participate in periodic site visits to individual
- 19 incidents and projects.
- 20 ● Utilize the Organizational Needs Assessment and/or Complexity Analysis
- 21 to ensure the proper level of management is assigned to all incidents.
- 22 ● Ensure incoming personnel and crews are briefed prior to fire and aviation
- 23 assignments.
- 24 ● Coordinate the development of Published Decisions within WFDSS with
- 25 local unit staff specialists for all fires that escape initial attack.
- 26 ● Ensure effective transfer of command of incident management occurs and
- 27 safety is considered in all functional areas.
- 28 ● Monitor fire activity to anticipate and recognize when complexity levels
- 29 exceed program capabilities. Increase managerial and operational resources
- 30 to meet needs.
- 31 ● Complete cost recovery actions when unplanned human-caused fires occur.
- 32 ● Ensure structure exposure protection principles are followed.
- 33 ● Ensure all misapplications of wildland fire chemicals are reported and
- 34 appropriate consultation conducted as needed (see Chapter 12).
- 35 ● Ensure 5% assessment of fires less than 300 acres that had aerial fire
- 36 retardant used and have avoidance areas as a result of the record of decision
- 37 for the nationwide aerial application of fire retardant on National Forest
- 38 System land is completed and documented for misapplication reporting.
- 39 ● Ensure all assessments of impacts to threatened and endangered species or
- 40 cultural resources are conducted by trained and qualified resource
- 41 personnel.

42

43 **Safety**

- 44 ● Ensure completion of a Job Hazard Analysis (JHA) for fire and fire aviation
- 45 activities, and implement applicable risk mitigation measures.

- 1 • Ensure work/rest and R&R guidelines are followed during all fire and
- 2 aviation activities. Deviations are approved and documented.
- 3 • Initiate, conduct, and/or participate in fire management related reviews and
- 4 investigations.
- 5 • Monitor fire season severity predictions, fire behavior, and fire activity
- 6 levels. Take appropriate actions to ensure safe, efficient, and effective
- 7 operations.

8

9 **Prescribed Fire**

- 10 • Ensure a written, approved burn plan exists for each prescribed fire project.
- 11 • Prepare and implement all prescribed fire plans in accordance with the
- 12 *Interagency Prescribed Fire Planning and Procedures Guide* available at:
- 13 www.nwcg.gov/pms/RxFire/rx.htm
- 14 • Ensure that the Prescribed Fire Burn Boss assigned to each project is
- 15 qualified at the appropriate level as determined by project complexity (see
- 16 the *Interagency Prescribed Fire Planning and Procedures Guide* at
- 17 www.nwcg.gov/pms/RxFire/rx.htm for specific guidance).
- 18 • Review and update all prescribed fire plans as necessary to comply with
- 19 policy or procedures and submit to agency administrator for review and
- 20 approval.
- 21 • Submit amendments to prescribed fire plans to the agency administrator for
- 22 approval.
- 23 • If more than one year has elapsed since approval, a prescribed fire plan will
- 24 be reviewed to ensure assumptions are still valid and conditions have not
- 25 changed, updated as necessary, and resubmitted to the agency administrator
- 26 for approval.

27

28 **Structure Exposure Protection Principles**

29

30 **Mission and Role**

31 A significant role of the Forest Service is to manage natural resources on public
32 land, and management of unwanted wildland fire is a primary mission in that
33 role. Wildland firefighter training, tools, and personal protective equipment are
34 based on the wildland environment. This does not prevent using wildland
35 tactics in the Wildland Urban Interface (WUI) when risks are mitigated.
36 Wildland firefighter training for the WUI, however, is centered on the concepts
37 of preventing wildland fire from reaching areas of structures and/or reducing the
38 intensity of fire that does reach structures. Fire suppression actions on structures
39 that are outside federal jurisdiction, outside the scope of wildland firefighting
40 training, or beyond the capability of wildland firefighting resources are not
41 appropriate roles for the Forest Service.

42

43 Forest Service leadership will express clear and concise “leader’s intent” to
44 ensure structure protection assignments are managed safely, effectively, and
45 efficiently. Leaders are expected to operate under existing policies and doctrine

1 under normal conditions. Where conflicts occur, employees will be expected to
2 weigh the risk versus gain, and operate within the intent of Agency policy and
3 doctrine.

4

5 **Strategic Principles**

- 6 • The Forest Service actively supports creation of Firewise and Fire Adapted
7 Communities and structures that can survive wildland fire without
8 intervention. We support the concept that property owners have primary
9 responsibility for reducing wildfire risks to their lands and assets.
- 10 • The Forest Service will actively work toward applying Firewise concepts to
11 all Forest Service owned structures, facilities, and permitted use to serve as
12 a model to publics and communities.
- 13 • The Forest Service will apply strategy and tactics to keep wildland fires
14 from reaching structures, as prudent to do so, considering risk management
15 for firefighters and publics, fire behavior, values at risk including natural
16 resources, availability of firefighting resources, and jurisdictional
17 authorities.
- 18 • The Forest Service will be proactive in developing agreements with
19 interagency partners to clarify its structure protection policy.
- 20 • The Forest Service structure protection role is based on the assumption that
21 other Departments and agencies will fulfill their primary roles and
22 responsibilities. The Forest Service will not usurp individual, local, or state
23 responsibility for structure protection.
- 24 • Prior to task implementation, a specific structure protection role briefing
25 will be accomplished.

26

27 **Tactical Applications**

28

29 **Structure Protection Definition**

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

36

37 **USFS Role**

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

43

44 Pursuant to this “structure protection” policy provided above, Forest Service
45 personnel may engage support from other cooperators in structure protection
46 activities when 1) requested by local government under terms of an approved

1 cooperative agreement or 2) when operating within a unified command. The
2 agency is permitted, without agreement, to render emergency assistance to a
3 local government in suppressing wildland fires, and in preserving life and
4 property from the threat of fire, when properly trained and equipped agency
5 resources are the closest to the need, and there is adequate leadership to do so
6 safely. The agency will NOT routinely provide primary emergency response
7 (medical aids, fire suppression, HAZMAT, etc... as identified on "run cards" or
8 preplanned dispatch scenarios) nor will the agency supplant the local
9 government responsibility to do so.

10

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

- 15 • To provide initial attack through extended attack actions consistent with
16 application of wildland fire strategy and tactics.
- 17 • To supply water in support of tribal, state or local agencies having
18 jurisdictional responsibility for the fire. This would include the use of water
19 tenders, portable pumps, hose, tanks, and supporting draft sites.
- 20 • To assist or supply foam or chemical suppressant capability with engines or
21 aerial application.
- 22 • To assist local authorities in the event of evacuations.
- 23 • To assist local authorities by assessing (triaging) structures for defensibility
24 from wildfire.
- 25 • To coordinate with local authorities on actions taken by Private Structure
26 Protection Companies.

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

- 28 • "Wrap" or set up and administer sprinklers around privately owned
29 structures.
- 30 • Remove fuels immediately surrounding a structure such as brush,
31 landscaping, or firewood.

32

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

38

39 The Forest Service shall not:

- 40 • Take direct suppression actions on structures other than those that tactically
41 reduce the threat of fire spread to them.
- 42 • Enter structures or work on roofs of structures for the purpose of direct
43 suppression actions.

44

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

5
6 If a Forest Service structure is determined to be at risk, “wrapping” or other
7 indirect protection methods for the structure can be authorized by the Agency
8 Administrator. Documentation of these decisions needs to be placed in the fire
9 documentation package and the unit files. Any employee engaged in
10 “wrapping” or other indirect methods of protection operations will be
11 thoroughly briefed and trained in correct safety and personal protection
12 equipment procedures, especially if the use of ladders or climbing on the
13 structure is necessary. In any case, the Forest Service holds that no structure is
14 worth the risk of serious injury to an employee in an attempt to protect that
15 structure or facility from fire.

16

17 **Local Government Role**

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

22

23 **Cost**

24 Local governments assume the financial responsibility for emergency response
25 activities, including structure protection, within their jurisdictions. Local
26 government will order resources deemed necessary to protect structures within
27 their jurisdiction. Local agencies will not be reimbursed for performing their
28 responsibilities within their jurisdiction.

29 **Tactical Operating Principles**

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

- 32 • The first priority for all risk-decisions is human survival, both of firefighters
33 and the public.
- 34 • Incident containment strategies specifically address and integrate protection
35 of defensible improved property and wildland values.
- 36 • Direct protection of improved property is undertaken when it is safe to do
37 so, when there are sufficient time and appropriate resources available, and
38 when the action directly contributes to achieving overall incident objectives.
- 39 • Firefighter decision to accept direction to engage in structure protection
40 actions is based on the determination that the property is defensible and the
41 risk to firefighters can be safely mitigated under the current or potential fire
42 conditions.
- 43 • A decision to delay or withdraw from structure protection operations is the
44 appropriate course of action when made in consideration of firefighter
45 safety, current or potential fire behavior, or defensibility of the structure or
46 groups of structures.

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05-19

- 1 • Firefighters at all levels are responsible to make risk-decisions appropriate
2 to their individual knowledge, experience, training, and situational
3 awareness.
- 4 • Every firefighter is responsible to be aware of the factors that affect their
5 judgment and the decision-making process, including: a realistic perception
6 of their own knowledge, skills, and abilities, the presence of life threat or
7 structures, fire behavior, availability of resources, social/political pressures,
8 mission focus, and personal distractions such as home, work, health, and
9 fatigue.
- 10 • An individual's ability to assimilate all available factors affecting
11 situational awareness is limited in a dynamic wildland urban interface fire
12 environment. Every firefighter is responsible to understand and recognize
13 these limitations, and to apply experience, training and personal judgment
14 to observe, orient, decide, and act in preparation for the "worst case".
- 15 • It is the responsibility of every firefighter to participate in the flow of
16 information with supervisors, subordinates, and peers. Clear and concise
17 communication is essential to overcome limitations in situational
18 awareness.

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Chapter 6

RESERVED

This chapter is reserved.

Chapter 07 Safety and Risk Management

Introduction

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

Policy

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

Agency Specific Safety Policy Documents:

- *BLM - BLM Handbook 1112-1, 1112-2*
- *FWS - Service Manual 240 FW 1 Safety Program Management, 241 FW7, Firefighting, 241 FW 4, Risk Management*
- *NPS - DO-50 and RM-50 Loss Control Management Guideline*
- *FS - FSM 5100 and chapters, FSH-6709.11 Health and Safety Code Handbook*

For additional safety guidance, refer to:

- *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.

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Goal

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

Definitions

Safety: A measure of the degree of freedom from risk or conditions that can cause death, physical harm, or equipment or property damage.
Hazard: A condition or situation that exists within the working environment capable of causing physical harm, injury, or damage.
Risk: The likelihood or possibility of hazardous consequences in terms of severity or probability.
Risk Management: The process whereby management decisions are made and actions taken concerning control of hazards and acceptance of remaining risk.

Risk Management Process

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

- Establishing situation awareness by identifying hazards.
- Assessing hazard potential.
- Developing hazard controls and making risk management decisions.
- Implementing hazard controls.
- Supervising implementation and evaluating effectiveness.

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

A completed JHA/RA is required for:

- Jobs or work practices that have potential hazards.
- New, non-routine, or hazardous tasks to be performed where potential hazards exist.
- Jobs that may require the employee to use non-standard personal protective equipment (PPE).
- Changes in equipment, work environment, conditions, policies, or materials.

- 1 • Supervisors and appropriate line managers must ensure that established
2 JHAs are reviewed and signed prior to any non-routine task or at the
3 beginning of the fire season.
 - 4 ○ **BLM-** *Additional RA information can be obtained at:*
5 *<http://web.blm.gov/portal/employeeresources/allemployees/safety/riskm>*
6 *anagement.php*
 - 7 ○ **FS - JHA's** *must include a description of the emergency medical*
8 *procedures, identification of key individuals, and actions that will be*
9 *taken to ensure prompt and effective medical care and evacuation. See*
10 *FSH 6709.11, section 21.1 for more information.*
 - 11 ○ **FWS-** *See also 240 FW 1, Exhibit 1, Job Hazard Assessment*

13 **Work/Rest**

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

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

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

35 **Length of Assignment**

37 **Assignment Definition**

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

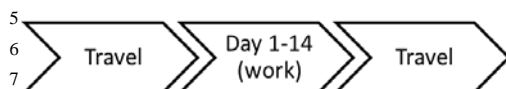
43 **Length of Assignment**

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

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

3

4 14-Day Scenario



9 **Days Off**

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

13

14 The authority to grant a day off with pay lies within 5 U.S.C. 6104, 5 CFR
15 610.301-306, and 56 Comp. Gen. Decision 393 (1977).

16

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

25

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

31

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

34

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

38

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

44

45

46

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

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

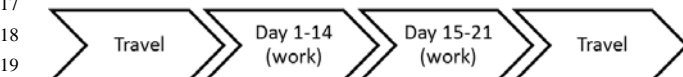
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12 Upon completion of the standard 14-day assignment, an extension of up to an
13 additional 14 days may be allowed (for a total of up to 30 days, inclusive of
14 mandatory days off, and exclusive of travel).

15

16 21-Day Scenario

17



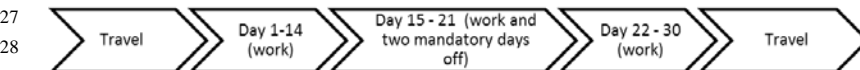
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20
21 A 21-day assignment is exclusive of travel from and to home unit. Time spent
22 in staging and preposition status counts toward the 21-day assignment,
23 regardless of pay status, for all personnel, including Incident Management
24 Teams.

25

26 30-Day Scenario

27



28

29
30 An assignment longer than 22 days is exclusive of travel from and to home unit.
31 Time spent in staging and preposition status counts toward the assignment,
32 regardless of pay status, for all personnel, including Incident Management
33 Teams. For an assignment exceeding 21 days, two mandatory days off will be
34 provided prior to the 22nd day of the assignment.

35

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

42

43 **Single Resource/Kind Extensions**

44 The section chief or Incident Commander will identify the need for assignment
45 extension and will obtain the affected resource's concurrence. The section chief

1 and affected resource will acquire and document the home unit supervisor's
2 approval.

3

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

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

10

11 **Incident Management Team Extensions**

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

15

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

20 **Driving Standard**

21

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

25

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

28

29 **General Driving Policy**

- 30 • Employees must have a valid state driver's license in their possession for
31 the appropriate vehicle class before operating the vehicle. Operating a
32 government-owned or rental vehicle without a valid state driver's license is
33 prohibited.
- 34 • All drivers whose job duties require the use of a motor vehicle will receive
35 initial defensive driver training within three months of entering on duty and
36 refresher driver training every three years thereafter.
- 37 ○ *BLM /FS- Driver training is required prior to operating a vehicle for*
38 *official purposes.*
- 39 • All traffic violations or parking tickets will be the operator's responsibility.
- 40 • All driving requiring a CDL will be performed in accordance with
41 applicable Department of Transportation regulations.
- 42 • Drivers and all passengers are required to use provided seat belts at all times
43 when the motor vehicle is in motion.
- 44 • Employees operating a motor vehicle that meets any of the following
45 criteria must possess a valid Commercial Driver's License (CDL) with all
46 of the applicable endorsements:

- 1 ○ Has a gross combination weight rating or gross combination weight of
- 2 26,001 pounds or more, whichever is greater, inclusive of a towed
- 3 unit(s) with a gross vehicle weight rating or gross vehicle weight of
- 4 more than 10,000 pounds, whichever is greater; or
- 5 ○ Has a gross vehicle weight rating or gross vehicle weight of 26,001
- 6 pounds or more, whichever is greater; or
- 7 ○ Is designed to transport 16 or more passengers, including the driver; or
- 8 ○ Is of any size and is used in the transportation of hazardous materials.
- 9 Hazardous materials means any material that has been designated as
- 10 hazardous under 49 U.S.C. 5103 and is required to be placarded under
- 11 subpart F of 49 CFR part 172 or any quantity of a material listed as a
- 12 select agent or toxin in 42 CFR part 73.
- 13 ■ **BLM-** *BLM Form 1112-11 will be used to document every fire and*
- 14 *aviation employee's authorization to drive government vehicles or to*
- 15 *drive private or rental vehicles for government business. BLM Form*
- 16 *1112-11 replaces form OF-345, form DI-131, and any equivalent*
- 17 *form that has been created for local or state level use. Employees*
- 18 *are required to self-certify their physical ability to operate vehicles*
- 19 *which they are authorized to use. Drivers of vehicles that require a*
- 20 *Commercial Driver's License may be required to have additional*
- 21 *driver, medical, and fitness testing as required by local and/or state*
- 22 *laws. Employees will immediately inform their supervisor and*
- 23 *update BLM Form 1112-11 if a change in medical condition impedes*
- 24 *their driving ability or if a state driving privilege is restricted for any*
- 25 *reason. Supervisors will review the updated form and take*
- 26 *appropriate action as necessary. BLM Form 1112-11 is available*
- 27 *at: <http://web.blm.gov/blmforms/>*
- 28 ■ **FS -** *Policy requires all operators of government owned, or leased*
- 29 *vehicles to have a Forest Service issued Operator's Identification*
- 30 *Card (OF-346) indicating the type of vehicles or equipment the*
- 31 *holder is authorized and qualified to operate.*
- 32 ■ **BLM/FWS/NPS –** *The DOI has granted wildland fire agencies a*
- 33 *variance from 485 DM 16 policy that requires operators of*
- 34 *commercial vehicles to be at least 21 years of age. The variance*
- 35 *allows employees between the ages of 18 and 21 obtain and utilize a*
- 36 *CDL (subject to state law) to operate agency fire vehicles under the*
- 37 *specific conditions as stated below:*
- 38 ○ *Drivers with a CDL may only drive within the state that has*
- 39 *issued the CDL and must comply with that state's special*
- 40 *requirements and endorsements.*
- 41 ○ *These drivers must only drive vehicles that are equipped with*
- 42 *visible and audible signals, and are easily recognized as fire*
- 43 *fighting equipment. This excludes, but is not limited to, school*
- 44 *buses used for crew transport and "low-boy" tractor trailers*
- 45 *used for construction equipment transport.*

- 1 ○ *Supervisors must annually establish and document that these*
2 *drivers have a valid license (i.e. that the license has not been*
3 *suspended, revoked, canceled, or that the employee has not been*
4 *otherwise disqualified from holding a license - 485 DM 16.3.B*
5 *(1), ensure that the employee has the ability to operate the*
6 *vehicle(s) safely in the operational environment assigned (485*
7 *DM 16.3.B (2), and review and validate the employee's driving*
8 *record (485 DM 16.3.B(4)).*
- 9 ■ **NPS-** *For NPS employees engaged in activities other than wildfire or*
10 *prescribed fire, refer to the current NPS Official Travel Driving*
11 *Policy for restrictions.*
- 12 ■ **BLM/FWS/NPS-** *Employees, volunteers, and contractors (for BLM,*
13 *this includes co-operators) are prohibited from using any mobile*
14 *voice/data communication or electronic data retrieval device while*
15 *operating a government owned, leased, or rented vehicle or while*
16 *operating a personally-owned vehicle for official government*
17 *business, and are further prohibited from using any government-*
18 *owned mobile communication or data retrieval device while*
19 *operating a personally-owned vehicle. Government purchased two-*
20 *way radios are exempt from this requirement. The use of any of*
21 *these devices during an emergency situation (immediate threat to*
22 *life) is limited to the extent necessary to convey vital information.*
23 *When there is a passenger in the vehicle and the vehicle is in motion,*
24 *the passenger shall manage communications to prevent driver*
25 *distraction.*
- 26 ■ **FS-** *Drivers shall not engage in cellular phone or mobile radio*
27 *communications while the vehicle is in motion unless actively*
28 *engaged in an emergency such as wildland firefighting. During non-*
29 *emergency situations, the driver shall identify a safe location to stop*
30 *the vehicle and then engage in cellular phone or mobile radio*
31 *communications. These restrictions apply whether or not hands-free*
32 *technology is available.*

33

34 **Non-Incident Operations Driving**

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

36

37 **Mobilization and Demobilization**

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

41

42 **Incident Operations Driving**

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

- 1 • Agency resources assigned to an incident or engaged in initial attack fire
2 response will adhere to the current agency work/rest policy for determining
3 length of duty day.
- 4 • No driver will drive more than 10 hours (behind the wheel) within any duty-
5 day.
- 6 • Multiple drivers in a single vehicle may drive up to the duty-day limitation
7 provided no driver exceeds the individual driving (behind the wheel) time
8 limitation of 10 hours.
- 9 • A driver shall drive only if they have had at least 8 consecutive hours off
10 duty before beginning a shift. Exception to the minimum off-duty hour
11 requirement is allowed when essential to:
 - 12 ○ Accomplish immediate and critical suppression objectives.
 - 13 ○ Address immediate and critical firefighter or public safety issues.
- 14 • As stated in the current agency work/rest policy, documentation of
15 mitigation measures used to reduce fatigue is required for drivers who
16 exceed 16 hour work shifts. This is required regardless of whether the
17 driver was still compliant with the 10 hour individual (behind the wheel)
18 driving time limitations.

19 **Fire Vehicle Operation Standards**

20 Operators of all vehicles must abide by state traffic regulations. Operation of all
21 vehicles will be conducted within the limits specified by the manufacturer.
22 Limitations based on tire maximum speed ratings and GVWR restrictions must
23 be followed. It is the vehicle operator's responsibility to ensure vehicles abide
24 by these and any other limitations specified by agency or state regulations.
25

26 **Management Controls to Mitigate Exposure**

27
28 Management controls, engineering controls, equipment guards, and
29 administrative procedures are the first line of defense against exposing an
30 employee to a hazard. Personal Protective Equipment (PPE) will be used to
31 protect employees against hazards that exist after all management controls are
32 exhausted.
33

34 **Wildland Fire Field Attire**

35
36 Polyester, polypropylene, and nylon materials are not to be worn, because most
37 synthetic fibers melt when exposed to flame or extreme radiant heat. Personnel
38 should wear only undergarments made of 100 percent or the highest possible
39 content of natural fibers, aramid, or other flame-resistant materials.
40

41 **Personal Protective Equipment (PPE)**

42
43 All personnel are required to use Personal Protective Equipment (PPE)
44 appropriate for their duties and/or as identified in JHAs/RAs. Employees must
45 be trained to use safety equipment effectively.
46

1 Flame resistant clothing should be cleaned or replaced whenever soiled,
2 especially when soiled with petroleum products. Flame resistant clothing will
3 be replaced when the fabric is so worn as to reduce the protection capability of
4 the garment or is so faded as to significantly reduce the desired visibility
5 qualities.

6
7 Any modification to Personal Protective Equipment that reduces its protection
8 capability such as iron-on logos, and staggging of pants, is an unacceptable
9 practice and will not be allowed on fires.

10

11 **Required Fireline PPE includes:**

- 12 • Wildland fire boots
- 13 • Fire shelter (M-2002)
- 14 • Hard hat with chinstrap
- 15 • Goggles/safety glasses (as identified by JHAs/RAs)
- 16 • Ear plugs/hearing protection
- 17 • Yellow long-sleeved flame resistant shirt
- 18 • Flame resistant trousers
- 19 • Leather or leather/flame resistant combination gloves. Flight gloves are not
20 approved for fireline use.
- 21 • Additional PPE as identified by local conditions, material safety data sheet
22 (MSDS), or JHA/RA
- 23
- 24 ○ *FS- Shirt, trousers, and gloves used by USFS personnel must meet*
25 *Forest Service specification 5100-91 (shirt), 5100-92 (trousers), 6170-*
26 *5 (gloves), or be certified to the National Fire Protection Association*
27 *(NFPA) 1977, Standard on Protective Clothing and Equipment for*
28 *Wildland Fire Fighting.*

29

30 **Wildland Fire Boot Standard**

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

35

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

39

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

42

43

44

45

1 **Fire Shelters**

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

5
6 Training in inspection and deployment of New Generation Fire Shelters will be
7 provided prior to issuance. Firefighters will inspect their fire shelters at the
8 beginning of each fire season and periodically throughout the year, to ensure
9 they are serviceable.

10
11 Training shelters will be deployed at required Annual Fireline Safety Refresher
12 Training. No live fire exercises for the purpose of fire shelter deployment
13 training will be conducted.

14
15 Fire shelters will be carried in a readily accessible manner by all line personnel.
16 The deployment of shelters will not be used as a tactical tool. Supervisors and
17 firefighters must never rely on fire shelters instead of using well-defined escape
18 routes and safety zones. When deployed on a fire, fire shelters will be left in
19 place if it is safe to do so and not be removed pending approval of authorized
20 investigators. Firefighters must report the shelter deployment incident to their
21 supervisor as soon as possible.

22

23 **Head Protection**

24 Personnel must be equipped with hardhats and wear them at all times while on
25 the fireline. Hardhats must be equipped with a chinstrap, which must be
26 fastened while riding in, or in the vicinity of, helicopters.

27 Acceptable hardhats for fireline use are:

- 28 • “Wildland Firefighter’s Helmet” listed in a current or past edition of the
29 GSA Wildland Fire Equipment Catalog. To view a current catalog, go to
30 www.gsa.gov/fireprogram; or
- 31 • equivalent hardhat meeting the (NFPA) 1977 *Standard on Protective*
32 *Clothing and Equipment for Wildland Fire Fighting* requirements, or
- 33 • equivalent hardhat meeting ANSI Z89.1-2003 Type 1, Class G or ANSI
34 Z89.1-2009 Type 1, Class G.

35

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

1 Eye and Face Protection

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

- 4 • Nozzle operator
- 5 • Chainsaw operator/faller
- 6 • Helibase and ramp personnel
- 7 • Wildland fire chemical mixing personnel
- 8 • Other duties may require eye protection as identified in a specific JHA/RA

9
10 Full face protection in the form of a face shield in compliance with *ANSI Z87.1*
11 shall be worn when working in any position where face protection has been
12 identified as required in the job specific JHA/RA: Batch Mixing for Terra-
13 Torch®, power sharpener operators, etc.

15 Hearing Protection

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

- 18 • Chainsaw operators/fallers.
- 19 • Pump operators.
- 20 • Helibase and aircraft ramp personnel.
- 21 • Wildland fire chemical mixing personnel.

22
23 Other duties may require hearing protection as identified in a specific JHA/RA.
24 Employees may be required to be placed under a hearing conservation program
25 as required by *29 CFR 1910.95*. Consult with local safety & health personnel
26 for specifics regarding unit hearing conservation programs.

28 Neck Protection

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

33
34 Shrouds should be positioned in a manner that allows for immediate use. For
35 additional information see MTDC Tech Tip *Improved Face and Neck Shroud*
36 *for Wildland Firefighters, 2004* (0451-2323-MTDC).

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

39 Leg Protection

40 All chainsaw operators will wear chainsaw chaps meeting the United States
41 Forest Service Specification 6170-4F or 4G. Swampers should wear chaps
42 when the need is demonstrated by a risk analysis considering proximity to the
43 sawyer, slope, fuel type, etc. All previous Forest Service specification chainsaw
44 chaps must be removed from service. Chainsaw chaps shall be maintained in

1 accordance with MTDC Publication, *Inspecting and Repairing Your Chainsaw*
2 *Chaps - User Instructions* (0567-2816-MTDC)
3 <http://www.fs.fed.us/t-d/pubs/htmlpubs/htm05672816/page01.htm>.

5 **Respiratory Protection**

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

10

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

14

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

18

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

- 22 • *FS - FSM – 5130- Self-Contained Breathing Apparatus - Wildland*
23 *firefighters may use only SCBA which are compliant with NFPA 1981,*
24 *Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for*
25 *Emergency Services. SCBA may only be used when contaminants from*
26 *vehicle, dump, structure, or other non-wildland fuel fire cannot be avoided*
27 *while meeting wildland fire suppression objectives (29 CFR 1910.134,*
28 *Respiratory Protection). If such an apparatus is not available, avoid*
29 *exposure to smoke from these sources. The acquisition, training, proper*
30 *use, employee health surveillance programs, inspection, storage, and*
31 *maintenance of respiratory protection equipment must comply with*
32 *applicable National Fire Protection Association standards and 29 CFR*
33 *1910.134, and be justified by a Job Hazard Analysis. Where the acquisition*
34 *and use of an SCBA is approved, it may be carried only on a fire engine and*
35 *its use must be consistent with FSM 5130.*

36

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

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

42

43 A JHA/Risk Assessment must be completed and reviewed by the Unit Safety
44 Officer and the supervisor's approval is required. Items must meet agency and
45 industry standards for specific intended use. Cold weather flame resistant
46 outerwear shall be in compliance with NFPA 1977, *Standard on Protective*

1 *Clothing and Equipment for Wildland Fire Fighting.* All cold weather inner
2 wear should be composed of 100% or the highest possible content of natural
3 fibers (cotton, wool or silk) or other flame resistant material such as aramid.

4 5 **High Visibility Vests**

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

8
9 Employees must wear high visibility safety apparel that meets ANSI/ISEA 107-
10 2004, Class 2 or 3, or ANSI/ISEA 207-2006.

11
12 Exceptions:

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

- 14 • There is a reasonable chance that the employee may be exposed to flames,
15 high heat, or hazardous materials.
- 16 • The high visibility garment hinders an employee's ability to do their job
17 because it prevents necessary motion or because it limits access to
18 necessary equipment such as radios or fire shelters.

19
20 Additional information is available in the Missoula Technology and
21 Development Center (MTDC) report, *High-Visibility Garments and Worker*
22 *Safety on Roadways* (1251-2818P-MTDC).

23 <http://fsweb.mtdc.wo.fs.fed.us/pubs/htmlpubs/html12512818>

24 25 **Fireline Safety**

26 27 **Incident Briefings**

28 Fire managers must ensure that safety briefings are occurring throughout the fire
29 organization, and that safety factors are addressed through the IC or their
30 designee and communicated to all incident personnel at operational briefings.

31 The identification and location of escape routes and safety zones must be
32 stressed. A briefing checklist can be found in the *Incident Response Pocket*
33 *Guide (IRPG)*.

34 35 **LCES - A System for Operational Safety**

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

- 38 • L - Lookout(s)
- 39 • C - Communication(s)
- 40 • E - Escape Route(s)
- 41 • S - Safety Zone(s)

42 43 **Right to Refuse Risk**

44 Every individual has the right to turn down unsafe assignments. When an
45 individual feels an assignment is unsafe, they also have the obligation to

1 identify, to the degree possible, safety alternatives for completing that
2 assignment. The IRPG contains a process for properly refusing risk.

3

4 **Smoke and Carbon Monoxide**

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

10

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

17

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

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

- 26 • Documented risk assessment
- 27 • Trigger points
- 28 • Egress routes
- 29 • Transportation for all personnel
- 30 • Accountability for all personnel
- 31 • Those individuals not meeting 310-1 qualifications will be considered
32 escorted visitors as addressed elsewhere in this chapter.
 - 33 ○ *FS- At a minimum, plans shall also include:*
 - 34 ■ *ICP protection strategy referenced in the IAP.*
 - 35 ■ *Live-ability considerations including air quality, functionality of*
36 *location and facilities, and safety factors for post burn conditions.*

37

38 **Standard Safety Flagging**

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

- 41 • Hot-pink flagging marked “Escape Route” (NFES 0566). Crews with
42 colorblind members may wish to carry and utilize fluorescent chartreuse
43 flagging (NFES #2396).

- 1 • Hazards. Yellow with black diagonal stripes, 1 inch wide (NFES 0267). If
2 the above recommendation is not utilized on an incident, the incident will
3 need to identify the selected color and make it known to all firefighters.
4

5 **Emergency Medical Planning and Services**

6
7 To provide for quick and effective response, all units (including dispatch
8 centers) will develop and implement plans that specify emergency procedures,
9 actions, and roles/responsibilities to ensure injured personnel are provided
10 prompt and effective medical care and evacuation.

11 **Incident Medical Emergency Management Planning**

12 In 2010, NWCG approved the standardized incident emergency protocol
13 developed by the Dutch Creek Serious Accident Task Team, and issued
14 direction that these emergency medical procedures be adopted by all IMT's
15 during daily operations.
16

17 Although some of the procedures are specific to larger Type 1 and Type 2
18 incidents when key unit leader positions are filled, these same procedures and
19 protocols can be adapted for local unit use when managing Type 5, 4, and 3
20 incidents as well as during normal field operations. Local unit emergency
21 medical plans must take into account all types and management levels of
22 incidents.
23

24
25 To achieve successful medical response, Agency Administrators will ensure that
26 their units have completed the following items prior to each field season:

- 27 • A Medical Emergency Plan that identifies medical evacuation options,
28 local/county/state/federal resource capabilities, capacities, ordering
29 procedures, cooperative agreements, role of dispatch centers, and key
30 contacts or liaisons;
31 • Standardized incident and communication center protocols identified in the
32 Medical Incident Report section of the IRPG:
33 • For incidents that require the preparation of an IAP, Form ICS-206-WF will
34 be used. This form is available at:
35 <http://www.nwcg.gov/pms/forms/ics.htm>
36

37 For more information, refer to NWCG M-14-01 at
38 <http://www.nwcg.gov/general/memos/m-14-01.html>
39

40 **Air Ambulance Coordination**

41 Unit and state/regional level fire program managers should ensure that
42 procedures, processes, and/or agreements for use of local and regional air
43 ambulance services are stated in writing and effectively coordinated between the
44 fire programs, the dispatch/logistics centers, and the service providers. These
45 procedures, processes, and/or agreements should address contact frequencies,

1 coordinate format requirements, and capabilities/limitations of the air ambulance
2 (i.e. night flying, unimproved helispots, weather restrictions).

3

4 **Incident Emergency Medical Services**

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

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

13

14 Incidents that have established Medical Units shall follow the direction as
15 outlined in *Interim NWCG Minimum Standards for Medical Units Managed By*
16 *NWCG Member Agencies* at:

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

19

20 NWCG has published *Clinical Treatment Guidelines for Wildland Fire Medical*
21 *Units (PMS 551)*. These guidelines establish a national approach for medical
22 care during large incidents that expand the typical emergency management
23 services (EMS) scope of practice to include the mission of managing and
24 maintaining the health and wellness of wildland fire personnel. These
25 guidelines are available at:

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

27

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

32

33 **Required Treatment for Burn Injuries**

34

35 The following standards will be used when any firefighter sustains burn injuries,
36 regardless of agency jurisdiction.

37

38 After on-site medical response, initial medical stabilization, and evaluation are
39 completed, the Agency Administrator or designee having jurisdiction for the
40 incident and/or firefighter representative (e.g. Crew Boss, Medical Unit Leader,
41 Compensations for Injury Specialist, etc.) should coordinate with the attending
42 physician to ensure that a firefighter whose injuries meet any of the following
43 burn injury criteria is immediately referred to the nearest regional burn center.
44 It is imperative that action is expeditious, as burn injuries are often difficult to
45 evaluate and may take 72 hours to manifest themselves. These criteria are based

1 upon American Burn Association criteria as warranting immediate referral to an
2 accredited burn center.

3
4 The decision to refer the firefighter to a regional burn center is made directly by
5 the attending physician or may be requested of the physician by the Agency
6 Administrator or designee having jurisdiction and/or firefighter representative.

7
8 The Agency Administrator or designee for the incident will coordinate with the
9 employee's home unit to identify a workers compensation liaison to assist the
10 injured employee with workers compensation claims and procedures.

11 Workers compensation benefits may be denied in the event that the attending
12 physician does not agree to refer the firefighter to a regional burn center.

13
14 During these rare events, close consultation must occur between the attending
15 physician, the firefighter, the Agency Administrator or designee and/or
16 firefighter representative, and the firefighter's physician to assure that the best
17 possible care for the burn injuries is provided.

18

19 **Burn Injury Criteria**

- 20 ● Partial thickness burns (second degree) involving greater than 5% Total
21 Body Surface Area (TBSA).
- 22 ● Burns (second degree) involving the face, hands, feet, genitalia, perineum,
23 or major joints.
- 24 ● Third-degree burns of any size are present.
- 25 ● Electrical burns, including lightning injury are present.
- 26 ● Inhalation injury is suspected.
- 27 ● Burns are accompanied by traumatic injury (such as fractures).
- 28 ● Individuals are unable to immediately return to full duty.
- 29 ● When there is any doubt as to the severity of the burn injury, the
30 recommended action should be to facilitate the immediate referral and
31 transport of the firefighter to the nearest burn center.

32

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

35

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

38

39 **Explosives, Munitions, and Unexploded Ordinance**

40

41 When encountering explosives, munitions, unexploded ordinance (UXO), or
42 suspected UXO, never pick up, handle, uncover, or touch suspected explosives
43 or military munitions. Retreat and secure the area from entry. Immediately
44 notify the local dispatch office, and gather as much information as possible from
45 a safe distance.

- 1 Gather the following information and provide it to the dispatch center:
- 2 • Location of the explosive/munitions using a map, GPS coordinates, or
 - 3 landmarks (use of a GPS receiver is acceptable because it is a receive-only
 - 4 device).
 - 5 • Picture of the explosive if it can be obtained from a safe distance.
 - 6 • Who discovered the explosive/munitions and how they can be contacted.
 - 7 • Condition of the explosive/munitions (e.g., buried, partially exposed, fully
 - 8 exposed, deteriorated, or punctured).
 - 9 • Number and type of explosive/munitions visible (e.g., blasting caps,
 - 10 dynamite, bomb, grenade, etc.).
 - 11 • Estimated size of explosive/munitions (e.g., length and diameter).
 - 12 • Distinctive features of explosive/munitions (e.g., shape, color, markings).
 - 13 • Nearby structures, if any (so inhabitants can be contacted and evacuated if
 - 14 necessary).
 - 15 • Public access to the vicinity (i.e., open or closed to motor vehicles).
 - 16
 - 17 Never spend more time near munitions, suspected explosives, or UXO than is
 - 18 absolutely necessary. Only collect the above information as long as it is safe to
 - 19 do so from a distance. Never compromise safety to collect information.
 - 20

21 **Notifications**

22 Local dispatch centers are responsible for notifying:

- 23 • Agency law enforcement;
- 24 • Unit safety officer;
- 25 • Agency Administrator; and
- 26 • Local law enforcement.
- 27

28 **Discovery of Explosives/Munitions/UXO Associated with Former Defense** 29 **Sites**

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

34
35 Local law enforcement is responsible for contacting the appropriate military
36 authority. If the responsible military unit is unknown, then local law
37 enforcement should contact the U.S. Army Forces Command (FORSCOM),
38 52nd Ordnance Group (EOD), at its 24-hour emergency response number, (931)
39 431-3824.

40
41 For additional UXO safety information, see the current IRPG.

42
43
44
45

1 **Industrial and Naturally Occurring Hazardous Materials Exposure**

2
3 Firefighters can potentially be exposed to hazards in the wildland fire
4 environment. Encountered hazards can be both human and environmentally
5 borne.

6
7 This section provides information and mitigations for most commonly
8 encountered industrial and naturally occurring potential exposures. Recognizing
9 there may be unique/area specific hazardous exposures (e.g., fungus causing
10 valley fever, erionite, coal seams), the following standards apply to all hazards:

- 11 • Identifying unit-specific environmental hazards;
- 12 • Develop Risk Assessments/Job Hazard Analyses (RA/JHAs) for those
13 hazards;
- 14 • Develop and provide specific training and standard operating procedures
15 (SOPs);
- 16 • Provide briefings/training for those who may be exposed;
- 17 • If exposure is suspected, immediately disengage and leave the area; and
- 18 • Seek immediate medical attention if exposure symptoms occur.

19 20 **Hazardous Materials Response**

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

33 34 **Dump and Spill Sites**

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

- 40 • Follow the procedures in the IRPG;
- 41 • Treat each site as if it contains harmful materials;
- 42 • Do not handle, move, or open any container, breathe vapors, or make
43 contact with the material;
- 44 • Move a safe distance upwind from the site;

- 1 • Contact appropriate personnel. Generally, this is the Hazardous Materials
2 Coordinator for the local office; and
- 3 • Firefighters need to immediately report hydrogen sulfide (H₂S) or potential
4 exposure and seek immediate medical care.
- 5 • *BLM/FWS/NPS - Agencies require that all field personnel complete First
6 Responder Awareness training. Firefighters are required to take an annual
7 refresher for Hazardous Material protocol.*

8
9 The following general safety rules shall be observed when working with
10 chemicals:

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

22 23 **Wildland Fires In or Near Oil/Gas Operations**

24 For units with oil and gas operations within their jurisdiction, the following are
25 the minimum standard operating procedures to help ensure the health and safety
26 of wildland firefighters:

- 27 • Firefighters shall receive annual oil and gas hazard recognition and
28 mitigation training;
- 29 • Local unit shall complete a JHA/RA for wildland fire activities in oil and
30 gas areas and provide a copy with a briefing to all local and incoming
31 resources;
- 32 • Establish Response Protocols and proper decontamination procedures to
33 minimize exposure to additional employees, equipment, and facilities.
34 Protocols will include notification procedures to respective oil and gas
35 company(s);
- 36 • Ensure oil and gas resource advisors are consulted;
- 37 • Ensure that at least one member of each squad or engine crew is
38 knowledgeable in the use and data interpretation of the H₂S gas monitor.
39 Training on the device will include at a minimum:
 - 40 ○ Equipment charging and maintenance of sensors;
 - 41 ○ Startup, zeroing, calibration, and bump testing procedures as
42 recommended by the manufacturer; and
 - 43 ○ How the monitor elicits a warning alarm (visual, auditory, vibration).
- 44 • Understand Peak Reading, Short Term Exposure Limits (STEL), and Time
45 Weighted Averages;

- 1 ○ Understand how to set the monitors alarm threshold.
- 2 ● The monitor’s alarm shall be set at the current American Conference on
3 Governmental Industrial Hygienists (ACGIH) Threshold Limit Value (10
4 PPM 2008) and STEL (15 PPM 2008);
- 5 ● If H₂S gas is encountered, immediately disengage and leave area; and
- 6 ● Do not establish incident base camps or staging areas in or near oil and gas
7 operations.
- 8
- 9 The following websites provide additional information and training resources:
- 10 ● <http://www.nifc.gov/video/HazMat.wmv>
- 11 ● <http://iirdb.wildfirelessons.net/main/Reviews.aspx>
- 12 ● www.nfpa.org/assets/files/pdf/Sup10.pdf
- 13 ● A template for briefing Incident Management Teams is available in the
14 “Additional Resources” section of the NIFC Safety website at
15 www.nifc.gov

16

17 **Wildland Fires In or Near Radioactive Locations**

18 Abandoned uranium mines and other potential radioactive sites exist in many
19 areas of public lands. When these areas are identified, local management should
20 provide information and direction on operations to be used. General knowledge
21 and understanding of potential radiation exposure is necessary for wildland fire
22 program management to make valid risk management decisions in these areas.
23 The following websites provide this information and general guidelines:

- 24 ● http://www.nifc.gov/policies/red_book/doc/RadiationDocument.pdf
- 25 ● http://www.nifc.gov/policies/red_book/doc/RadiationGuidance.pdf

26

27 **Hazardous Water Sources**

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

36

37 Fire personnel should evaluate water sources to ensure they do not contain
38 potentially hazardous materials. If unsure of the contents of a water source,
39 personnel should not utilize the water source until its contents can be verified.
40 Dispatch centers, Resource Advisors, or on-scene personnel can assist with
41 verification of safe water sources. Information about known hazardous water
42 sources should be included in operational briefings.

43

44

45

1 Hydrogen Cyanide (HCN) Exposure

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

7
8 Symptoms of HCN poisoning include bitter almond odor on breath, burning
9 taste in mouth, stiffness of lower jaw, feeling of numbness or constriction in
10 throat, weakness, and headache.

11
12 Follow hazardous materials protocols contained in the IRPG to mitigate
13 exposure to HCN. If personnel may have been exposed to HCN, immediate
14 referral to a health care facility capable of toxicology testing and treatment of
15 HCN exposure is required.

17 Safety for Personnel Visiting Fires

18
19 A wide variety of personnel such as Agency Administrators, other agency
20 personnel, dignitaries, members of the news media, etc., may visit incidents.
21 The following standards apply to all visitors.

23 Visits to Incident Base Camps or Non-Fireline Field Locations

24 Recommended field attire includes:

- 25 • Lace-up, closed toe shoes/boots with traction soles and ankle support.
- 26 • Trousers.
- 27 • Long-sleeve shirt.
- 28 • For agency personnel, the field uniform is appropriate.

30 Fireline Logistical Support

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

- 34 • Complete fire shelter training
- 35 • Required Fireline PPE as referenced in the Personal Protective Equipment
36 section of this chapter.
- 37 • Receive an incident briefing
- 38 • Ensure adequate communications are established
- 39 • Other requirements (if any) established by the Incident Commander
- 40 • A Work Capacity Test (WCT) is not required unless required for a specific
41 position defined in the PMS 310-1.

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1 Minimum Requirements for Visits to the Fireline/RX Burns

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

- 5 • Visits to the fireline must have the approval of the IC/Burn Boss.
- 6 • Visitors must maintain communications with the DIVS or appropriate
7 fireline supervisor of the area they are visiting.
- 8 • Required Fireline PPE as referenced in the Personal Protective Equipment
9 section of this chapter.
- 10 • Required field attire:
 - 11 ○ Undergarments made of 100 percent or the highest possible content of
12 natural fibers or flame-resistant materials.
- 13 • Required equipment/supplies:
 - 14 ○ Hand tool.
 - 15 ○ Water canteen.

16
17 Visitors to the Fireline/RX Burns may be “Non-Escorted” or “Escorted”
18 depending on the following requirements:

19 Non-Escorted Visits

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

- 22 • Must have adequate communications and radio training.
- 23 • Completed the following training:
 - 24 ○ Introduction to Fire Behavior (S-190).
 - 25 ○ Firefighter Training (S-130).
 - 26 ○ Annual Fireline Safety Refresher Training, including fire shelter
27 training.
- 28 • Deviation from these requirements must be approved by the IC or Burn
29 Boss.

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

32 Escorted Visits

33 All visitors lacking the above training and physical requirements must be
34 escorted while on the fireline.

- 35 • Visitors must receive training in the proper use of Fireline PPE.
- 36 • Requirement for hand tool and water to be determined by escort.
- 37 • Visitors must be able to walk in mountainous terrain and be in good
38 physical condition with no known limiting conditions.
- 39 • Escorts must be minimally qualified as Single Resource Boss.
- 40 • Deviation from these requirements must be approved by the IC or Burn
41 Boss.

42
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1 Helicopter Observation Flights

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

- 5 • Required PPE:
 - 6 ○ Flight helmet
 - 7 ○ Leather boots
 - 8 ○ Flame-resistant clothing
 - 9 ○ All leather or leather and aramid gloves

10

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

13

14 Fixed-Wing Observation Flights

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

18

19 Six Minutes for Safety Training

20

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

26

27 SAFENET

28

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

34 The objectives of the form and process are:

- 35 • To provide immediate reporting and correction of unsafe situations or close
36 calls in wildland fire.
- 37 • To provide a means of sharing safety information throughout the fire
38 community.
- 39 • To provide long-term data that will assist in identifying trends.
- 40 • Primarily intended for wildfire and prescribed fire situations, however,
41 SAFENET can be used for training and all hazard events.

42

43 Individuals who observe or who are involved in an unsafe situation shall initiate
44 corrective actions if possible, and then report the occurrence using SAFENET.

45 You are encouraged, but not required, to put your name on the report.

- 1 Prompt replies to the originator (if name provided), timely action to correct the
2 problem, and discussion of filed SAFENETs at local level meetings encourage
3 program participation and active reporting.
4
- 5 SAFENET is not the only way to correct a safety-related concern and it does not
6 replace accident reporting or any other valid agency reporting method. It is an
7 efficient way to report a safety concern. It is also a way for front line
8 firefighters to be involved in the daily job of being safe and keeping others safe,
9 by documenting and helping to resolve safety issues. SAFENETs may be filed:
- 10 • Electronically at <http://safenet.nifc.gov>;
 - 11 • Verbally by telephone at 1-888-670-3938; or
 - 12 • By SAFENET Field Card
- 13
- 14 The SAFENET Field Card can be used by wildland fire personnel to
15 immediately identify and report unsafe situations or close calls that should
16 receive immediate resolution/mitigation. If the situation cannot be resolved at
17 the local/incident level, the reporting individual is encouraged to follow the
18 formal SAFENET submission process stated above. SAFENET Field Cards are
19 available at: <http://safenet.nifc.gov>
20

21 **Accident/Injury Reporting**

- 22
- 23 The Occupational Safety and Health Administration (OSHA) mandates that all
24 accidents and injuries be reported in a timely manner. This is important for the
25 following reasons:
- 26 • To protect and compensate employees for incidents that occur on-the-job.
 - 27 • To assist supervisors and safety managers in taking corrective actions and
28 establish safer work procedures.
 - 29 • To determine if administrative controls or Personal Protective Equipment
30 are needed to prevent a future incident of the same or similar type.
 - 31 • To provide a means for trend analysis.
- 32

33 **Agency Reporting Requirements**

- 34 Employees are required to immediately report to their supervisor every job-
35 related accident. Managers and supervisors shall ensure that an appropriate
36 level of investigation is conducted for each accident and record all personal
37 injuries and property damage. Coordinate with your human resources office or
38 administrative personnel to complete appropriate Office of Worker's
39 Compensation (OWCP) forms. Reporting is the responsibility of the injured
40 employee's home unit regardless of where the accident or injury occurred.
- 41 • *BLM/FWS/NPS- employees will report accidents using the Safety
42 Management Information System (SMIS) at <https://www.smis.doi.gov/>.
43 Supervisors shall complete SMIS report within six working days after the
44 accident/injury.*

- 1 • **FS-** employees will use the Safety and Health Information Portal System
2 (SHIPS) through the Forest Service Dashboard at
3 http://fsweb.asc.fs.fed.us/HRM/owcp/WorkersComp_index.php
4

5 **OSHA Reporting Requirements**

6 For accidents/injuries meeting the Serious Accident criteria (found in chapter
7 18), OSHA must be notified within 8 hours.

8
9 For other work-related accidents/injuries requiring in-patient hospitalizations,
10 amputations, or loss of an eye, OSHA must be notified within 24 hours. In-
11 patient hospitalization is defined as formal admission to the in-patient service of
12 a hospital or clinic for care or treatment (does not include admission for
13 observation or diagnostic testing only).

14
15 Supervisors will coordinate with the unit safety manager where the
16 accident/injury occurred to ensure notifications are made to the appropriate
17 OSHA regional office.

18
19 OSHA reporting information is available at:
20 <https://www.osha.gov/recordkeeping2014/index.html>
21

22 **Critical Incident Management**

23
24 The NWCG has published the *Agency Administrator's Guide to Critical*
25 *Incident Management* (PMS 926). This guide is designed as a working tool to
26 assist Agency Administrators with the chronological steps in managing a critical
27 incident. This document includes a series of checklists, which outline Agency
28 Administrator's and other functional area's oversight and responsibilities. The
29 guide is not intended to replace local emergency plans or other specific guidance
30 that may be available, but should be used in conjunction with existing agency
31 policy, line of duty death (LODD) handbooks, or other critical incident
32 guidance. Local units should complete the guide or equivalent, and review and
33 update at least annually.
34

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

36
37 A critical incident may be defined as a fatality or other event that can have
38 serious long term affects on the agency, its employees and their families or the
39 community. Such an event may warrant stress management assistance. The
40 local Agency Administrator may choose to provide CISM for personnel that
41 have been exposed to a traumatic event.
42

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

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Chapter 08 Interagency Coordination & Cooperation

Introduction

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

National Wildland Fire Cooperative Agreements

USDOJ and USDA Interagency Agreement for Fire Management

The objectives of the *Interagency Agreement for Fire Management Between the Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National Park Service (NPS), Fish and Wildlife Service (FWS) of the United States Department of the Interior (DOI) and the Forest Service (FS) of the United States Department of Agriculture* are:

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

DOI, USDA, and DOD Interagency Agreement

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

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

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

1 National Wildland Fire Management Structure

2

3 Wildland Fire Leadership Council (WFLC)

4 The WFLC is a cooperative, interagency body dedicated to achieving consistent
5 implementation of the goals, actions, and policies in the National Fire Plan and
6 the Federal Wildland Fire Management Policy. The WFLC provides a forum
7 for high-level dialogues between federal and non-federal entities to set strategic
8 direction for national fire management.

9

10 The Council consists of the Department of Agriculture's Undersecretary for
11 Natural Resources and Environment, the Deputy Undersecretary for Natural
12 Resources and Environment, and the Chief of the U.S. Forest Service; the
13 Department of the Interior's (DOI) Assistant Secretary for Policy, Management
14 and Budget, the Directors of the National Park Service, Bureau of Indian
15 Affairs, Bureau of Land Management, Fish and Wildlife Service, and U.S.
16 Geological Survey; the Department of Homeland Security's U.S. Fire
17 Administration Administrator; the President of the Intertribal Timber Council;
18 two state governors selected from the National Governors Association; a county
19 commissioner serving as a member of the National Association of Counties; a
20 mayor serving as a member of the National League of Cities; a State Forester
21 serving at the request of a senior state elected official; and a fire chief serving at
22 the request of a senior local government elected official.

23

24 The Council is coordinated by the Department of Agriculture's Deputy
25 Undersecretary for Natural Resources and Environment and DOI's Assistant
26 Secretary for Policy, Management and Budget.

27

28 Wildland Fire Executive Council (WFEC)

29 The WFEC is an advisory council that provides recommendations on national
30 wildland fire management to the secretaries of Agriculture and Interior through
31 WFLC. Members include the Director, USDA FS Fire & Aviation
32 Management; the Director, DOI Office of Wildland Fire; the Deputy
33 Administrator, DHS U. S. Fire Administration; an NWCG Executive Board
34 representative; a National League of Cities representative; an Intertribal Timber
35 Council representative; a Fire Committee representative from the National
36 Association of State Foresters; a National Association of Counties
37 representative; an International Association of Fire Chiefs representative, and a
38 National Governors Association representative.

39

40 Federal Fire Policy Council (FFPC)

41 The FFPC provides a common national federal agency approach to wildland fire
42 management. FFPC ensures that wildland fire management policies, programs,
43 activities, and budgets are coordinated and consistent among and between the
44 member agencies and strives for coordinated and consistent policies and
45 programs with non-federal partner and cooperator agencies. FFPC sets strategic
46 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

4 The FFPC is accountable and has the authority to:

- 5 • Set the vision and provide leadership for the federal wildland fire program
- 6 • Set national federal strategic wildland fire program goals and priorities
- 7 • Establish the Fire Executive Council

8

9 The FFPC is responsible to:

- 10 • Provide coordinated federal wildland fire management policy direction
- 11 • Resolve policy and program management inconsistencies
- 12 • Set strategic budget priorities for wildland fire management
- 13 • Coordinate and communicate with non-federal entities

14

15 The FFPC is composed of the USDA Deputy Under Secretary for National
16 Resources and Environment; the Chief of the Forest Service and the Deputy
17 Chief of State and Private Forestry; and for DOI the Assistant Secretaries for
18 Policy, Management and Budget, Fish and Wildlife and Parks, Indian Affairs,
19 Land and Minerals Management, and Water and Science; the Bureau Directors
20 of the Bureau of Indian Affairs, the Bureau of Land Management, the Fish and
21 Wildlife Service, the National Park Service, and the US Geological Survey; the
22 Deputy Assistant Secretary – Law Enforcement, Security & Emergency
23 Management; the Assistant Administrator of DHS-US Fire Administration; and
24 the Environmental Protection Agency representative.

25

26 **Fire Executive Council (FEC)**

27 The FEC provides a common, integrated, and coordinated federal agency
28 approach to wildland fire policy, leadership, budget, and program oversight.
29 Within the broad strategic direction and vision set by the FFPC, the FEC ensures
30 that the wildland fire management policies, programs, activities, and budgets are
31 coordinated and consistent among and between the member agencies. FEC sets
32 policy and program direction for federal wildland fire program implementation,
33 provides coordinated recommendations to the FFPC, and resolves
34 inconsistencies among and between federal wildland fire programs. FEC
35 ensures policy and program coordination and integration with non-fire
36 management programs and activities as well as non-federal partners and
37 cooperators.

38

39 The FEC is accountable and has the authority to:

- 40 • Establish strategic federal fire program budget direction and priorities
- 41 • Ensure coordinated federal policy development
- 42 • Develop federal business requirements and priorities

43

44

45

- 1 The FEC is responsible and has the authority to:
- 2 • Provide coordinated federal interagency executive level wildland fire policy
 - 3 leadership, direction, and program oversight
 - 4 • Provide coordinated recommendations and advice to the FFPC
 - 5 • Provide wildland fire policy and program direction to the Fire Management
 - 6 Board (FMB)
 - 7 • Provide strategic policy and program integration with resource
 - 8 management, aviation, and other related program areas
 - 9 • Coordinate and communicate with other non-federal entities
 - 10 • Set strategic budget direction and recommendations
 - 11 • Establish strategic direction and requirements for wildland fire information
 - 12 and technology, wildland fire administrative/business support, scientific and
 - 13 research support, and other program areas
 - 14 • Approve wildland fire policy, as appropriate
 - 15 • Resolve policy and program management inconsistencies and differences
 - 16 • Oversee compliance with policy, budget, and program direction
 - 17 • Charter the Fire Management Board
 - 18 • Charter the National Wildfire Coordinating Group (NWCG) along with the
 - 19 Intertribal Timber Council and the National Association of State Foresters

20
21 The FEC is composed of the Director and Deputy Directors, USFS Fire and
22 Aviation Management (USDA); the Director, Office of Wildland Fire, Director,
23 Office of Aviation Services, Fire Executives from BLM, NPS, BIA, and
24 USFWS (DOI); and the US Fire Administration Chief, Emergency Support
25 Branch, National Fire Programs (USDHS-FEMA).

26

27 **Fire Management Board (FMB)**

28 The FMB provides a mechanism for coordinated and integrated federal wildland
29 fire program management and implementation. The FMB, taking strategic
30 policy and program direction from the FEC, directs, coordinates and oversees
31 the development and implementation of federal wildland fire policy and
32 programs to provide consistent and cost-effective program management.

33

34 The FMB is accountable and has the authority to:

- 35 • Coordinate federal program management and oversight

36

37 The FMB is responsible for and has the authority to:

- 38 • Provide common, integrated implementation strategies, approaches,
- 39 programs, and oversight for implementing federal wildland fire policies
- 40 • Provide federal wildland fire program strategy, policy, budget and program
- 41 recommendations to the FEC
- 42 • Provide recommendations on information and technology requirements,
- 43 priorities, and investments to the Wildland Fire Information and
- 44 Technology Executive Board

- 1 • Provide recommendations on science and research requirements and
- 2 priorities necessary to support wildland fire program management activities
- 3 • Identify requirements and recommend priorities for standards necessary to
- 4 ensure interoperability of intergovernmental wildland fire activities and
- 5 operations
- 6 • Consult with our non-federal partners
- 7 • Develop recommendations for interagency wildland fire
- 8 administrative/business support needs

9
10 The FMB is composed of the USFS Fire and Aviation Management Assistant
11 Directors (USDA); the Deputy Director, Office of Wildland Fire, the Deputy
12 Director, Office of Aviation Services, the Fire Directors for BIA, BLM,
13 USFWS, and NPS (DOI); and the Wildfire Program Manager, US Fire
14 Administration (USDHS-FEMA).

15 16 **National Wildfire Coordinating Group (NWCG)**

17 The NWCG is made up of the USFS, BIA, BLM, FWS, and NPS; Intertribal
18 Timber Council; U.S. Fire Administration (USFA); state forestry agencies
19 through the National Association of State Foresters (NASF); and the
20 International Association of Fire Chiefs. The mission of the NWCG is to
21 provide leadership in establishing, maintaining, and communicating consistent
22 interagency standards, guidelines, and qualifications for wildland fire
23 management. Its goal is to provide more effective execution of each agency's
24 fire management program. The group provides a formalized system to agree
25 upon standards of training, equipment, qualifications, and other operational
26 functions.

27 28 **Interior Fire Executive Council (IFEC)**

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

35
36 The IFEC is composed of the Director, Office of Wildland Fire (OWF) and the
37 four DOI fire directors and their respective senior executives, as well as the
38 Director, Aviation Management Directorate and a representative from USGS.

39 40 **Office of Wildland Fire (OWF)**

41 The OWF is a Department of the Interior organization responsible for managing
42 and overseeing all wildland fire management activities executed by the bureaus.
43 OWF coordinates the Department's wildland fire programs within the
44 Department and with other federal and non-federal partners, to establish legally
45 and scientifically based Department-wide policies and budgets, and to provide
46 strategic leadership and oversight, that result in safe, comprehensive, cohesive,

1 efficient, and effective wildland fire programs for the nation consistent with the
2 bureaus' statutory authorities and constraints.

3

4 OWF has three functional areas:

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

21

22 **Multi-Agency Management and Coordination**

23

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

25 National multi-agency coordination is overseen by the NMAC Group, which
26 consists of one representative each from the following agencies: BLM, FWS,
27 NPS, BIA, FS, NASF, and the USFA, who have been delegated authority by
28 their respective agency directors to manage wildland fire operations on a
29 national scale when fire management resource shortages are probable. The
30 delegated authorities include:

- 31 • Provide oversight of general business practices between the NMAC group
32 and the Geographic Area Multi-Agency Coordination groups.
- 33 • Establish priorities among geographic areas.
- 34 • Activate and maintain a ready reserve of national resources for assignment
35 directly by NMAC as needed.
- 36 • Implement decisions of the NMAC.

37

38 The NMAC Operating Plan, NMAC Correspondence, and other resources and
39 references are located at:

40 <http://www.nifc.gov/nicc/administrative/nmac/index.html>

41

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

43 Geographic area multi-agency coordination is overseen by GMAC Groups,
44 which are comprised of geographic area (State, Region) lead administrators or
45 fire managers from agencies that have jurisdictional or support responsibilities,

- 1 or that may be significantly impacted by resource commitments. GMAC
2 responsibilities include:
- 3 • Establish priorities for the geographic area.
 - 4 • Acquire, allocate, and reallocate resources.
 - 5 • Provide NMAC with National Ready Reserve (NRR) resources as required.
 - 6 • Issue coordinated and collective situation status reports.

8 **National Dispatch/Coordination System**

9
10 The wildland fire dispatch system in the United States has three levels (tiers):

- 11 • National
- 12 • Geographic
- 13 • Local

14
15 Logistical dispatch operations occur at all three levels, while initial attack
16 dispatch operations occur primarily at the local level.

17 18 **National Interagency Coordination Center (NICC)**

19 The NICC is located at NIFC, Boise, Idaho. The principal mission of the NICC
20 is the cost-effective and timely coordination of land management agency
21 emergency response for wildland fire at the national level. This is accomplished
22 through planning, situation monitoring, and expediting resource orders between
23 the BIA Areas, BLM States, National Association of State Foresters, FWS
24 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,
25 and other cooperating agencies.

26
27 The NICC supports non-fire emergencies when tasked by an appropriate agency,
28 such as FEMA, through the National Response Framework. The NICC collects
29 and consolidates information from the GACCs and disseminates the *National*
30 *Incident Management Situation Report* through the NICC website at
31 <http://www.nifc.gov/nicc/sitreprt.pdf>.

32 33 **Geographic Area Coordination Centers (GACCs)**

34 There are 10 GACCs, each of which serves 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.

39
40 The principal mission of each GACC is to provide the cost-effective and timely
41 coordination of emergency response for all incidents within the specified
42 geographic area. GACCs are also responsible for determining needs,
43 coordinating priorities, and facilitating the mobilization of resources from their
44 areas to other geographic areas.

1 Local Dispatch Centers

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

8

9 Local and Geographic Area Drawdown

10

11 Drawdown is the predetermined number and type of suppression resources that
12 are required to maintain viable initial attack (IA) capability at either the local or
13 geographic area. Drawdown resources are considered unavailable outside the
14 local or geographic area for which they have been identified. Drawdown is
15 intended to:

- 16 • Ensure adequate fire suppression capability for local and/or geographic area
17 managers.
 - 18 • Enable sound planning and preparedness at all management levels.
- 19 Although drawdown resources are considered unavailable outside the local or
20 geographic area for which they have been identified, they may still be
21 reallocated by the Geographic Area or National MAC to meet higher priority
22 obligations. Refer to Chapter 19 for guidance on establishment of drawdown
23 levels.

24

25 National Ready Reserve (NRR)

26

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

32

33 Interagency Incident Business Management Handbook

34

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

40

41 Since consistent application of interagency policies and guidelines is essential,
42 procedures in the IIBMH will be followed. Agency manuals provide a bridge
43 between manual sections and the IIBMH so that continuity of agency manual
44 systems is maintained and all additions, changes, and supplements are filed in a
45 uniform manner.

46

- 1 • *DOI- The Department of the Interior All Hazards-Supplement to the*
2 *Interagency Incident Business Management Handbook establishes business*
3 *management guidelines for the Department of the Interior's (DOI's)*
4 *all-hazards incidents. The DOI Supplement is available at:*
5 *<http://www.doi.gov/emergency/emergency-policy.cfm>*
6 • *BLM - The IIBMH replaces BLM Manual Section 1111.*
7 • *FWS - Refer to Service Manual 621 FW 1 Wildland Fire Management.*
8 • *NPS - Refer to RM-18.*
9 • *FS - Refer to FSH 5109.34.*

Standards for Cooperative Agreements

Agreement Policy

14 Agreements will be comprised of two components: the actual agreement and an
15 operations plan. The agreement will outline the authority and general
16 responsibilities of each party and the operations plan will define the specific
17 operating procedures.

19 Any agreement which obligates federal funds or commits anything of value
20 must be signed by the appropriate warranted contracting officer. Specifications
21 for funding responsibilities should include billing procedures and schedules for
22 payment.

24 Any agreement that extends beyond a fiscal year must be made subject to the
25 availability of funds. Any transfer of federal property must be in accordance
26 with federal property management regulations.

28 All agreements must undergo periodic joint review; and, as appropriate,
29 revision. Assistance in preparing agreements can be obtained from local or state
30 office fire and/or procurement staff.

32 All appropriate agreements and operating plans will be provided to the servicing
33 dispatch center. The authority to enter into interagency agreements is extensive.

- 34 • *BLM - BLM Manual 9200, Departmental Manual 620 DM, the Reciprocal*
35 *Fire Protection Act, 42 U.S.C. 1856, and the Federal Wildland Fire*
36 *Management Policy and Program Review.*
37 • *FWS - Service Manual, Departmental Manual 620 DM, and Reciprocal*
38 *Fire Protection Act, 42U.S.C. 1856.*
39 • *NPS - Chapter 2, Federal Assistance and Interagency Agreements*
40 *Guideline (DO-20), and the Departmental Manual 620 (DM-620). NPS-*
41 *RM-18, Interagency Agreements, Release Number 1, 02/22/99.*
42 • *FS - FSM 1580, 5106.2 and FSH 1509.11.*

1 Types of Agreements

2

3 National Interagency Agreements

4 The national agreement, which serves as an umbrella for interagency assistance
5 among federal agencies is the interagency agreement between the Bureau of
6 Land Management, Bureau of Indian Affairs, National Park Service, Fish and
7 Wildlife Service of the United States Department of the Interior, and the Forest
8 Service of the United States Department of Agriculture. This and other national
9 agreements give substantial latitude while providing a framework for the
10 development of state and local agreements and operating plans.

11 Regional/State Interagency Agreements

12 Regional and state cooperative agreements shall be developed for mutual
13 assistance. These agreements are essential to the fire management program.
14 Concerns for area-wide scope should be addressed through these agreements.

15

16 Local Interagency Agreements

17 Local units are responsible for developing agreements with local agencies and
18 fire departments to meet mutual needs for suppression and/or prescribed fire
19 services.

20

21 Emergency Assistance

22 Approved, established reimbursable agreements are the appropriate and
23 recommended way to provide emergency assistance. If no agreements are
24 established, refer to your Agency Administrator to determine the authorities
25 delegated to your agency to provide emergency assistance.

26

27 Contracts

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

33

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

37

38 Elements of an Agreement

39

40 The following elements should be addressed in each agreement:

- 41 ● The authorities appropriate for each party to enter in an agreement.
- 42 ● The roles and responsibilities of each agency signing the agreement.
- 43 ● An element addressing the cooperative roles of each participant in
44 prevention, pre-suppression, suppression, fuels, and prescribed fire
45 management operations.

- 1 • Reimbursements/Compensation - All mutually approved operations that
2 require reimbursement and/or compensation will be identified and agreed to
3 by all participating parties through a cost-share agreement. The mechanism
4 and timing of the funding exchanges will be identified and agreed upon.
- 5 • Appropriation Limitations - Parties to this agreement are not obligated to
6 make expenditures of funds or reimbursements of expenditures under terms
7 of this agreement unless the Congress of the United States of America
8 appropriates such funds for that purpose by the Counties of _____, by the
9 Cities of _____, and/or the Governing Board of Fire Commissioners
10 of _____.
- 11 • Liabilities/Waivers - Each party waives all claims against every other party
12 for compensation for any loss, damage, personal injury, or death occurring
13 as a consequence of the performance of this agreement unless gross
14 negligence on any part of any party is determined.
- 15 • Termination Procedure - The agreement shall identify the duration of the
16 agreement and cancellation procedures.
- 17 • A signature page identifying the names of the responsible officials shall be
18 included in the agreement.
- 19
- 20 • *NPS - Refer to DO-20 for detailed instructions and format for developing*
21 *agreements.*
- 22

23 **Annual Operating Plans (AOPs)**

24

25 Annual Operating Plans shall be reviewed, updated, and approved prior to the
26 fire season. The plan may be amended after a major incident as part of a joint
27 debriefing and review. The plan shall contain detailed, specific procedures
28 which will provide for safe, efficient, and effective operations.

29

30 **General Elements of an AOP**

31 The following items should be addressed in the AOP:

32 • **Mutual Aid**

33 The AOP should address that there may be times when cooperators are
34 involved in emergency operations and unable to provide mutual aid. In this
35 case, other cooperators may be contacted for assistance.

36 • **Command Structure**

37 Unified command should be used, as appropriate, whenever multiple
38 jurisdictions are involved, unless one or more parties request a single
39 agency IC. If there is a question about jurisdiction, fire managers should
40 mutually decide and agree on the command structure as soon as they arrive
41 on the fire; Agency Administrators should confirm this decision as soon as
42 possible. Once this decision has been made, the incident organization in
43 use should be relayed to all units on the incident as well as dispatch centers.
44 In all cases, the identity of the IC must be made known to all fireline and
45 support personnel.

- 1 • **Communications**
2 In mutual aid situations, a common designated radio frequency identified in
3 the AOP should be used for incident communications. All incident
4 resources should utilize and monitor this frequency for incident
5 information, tactical use, and changes in weather conditions or other
6 emergency situations. In some cases, because of equipment availability/
7 capabilities, departments/agencies may have to use their own frequencies
8 for tactical operations, allowing the “common” frequency to be the link
9 between departments. It is important that all department/agencies change to
10 a single frequency or establish a common communications link as soon as
11 practical. Clear text should be used. Avoid personal identifiers, such as
12 names. This paragraph in the AOP shall meet Federal Communications
13 Commission (FCC) requirements for documenting shared use of radio
14 frequencies.
- 15 • **Distance/Boundaries**
16 Responding and requesting parties should identify any mileage limitations
17 from mutual boundaries where “mutual aid” is either pay or non-pay status.
18 Also, for some fire departments, the mileage issue may not be one of initial
19 attack “mutual aid”, but of mutual assistance. In this situation, you may
20 have the option to make it part of this agreement or identify it as a situation
21 where the request would be made to the agency having jurisdiction, which
22 would then dispatch the fire department.
- 23 • **Time/Duration**
24 Responding and requesting parties should identify time limitations (usually
25 24 hours) for resources in a non-reimbursable status, and “reimbursable
26 rates” when the resources are in a reimbursable status.
- 27 • **Qualifications/Minimum Requirements**
28 As per the NWCG memorandum *Qualification Standards During Initial*
29 *Action, March 22, 2004* and the PMS 310-1 *Wildland Fire Qualification*
30 *System Guide*:
31 ○ The 310-1 qualification/certification standards are mandatory only for
32 national mobilization of wildland fire fighting resources.
33 ○ During initial action, all agencies (federal, state, local and tribal) accept
34 each other’s standards. Once jurisdiction is clearly established, then
35 the standards of the agency(s) with jurisdiction prevail.
36 ■ **BLM-** *During initial attack, all agencies accept each other’s*
37 *standards. When an incident exceeds initial attack and*
38 *jurisdiction has been established, the standards of the*
39 *jurisdictional agency(s) prevail.*
40 ○ Prior to the fire season, federal agencies should meet with their state,
41 local, and tribal agency partners and jointly determine the qualification/
42 certification standards that will apply to the use of local, non-federal
43 firefighters during initial action on fires on lands under the jurisdiction
44 of a federal agency.

- 1 ○ The Geographic Area Coordinating Group should determine the
2 application of 310-1 qualification/certification standards for
3 mobilization within the geographic area.
- 4 ○ On a fire where a non-federal agency is also an agency with legal
5 jurisdiction, the standards of that agency apply.
- 6 ○ The AOP should address qualification and certification standards
7 applicable to the involved parties.
- 8 ● **Reimbursement/Compensation**
- 9 Compensation shall be as close to actual expenditures as possible. This
10 should be clearly identified in the AOP. Vehicles and equipment operated
11 under the federal excess property system will only be reimbursed for
12 maintenance and operating costs.
- 13 ● **Cooperation**
- 14 The annual operating plan will be used to identify how the cooperators will
15 share expertise, training, and information on items such as prevention,
16 investigation, safety, and training.
- 17 ● **Agency Reviews and Investigations**
- 18 Annual operating plans should describe processes for conducting agency
19 specific reviews and investigations. AOPs should also describe processes
20 for accident notifications to the appropriate fire managers, line officers, and
21 dispatch/coordination centers.
- 22 ● **Dispatch Centers**
- 23 Dispatch centers will ensure all resources know the name of the assigned IC
24 and announce all changes in incident command. Geographic Area
25 Mobilization Guides, Zone Mobilization Guides, and Local Mobilization
26 Guides should include this procedure as they are revised for each fire
27 season.
- 28
- 29 **Fiscal Responsibility Elements of an AOP**
- 30 Annual Operating Plans should address the following:
- 31 ● The level of communication required with neighboring jurisdictions
32 regarding the management of all wildland fires, especially those with
33 multiple objectives.
- 34 ● The level of communication required with neighboring jurisdictions
35 regarding suppression resource availability and allocation, especially for
36 wildland fires with objectives that include benefit.
- 37 ● Identify how to involve all parties in developing the strategy and tactics to
38 be used in preventing wildland fire from crossing the jurisdictional
39 boundary, and how all parties will be involved in developing mitigations
40 which would be used if a wildland fire does cross jurisdictional boundaries.
- 41 ● Jurisdictions, which may include state and private lands, should identify the
42 conditions under which wildland fire may be managed to achieve benefit,
43 and the information or criteria that will be used to make that determination
44 (e.g. critical habitat, hazardous fuels, and land management planning
45 documents).

- 1 • Jurisdictions will identify conditions under which cost efficiency may
2 dictate where suppression strategies and tactical actions are taken (i.e. it
3 may be more cost effective to put the containment line along an open
4 grassland than along a mid-slope in timber). Points to consider include loss
5 and benefit to land, resource, social and political values, and existing legal
6 statutes.
- 7 • The cost-sharing methodologies that will be utilized should wildfire spread
8 to a neighboring jurisdiction in a location where fire is not wanted.
- 9 • The cost-share methodologies that will be used should a jurisdiction accept
10 or receive a wildland fire and manage it to create benefit.
- 11 • Any distinctions in what cost-share methodology will be used if the reason
12 the fire spreads to another jurisdiction is attributed to a strategic decision,
13 versus environmental conditions (weather, fuels, and fire behavior), or
14 tactical considerations (firefighter safety, resource availability) that preclude
15 stopping the fire at jurisdictional boundaries. Examples of cost-sharing
16 methodologies may include, but are not limited to, the following:
- 17 ○ When a wildland fire that is being managed for benefit spreads to a
18 neighboring jurisdiction because of strategic decisions, and in a
19 location where fire is not wanted, the managing jurisdiction shall be
20 responsible for wildfire suppression costs.
 - 21 ○ In those situations where weather, fuels, or fire behavior of the
22 wildland fire precludes stopping at jurisdiction boundaries cost-share
23 methodologies may include, but are not limited to:
 - 24 a) Each jurisdiction pays for its own resources – fire suppression
25 efforts are primarily on jurisdictional responsibility lands,
 - 26 b) Each jurisdiction pays for its own resources – services rendered
27 approximate the percentage of jurisdictional responsibility, but not
28 necessarily performed on those lands,
 - 29 c) Cost share by percentage of ownership,
 - 30 d) Cost is apportioned by geographic division. Examples of
31 geographic divisions are: Divisions A and B (using a map as an
32 attachment); privately owned property with structures; or specific
33 locations such as campgrounds,
 - 34 e) Reconciliation of daily estimates (for larger, multi-day incidents).
35 This method relies upon daily agreed to cost estimates, using Incident
36 Action Plans or other means to determine multi-Agency
37 contributions. Reimbursements can be made upon estimates instead
38 of actual bill receipts.

39
40 For further information, refer to *NWCG Memorandum #009-2009 Revisions to*
41 *the Annual Operating Plans for Master Cooperative Fire and Stafford Act*
42 *Agreements due to Implementation of Revised Guidance for the Implementation*
43 *of Federal Wildland Fire Management Policy, April 13, 2009*

44
45
46

1 All-Hazards Coordination and Cooperation

2

3 All-hazards is defined by NWCG as an incident, natural or manmade, that
4 warrants action to protect life, property, environment, and public health or
5 safety, and to minimize disruptions of government, social, or economic
6 activities. Wildland fire is one type of all-hazard incident. All-hazards incidents
7 are managed using a standardized national incident management system and
8 response framework.

9

10 Stafford Act Disaster Relief and Emergency Assistance

11 *The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public*
12 *Law 93-288, as amended)* establishes the programs and processes for the Federal
13 Government to provide disaster and emergency assistance to states, local
14 governments, tribal nations, individuals, and qualified private non-profit
15 organizations. The provisions of the Stafford Act cover all hazards including
16 natural disasters and terrorist events. In response to, or in anticipation of, a
17 major disaster or emergency as defined by the act, the President “may direct any
18 federal agency, with or without reimbursement, to utilize its authorities and the
19 resources granted to it under federal law (including personnel, equipment,
20 supplies, facilities, managerial, technical, and advisory services) in support of
21 state and local assistance efforts.”

22

23 Homeland Security Act

24 *The Homeland Security Act of 2002 (Public Law 107-296)* established the
25 Department of Homeland Security (DHS) with the mandate and legal authority
26 to protect the American people from the continuing threat of terrorism. In the
27 act, Congress also assigned DHS as the primary focal point regarding natural
28 and manmade crises and emergency planning.

29

30 Homeland Security Presidential Directive-5

31 *Homeland Security Presidential Directive (HSPD-5), Management of Domestic*
32 *Incidents, February 28, 2003*, is intended to enhance the ability of the United
33 States to manage domestic incidents by establishing a single, comprehensive
34 national incident management system. HSPD-5 designates the Secretary of
35 Homeland Security as the Principal Federal Official (PFO) for domestic incident
36 management and empowers the Secretary to coordinate Federal resources used
37 in response to or recovery from terrorist attacks, major disasters, or other
38 emergencies in specific cases.

39

40 National Response Framework

41 Federal disaster relief and emergency assistance are coordinated by the Federal
42 Emergency Management Agency (FEMA) using the National Response
43 Framework (NRF). The NRF, using the National Incident Management System
44 (NIMS), establishes a single, comprehensive framework for the management of
45 domestic incidents. The NRF provides the structure and mechanisms for the
46 coordination of federal support to state, local, and tribal incident managers; and

1 for exercising direct federal authorities and responsibilities. Information about
2 the National Response Framework can be found at:
3 www.fema.gov/national-response-framework

5 **National Incident Management System (NIMS)**

6 HSPD-5 directed that the DHS Secretary develop and administer a National
7 Incident Management System to provide a consistent, nationwide approach for
8 Federal, State, and local governments to work effectively and efficiently
9 together to prepare for, respond to, and recover from domestic incidents,
10 regardless of cause, size, or complexity. To provide for interoperability and
11 compatibility among federal, state, and local capabilities, the NIMS will include
12 a core set of concepts, principles, terminology, and technologies covering the
13 incident command system; multi-agency coordination systems; unified
14 command; training; identification and management of resources (including
15 systems for classifying types of resources); qualifications and certification; and
16 the collection, tracking, and reporting of incident information and incident
17 resources. Information about the NIMS can be found at:
18 www.fema.gov/national-incident-management-system

20 **Emergency Support Function (ESF) Annexes**

21 Emergency Support Function (ESF) Annexes are the components of the NRF
22 that detail the mission, policies, structures, and responsibilities of federal
23 agencies. They are utilized for coordinating resource and programmatic support
24 to the states, tribes, and other federal agencies or other jurisdictions and entities
25 during Incidents of National Significance. Each ESF Annex identifies the ESF
26 coordinator and the primary and support agencies pertinent to the ESF. USDA-
27 FS and USFA are the Co-coordinators of ESF #4- Firefighting. USDA-FS
28 coordinates at the national and regional levels with FEMA, state agencies, and
29 cooperating agencies on all issues related to response activities. USFA
30 coordinates with appropriate state agencies and local fire departments to expand
31 structural firefighting resource capacity in the existing national firefighting
32 mobilization system and provides information on protection of emergency
33 services sector critical infrastructure.

34
35 The ESF primary agency serves as a federal executive agent under the Federal
36 Coordinating Officer to accomplish the ESF mission. The ESF support
37 agencies, when requested by the designated ESF primary agency, are
38 responsible for conducting operations using their own authorities, subject-matter
39 experts, capabilities, or resources. USDA-FS is the primary agency for ESF #4 -
40 Firefighting. See [https://www.fema.gov/media-](https://www.fema.gov/media-library/assets/documents/32180?id=7353)
41 [library/assets/documents/32180?id=7353](https://www.fema.gov/media-library/assets/documents/32180?id=7353) for further information regarding ESF
42 #4.

43
44
45
46

1 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, & Human Services	Support	Support
#07 Logistics Management and Resources Support	Support	Support
#08 Public Health and Medical Services	Support	Support
#09 Search and Rescue	Support	Primary
#10 Oil and Hazardous Materials Response	Support	Support
#11 Agriculture and Natural Resources	Primary	Primary
#12 Energy		Support
#13 Public Safety and Security	Support	Support
#15 External Affairs	Support	Support

2

3 **National Oil and Hazardous Substances Pollution Contingency Plan (NCP,**
 4 **40 CFR 300)**

5 The NCP provides the organizational structure and procedures for preparing for
 6 and responding to discharges of oil and releases of hazardous substances,
 7 pollutants, and contaminants. The NCP is required by section 105 of the
 8 Comprehensive Environmental Response, Compensation, and Liability Act of
 9 1980 (CERCLA), 42 U.S.C. 9605, as amended by the Superfund Amendments
 10 and Reauthorization Act of 1986 (SARA), P.L. 99–499, and by section 311(d) of
 11 the Clean Water Act (CWA), 33 U.S.C. 1321(d), as amended by the Oil
 12 Pollution Act of 1990 (OPA), P.L. 101–380. The NCP identifies the national
 13 response organization that may be activated in response actions to discharges of
 14 oil and releases of hazardous substances, pollutants, and contaminants in
 15 accordance with the authorities of CERCLA and the CWA. It specifies
 16 responsibilities among the federal, state, and local governments and describes
 17 resources that are available for response, and provides procedures for involving
 18 state governments in the initiation, development, selection, and implementation
 19 of response actions, pursuant to CERCLA. The NCP works in conjunction with
 20 the National Response Framework through Emergency Support Function 10 –
 21 Oil and Hazardous Material Response.

22

23 **Post-Katrina Emergency Management Reform Act**

24 *The Post-Katrina Emergency Reform Act of 2006 (Public Law 109-295)*
 25 amended the Homeland Security Act. This law established the FEMA

Release Date: January 2015

08-17

1 Administrator as responsible for managing the Federal response to emergencies
2 and disasters, and for reporting directly to the President. The Secretary of
3 Homeland Security is the Principal Federal Official, but has no direct authority
4 for response or coordination. This law also amends the Stafford Act to allow
5 FEMA, in the absence of a specific request or Presidential declaration, to direct
6 other Federal agencies to provide resources and support where necessary to save
7 lives, prevent human suffering, or mitigate severe damage.

8

9 **Presidential Policy Directive-8**

10 *Presidential Policy Directive-8 (PPD-8), National Preparedness, March 30,*
11 *2011* is intended to strengthen all-of-Nation preparedness. PPD-8 directs the
12 Secretary of Homeland Security to develop a national preparedness goal and a
13 national preparedness system in coordination and consultation with other federal
14 departments and agencies, state, local, tribal, and territorial governments, private
15 and non-profit sectors, and the public. The national preparedness system is
16 comprised of:

- 17 • National planning frameworks for the prevention, protection, mitigation,
18 response to, and recovery from national threats. These frameworks are
19 similar and complementary to the National Response Framework (NRF).
- 20 • Corresponding Federal interagency operational plans.
- 21 • Guidance for the national interoperability of personnel and equipment.
- 22 • Guidance for business, community, family, and individual preparedness.

23

24 **All-Hazards Coordination and Cooperation**

25 In an actual or potential incident of national significance that is not encompassed
26 by the Stafford Act, the President may instruct a federal department or agency,
27 subject to any statutory limitations on the department or agency, to utilize the
28 authorities and resources granted to it by Congress. In accordance with
29 Homeland Security Presidential Directive-5, federal departments and agencies
30 are expected to provide their full and prompt support, cooperation, available
31 resources, consistent with their own responsibilities for protecting national
32 security. Personnel assigned to all-hazard incidents may only perform duties
33 within agency policy, training, and capability.

34

35 **NWCG Role in Support, Coordination, and All-Hazards Response by**
36 **Wildland Fire Agencies**

37 The National Wildfire Coordinating Group has established guidelines to define
38 NWCG's role in the preparedness for, coordination of, and support to all-
39 hazards incidents.

40

41 General All-Hazards Guidelines for NWCG:

- 42 • The National Incident Management System (NIMS) is the foundation of all
43 response. NWCG principles, procedures, and publications will comply with
44 and support NIMS. NWCG expects that all local, State, and Federal
45 response agencies and organizations will comply with NIMS.

- 1 ● NWCG uses the NIMS definition of All-Hazards, which includes wildland
2 fire. This definition is:
 - 3 ○ All-Hazards: Describing an incident, natural or manmade, that
4 warrants action to protect life, property, environment, and public
5 health or safety, and to minimize disruptions of government, social, or
6 economic activities.
- 7 ● NWCG recognizes FEMA's role in overseeing the development,
8 implementation, and maintenance of NIMS, which includes the Incident
9 Command System (ICS) and its components (forms, core competencies,
10 training, qualifications and standards, etc.).
- 11 ● NWCG accepts the components of NIMS and will develop an endorsement
12 process and additional qualifications requirements for positions having
13 specific wildland fire application.
- 14 ● NWCG recognizes and supports the use of position-specific qualifications
15 from other NIMS compliant disciplines (law enforcement, structure fire,
16 hazmat, etc.)
- 17 ● NWCG supports the ongoing development and maintenance of wildland fire
18 systems to be adaptable for all-hazards response.
- 19 ● NWCG expects that all wildland fire personnel engaged in all-hazards
20 response, whether at the national, regional or local level will base actions on
21 both NWCG and agency policies, standards, doctrine, and procedures.
- 22 ● NWCG member agencies ensure all personnel responding to all-hazards
23 incidents are properly trained, equipped, and qualified for their assigned
24 position.
- 25 ● NWCG encourages all wildland fire agencies and personnel to receive
26 appropriate preparedness training, focusing on general knowledge of all-
27 hazards response, disaster characteristics, and the effects from these events
28 on citizens and responders.
- 29 ● NWCG encourages all wildland fire agencies and personnel to consider
30 appropriate risk mitigation measures (e.g. vaccinations, personal protective
31 equipment, etc.) prior to responding to all-hazards incidents.
- 32 ● NWCG coordinates with member agencies to ensure accountability of
33 wildland fire personnel during all-hazards response.

34 35 **USFS All-Hazards Guiding Principles and Doctrine**

36 The Forest Service has developed doctrine, known as the *Foundational Doctrine*
37 *for All-Hazard Response*, outlining the guiding principles, roles, and
38 responsibilities of the agency during all-hazards response. Forest Service
39 responders and leadership are expected to follow this doctrine, established to
40 help ensure the safest response conditions possible.

41
42 The following principles encompass the guidelines, roles, and responsibilities
43 established in this doctrine:

- 1 • The intent of Forest Service all-hazard response and support is to protect
2 human life, property, and at-risk lands and resources *while imminent threats*
3 *exist*.
- 4 • Personnel should be prepared and organized to support all-hazard responses
5 by providing trained personnel to utilize their inherent skills, capabilities,
6 and assets -without requiring significant advanced training and preparation.
7 Support to cooperators requiring wildland resources will be consistent with
8 employee core skills, capabilities, and training.
- 9 • As incidents move from the *response phase* to the *recovery phase*, there
10 should be a shift to demobilizing agency resources.
- 11 • Within all-hazard response environments, agency personnel may encounter
12 situations in which there is an imminent threat to life and property outside
13 of their Agency's jurisdiction. These environments include scenarios
14 ranging from being first on scene at a vehicle accident, to committing
15 Agency resources to protect a local community. Leaders are therefore
16 expected to use their judgment and respond appropriately.
- 17 • Wildland resources deployed to all-hazard responses will understand the
18 dynamic and complex environment and utilize their leadership, training, and
19 skills to adapt, innovate, and bring order to chaos.
- 20 • Leaders are expected to operate within the incident organizational structure
21 encountered on all-hazard responses. When such structure is absent, they
22 will utilize National Incident Management System principles to assure safe
23 and effective utilization of agency resources.
- 24 • Leaders are expected to operate under existing policies and doctrine under
25 normal conditions. On all-hazard responses, fire and aviation business and
26 safety standards may have to be adapted to the situation to successfully
27 accomplish the mission. When conflicts occur, employees will use their
28 judgment, weigh the risk versus gain, and operate within the intent of
29 Agency policy and doctrine.
- 30 • All-hazard response will be focused on missions that we perform
31 consistently and successfully. Workforce assignments will be directed
32 toward the core skills developed through our existing training and
33 curriculum.
- 34 • Agency employees will be trained to operate safely and successfully in the
35 all-hazard environment. Preparedness training will focus on gaining
36 general knowledge of all-hazard response, disaster characteristics, as well as
37 the effects from these events on citizens and responders.
- 38 • Specific operational skills will be facilitated through the National Incident
39 Management System, working with the responsible agencies who supply
40 the technical specialists who, in turn, provide the specific skill sets. The
41 Forest Service will not train or equip to meet every hazard.
- 42 • Wildland employees are expected to perform all-hazard support as directed
43 within their qualifications and physical capabilities. All employees have the
44 right to a safe assignment. The employee may suspend his or her work
45 whenever any environmental condition –or combination of conditions-

- 1 become so extreme than an immediate danger is posed to employee health
2 and safety that cannot be readily mitigated by the use of appropriate,
3 approved protective equipment or technology.
- 4 • Acceptable risk is risk mitigated to a level that provides for reasonable
5 assurances that the all-hazard task can be accomplished without serious
6 injury to life or damage to property.
 - 7 • All-hazard incident-specific briefing and training will be accomplished
8 *prior* to task implementation. This preparation will usually occur prior to
9 mobilization where incident description, mission requirements, and known
10 hazards are addressed. Key protective equipment and associated needs for
11 these all-hazard task that wildland employees do not routinely encounter or
12 perform will be identified. This will be done- and be in place- *prior* to task
13 implementation.
 - 14 • Agency employees will be provided with appropriate vaccinations,
15 credentials, and personal protective equipment to operate in the all-hazard
16 environment to which they are assigned.
 - 17 • Additional information can be found in the Forest Service Foundational
18 Doctrine for All-Hazard Response:
19 http://www.fs.fed.us/fire/doctrine/conferences/all_hazard_response.pdf
20

21 **International Wildland Fire Coordination and Cooperation**

22 **U.S. - Mexico Cross Border Cooperation on Wildland Fires**

23 In June of 1999, the Department of Interior and the Department of Agriculture
24 signed a Wildfire Protection Agreement with Mexico. The agreement has two
25 purposes:
26

- 27 • To enable wildfire protection resources originating in the territory of one
28 country to cross the United States-Mexico border in order to suppress
29 wildfires on the other side of the border within the zone of mutual
30 assistance (10 miles/16 kilometers) in appropriate circumstances.
- 31 • To give authority for Mexican and U.S. fire management organizations to
32 cooperate on other fire management activities outside the zone of mutual
33 assistance.
34

35 National Operational Guidelines for this agreement are located in Chapter 40 of
36 the *National Interagency Mobilization Guide* available online. These guidelines
37 cover issues at the national level and also provide a template for those issues that
38 need to be addressed in local operating plans. The local operating plans identify
39 how the agreement will be implemented by the GACCs (and Zone Coordination
40 Centers) that have dispatching responsibility on the border. The local operating
41 plans will provide the standard operational procedures for wildfire suppression
42 resources that could potentially cross the U.S. border into Mexico.
43

44 **U.S. - Canada, Reciprocal Forest Firefighting Arrangement**

45 Information about United States - Canada cross border support is located in
46 Chapter 40 of the *National Interagency Mobilization Guide* available online.

Release Date: January 2015

08-21

1 This chapter provides policy guidance, which was determined by an exchange of
2 diplomatic notes between the U.S. and Canada in 1982. This chapter also
3 provides operational guidelines for the Canada - U.S. Reciprocal Forest Fire
4 Fighting Arrangement. These guidelines are updated yearly.

5 **U.S. - Australia/New Zealand Wildland Fire Arrangement**

6 Information about United States - Australia/New Zealand support is located in
7 Chapter 40 of the *National Interagency Mobilization Guide* available online.
8 This chapter provides a copy of the arrangements signed between the U.S. and
9 the states of Australia and the country of New Zealand for support to one
10 another during severe fire seasons. It also contains the AOP that provides more
11 detail on the procedures, responsibilities, and requirements used during
12 activation.

13 **International Non-Wildland Fire Coordination and Cooperation**

14 **International Disasters Support**

15 Federal wildland fire employees may be requested through the FS to support the
16 U.S. Government's (USG) response to international disasters by serving on
17 Disaster Assistance Response Teams (DARTs). A DART is the operational
18 equivalent of an ICS team used by the U.S. Agency for International
19 Development's Office of Foreign Disaster Assistance (OFDA) to provide an on-
20 the-ground operational capability at the site of an international disaster. Prior to
21 being requested for a DART assignment, employees will have completed a
22 weeklong DART training course covering information about:

- 23 • USG agencies charged with the responsibility to coordinate USG responses
24 to international disaster.
- 25 • The purpose, organizational structure, and operational procedures of a
26 DART.
- 27 • How the DART relates to other international organizations and countries
28 during an assignment. Requests for these assignments are coordinated
29 through the FS International Programs, Disaster Assistance Support
30 Program (DASP).
- 31 • DART assignments should not be confused with technical exchange
32 activities, which do not require DART training.

33 More information about DARTs can be obtained at the FS International
34 Program's website: <http://www.fs.fed.us/global/aboutus/dasp/welcome.htm>.

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Chapter 09 Fire Management Planning

Purpose

The purpose of fire management planning is to provide for firefighter and public safety, and outline fire management strategies and tactics that, when implemented, protect values and meet resource goals and objectives of the land and/or resource management plan.

Fire planning products include a concise summary of information organized by fire management unit (FMU) or by other geospatially explicit representations of the landscape. These products should be updated as new information becomes available, as conditions on the ground necessitate updates, or when changes are made to the L/RMP.

Products may address: response to wildfire, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation of programs.

Fire Management planning efforts should reference the National Cohesive Wildland Fire Management Strategy (2014) (Cohesive Strategy) vision and goals.

The Cohesive Strategy Vision is “To safely and effectively extinguish fire, when needed; use fire where allowable; manage our natural resources; and as a Nation, live with wildland fire.”

The Cohesive Strategy goals are:

- Restore and maintain landscapes
- Fire-adapted communities
- Wildfire response.

Policy

“Fire, as a critical natural process, will be integrated into land and resource management plans and activities on a landscape scale and across agency boundaries” (*Review and Update of the Federal Wildland Fire Management Policy, January 2001*).

Fire Management plans should be developed collaboratively between federal agencies and tribal, local, and state agencies to accomplish resource and 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
7 Fire Management Plans must provide for firefighter and public safety; include
8 fire management strategies, tactics, and alternatives; address values to be
9 protected and values at risk; address the location and conditions under which
10 resource and protection objectives can be met; consider public health issues; and
11 be consistent with resource management objectives, activities of the area, and
12 environmental laws and regulations. Fire Management Plans should be based
13 upon the best available science.

14 **Agency Planning Guidance**

15 **DOI**

16
17 Fire Management Plans must be consistent with the DOI Interagency Fire
18 Management Plan Framework and subsequent bureau direction. Fire
19 Management Plan content may be represented in spatial, text-based and/or
20 digital formats.

21 **FS**

22
23 By the 2016 Fire Season, Forest Service FMPs will be replaced with a
24 combination of enhanced Spatial Planning contained in the Wildland Fire
25 Decision Support System (WFDSS) and the Fire Management Reference
26 System (FMRS), a collection of plans required for fire program management,
27 such as aviation, operations, dispatch, and fire danger operating plan products.
28 Fire Management Planning will be a continuing effort to ensure that guidance
29 represented spatially in WFDSS and the FMRS are consistent with LRMP
30 direction, reflecting available fire response options to move from current to
31 desired conditions.

32
33 The FS will also replace its handbook direction (previous FSH 5109.19) with a
34 Fire Management Planning Guide that further describes Spatial Fire Planning
35 and the Fire Management Reference System (FMRS). As allowed in the Land
36 and Resource Management Plan (LRMP), fire response strategies should be
37 consistent with the Cohesive Strategy and developed in collaboration with
38 adjoining land managers. This Guide is at
39 http://fsweb.wo.fs.fed.us/fire/fmp/fire_management_planning_guide_draft.docx.

40
41 For agency-specific fire planning information, see:
42 <http://www.nwccg.gov/branches/ppm/ifpc/index.htm>

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- 1 For Fire Management Planning guidance, see:
- 2 • **DOI**- <http://www.nwcg.gov/branches/ppm/ifpc/index.htm>
 - 3 • **FS**- <http://fsweb.wo.fs.fed.us/fire/fmp/>

5 **Concepts and Definitions**

6

7 For further clarification of concepts and definitions that follow, refer to:

8 *Terminology Updates Resulting from Release of the Guidance for the*

9 *Implementation of Federal Wildland Fire Management Policy (2009), April 30,*

10 *2010 (NWCG #024-2010), and the Guidance for Implementation of Federal*

11 *Wildland Fire Management Policy, February 13, 2009.*

13 **Planning Related Definitions**

15 **Land/Resource Management Plan**

16 A document prepared with public participation and approved by the Agency

17 Administrator that provides guidance and direction for land and resource

18 management activities for an administrative area. The L/RMP may identify fire's

19 role in a particular area and for a specific benefit, or may contain general

20 statements regarding the role of fire across the land management unit. Guidance

21 contained in the L/RMP provides the basis for the development of strategic fire

22 management objectives and the fire management program in the designated

23 area.

25 **Fire Management Plan**

26 A Fire Management Plan (FMP) identifies and integrates all wildland fire

27 management (both planned and unplanned ignitions) and associated activities

28 within the context of the approved L/RMP. The FMP is supplemented by

29 operations plans, including but not limited to preparedness plans, pre-planned

30 dispatch plans, fuels treatment plans, and prevention plans. FMPs assure that

31 wildland fire management goals and objectives are coordinated.

33 **Fire Management Unit**

34 The purpose of Fire Management Units (FMUs) in planning is to assist in

35 organizing information in complex landscapes. The process of creating FMUs

36 divides the landscape into smaller geographic areas to more easily describe

37 physical/biological/social characteristics and frame associated planning

38 guidance based on these characteristics.

39

40 A FMU can be any land management area definable by one or more objectives

41 that set it apart from the management characteristics of an adjacent FMU

42 (e.g. management constraints, topographic features, access, values to be

43 protected, political boundaries, fuel types, and major fire regime groups). The

44 FMU may have dominant management objectives and pre-selected strategies

45 assigned to accomplish these objectives.

46

1 **Compliance**

2 Compliance generally includes the full range of considerations and procedures
3 defined by each agency to comply with laws such as (but not limited to); the
4 National Environmental Planning Act (NEPA), Section 106 of the Archeological
5 Resources Protection Act, Section 7 of the Endangered Species Act, Clean Air
6 Act, Wilderness Act, Executive Orders, etc.

7

8 **Spatial Fire Management Plan (SFMP)**

9 A Spatial Fire Management Plan is a strategic plan that contain text based and
10 spatially represented information that guides a full range of fire management
11 activities and is supported by a land or resource management plan. Spatial Fire
12 Management Plans

13

14 **Spatial Fire Management Plan (SFMP) Mapsheet**

15 A collection of one or more tables, graphics, maps or other information on a
16 single page or poster.

17

18 **SFMP Map Set**

19 A compilation of all the mapsheets that make up the SFMP.

20

21 **Connection to Other Plans**

22

23 Fire Management Plans are tiered from Land/Resource Management Plans.

24 Other plans (e.g. operational, preparedness, and implementation plans) are tiered
25 from Fire Management Plans.

26

Chapter 10 Preparedness

Preparedness

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

Preparedness actions are consistent with actions identified in Fire Management Plans and are based on operational plans including Preparedness Plans, Fire Danger Operating Plans (FDOPs), Preparedness Level Plans, Step-up Plans (also called Staffing Plans), and Initial Response Plans.

Preparedness Plans

Preparedness plans provide management direction given identified levels of burning conditions, fire activity, and resource commitment. Outputs from the FDOP process are used to support decisions found in many components of preparedness plans, including staffing plans, step-up/staffing plans, prevention plans, preparedness levels, dispatch response plans, dispatch response levels, etc. Increasing fire danger and/or fire activity, as well as increased commitment of local, geographic area, and national resources suggests a corresponding change in preparedness actions. These actions will ensure a unit is as prepared as possible to react to new and emerging wildfire incidents.

Actions defined in the various components of preparedness plans must be based on and consistent with the unit's Fire Management Plan. Preparedness plans should include, but are not limited to:

- Initial Response Plan
- Staffing Plan (also known as Step-up Plan) with unit drawdown levels specified at each staffing level
- Fire Prevention Plan (as specified by agency requirements)
- An analysis and decision making process that defines the unit's protocols for publishing a wildfire decision (also called a Decision Support Plan)
- Fire Danger Operating Plan

- 1 • The identification of actions to be taken in response to increasing levels of
2 fire severity and activity (preparedness level) at the unit level.

4 **Fire Danger Operating Plan**

5
6 FDOPs use information from decision support tools such as the National Fire
7 Danger Rating System (NFDRS), the Canadian Forest Fire Danger Rating
8 System (CFFDRS, used in interior Alaska), the Palmer Drought Index, live fuel
9 moisture data, monthly or seasonal wildland fire outlooks, seasonal climate
10 forecasts, and wildland fire risk analyses. FDOPs should be prepared by
11 individuals trained at the Intermediate NFDRS (S-491) level, and preferably the
12 Advanced NFDRS level.

13
14 The FDOP guides the application of information from decision support tools
15 (i.e. NFDRS, CFFDRS, etc.) at the local level. A FDOP documents the
16 establishment and management of the local unit fire weather station network and
17 describes how fire danger ratings are applied to local unit fire management
18 decisions. FDOPs are generally prepared for local interagency areas; therefore,
19 interagency involvement throughout the process is essential. Interagency
20 FDOPs are an integral component of unit fire management plan(s). FDOPs may
21 be packaged as a stand-alone document or as part of a larger planning effort
22 (such as a fire management plan).

23
24 All units will develop and maintain a Fire Danger Operating Plan. Fire Danger
25 Operating Plans include, but are not limited to, the following components:

- 26 • **Roles and Responsibilities**
27 Defined for those responsible for maintenance and daily implementation of
28 the plan, program management related to the plan, and associated training.
29 Training for development of fire danger rating areas is available through
30 NWCG-sponsored NFDRS courses.
- 31 • **Fire Danger Rating Inventory**
32 An inventory of the basic components of the operating plan will include a
33 description of the dispatch response areas, protection units, administrative
34 units, fire occurrence, land management objectives, standards, guidelines,
35 etc. The fire danger rating inventory:
36 ○ includes identification of fire/ignition issues specific to the area;
37 ○ incorporates NFDRS fuel models, slope classes (topography, and
38 weather/climatology into Fire Danger Rating Areas (FDRAs); and
39 ○ validates the existing weather station network and identifies any
40 additional weather stations that support fire danger rating needs.
41 ○ validates that each Remote Automated Weather Station (RAWS)
42 meets the requirements of the *Interagency Wildland Fire Weather*
43 *Station Standards and Guidelines* (PMS 426-3);

44
45

- 1 • **Operational Procedures**
2 This section establishes the procedures used to gather and process data in
3 order to integrate fire danger rating information into decision processes.
4 The network of fire weather stations whose observations are used to
5 determine fire danger ratings is identified. Station maintenance
6 responsibilities and schedules are defined.
- 7 ○ NFDRS offers several choices of fuel model and output to the user.
8 Distinct selections of fuel model and index/component are appropriate
9 for different management decisions (such as internal readiness or
10 industrial and public restrictions). The choice of NFDRS fuel model
11 and index or component used to determine fire danger ratings to
12 support particular decisions is explained in this section.
 - 13 ○ NFDRS requires periodic management in order to produce appropriate
14 results that are applied in a timely manner. Some daily observation
15 variables (such as state of the weather) must be manually validated
16 and published daily. This procedure is essential for the calculation of
17 daily and forecasted NFDRS outputs in the Weather Information
18 Management System (WIMS) and ensures weather data storage in the
19 National Interagency Fire Management Integrated Database
20 (NIFMID). These efforts are coordinated with the local National
21 Weather Service fire weather meteorologists and Geographic Area
22 Coordination Center (GACC) predictive services meteorologists to
23 provide timely forecasted NFDRS outputs. Observed (today) and
24 forecasted (tomorrow) NFDRS outputs are communicated daily. Live
25 fuel moisture model inputs (such as herbaceous vegetation type/stage,
26 season code, greenness factor) are adjusted seasonally in WIMS
27 (<http://fam.nwcg.gov/fam-web/>) at appropriate times. Decision points
28 are determined through analysis using FireFamily Plus and reviewed
29 and adjusted annually or more often as appropriate in WIMS.
- 30 • **Climatic Breakpoints and Fire Business Thresholds**
31 Climatological breakpoints and fire business thresholds are established to
32 provide NFDRS-based decision points for all appropriate management
33 responses in a Fire Danger Rating Area (FDRA). Climatological
34 breakpoints are points on the cumulative distribution of one fire
35 weather/danger index computed from climatology without regard for
36 associated fire occurrence/business. For example, the value of the 90th
37 percentile ERC is the climatological breakpoint at which only 10 percent of
38 the ERC values are greater in value. Climatological percentiles are used for
39 budgetary decisions by federal agencies.
- 40 ○ BLM - 80th and 95th percentiles
 - 41 ○ FWS/NPS/FS - 90th and 97th percentiles
- 42
43 It is important to identify the period or range of data analysis used to determine
44 the agency percentiles. The percentile values for 12 months of data will be
45 different from the percentile values for the fire season. Year round data should

1 be used for percentiles for severity-related decisions, and percentiles based on
2 fire season data should be used for staffing levels and adjective fire danger
3 rating.

4
5 It is equally important to recognize that these agency-specific climatological
6 percentiles represent a method to describe a point during the year with respect to
7 fire weather/danger indices computed from historical weather only.
8 Climatological percentiles do not incorporate the correlation of fire occurrence
9 data.

10
11 Fire business thresholds are values of one or more fire weather/fire danger
12 indices that have been statistically related to occurrence of fires (fire business).
13 Generally, the threshold is a range of weather/fire danger values where fire
14 activity has significantly increased or decreased. Assuming that a
15 comprehensive FireFamilyPlus analysis of historical weather and fire occurrence
16 data is completed, fire business thresholds are expected to more closely predict
17 large and/or multiple fire activity than climatological breakpoints.

18 19 **Staffing Level**

20 The Staffing Level is used to make daily internal fire operations decisions. The
21 Staffing Level is the daily staffing of initial response resources, as opposed to
22 the number of resources dispatched to an incident (see Initial Response Plan). A
23 unit can operate with anywhere from 3 to 9 levels of staffing. Most units
24 typically use 5 (1,2,3,4,5) or 6 (1,2,3L,3H,4,5) levels. Staffing Level is a direct
25 output of the danger rating processor (WIMS) and is based on one of the
26 following:

- 27 • NFDRS (Burning Index, Energy Release Component, Spread Component,
28 or Ignition Component)
- 29 • Keetch-Byram Drought Index

30
31 Staffing levels only consider fire danger, while Preparedness Levels incorporate
32 additional items, such as number of fires, incident management teams assigned,
33 and resources committed.

34 35 **Adjective Fire Danger Rating**

36 Adjective Fire Danger Rating (low, moderate, high, very high, extreme) is based
37 on the NFDRS index or component used to compute staffing level and the
38 ignition component (the probability that a firebrand would cause a wildland
39 fire). It is a general description of fire danger for the purpose of informing the
40 public. Adjective ratings are computed automatically in the WIMS based on
41 NFDRS parameters provided by local fire managers.

42
43 Climatological breakpoints and fire business thresholds are developed with
44 NFDRS software, such as FireFamilyPlus, and are applied in the NFDRS
45 processor, (WIMS), to determine daily staffing levels and adjective ratings.

1 Preparedness Level Plans

2

3 Preparedness Level Plans are required at the national, state/regional, and local
4 levels. These plans address the five Preparedness Levels (1-5) and provide
5 management direction based on identified levels of burning conditions, fire
6 activity, and resource commitment/availability. Preparedness Level Plans may
7 be developed by a state/regional office for agency-specific use.

8

9 Refer to the *National Interagency Mobilization Guide* and GACC Mobilization
10 Guides for more information on Preparedness Level Plans.

11

12 Step-up Plans

13

14 Step-up Plans, (also called Staffing Plans), are designed to direct incremental
15 preparedness actions in response to increasing fire danger. Each Step-up Plan
16 should address the unit's chosen number of Staffing Levels, and the
17 corresponding planned actions that are intended to mitigate those changing fire
18 danger conditions. The Step-up Plan should be based on analysis completed as
19 part of the unit's FDOP, and should be included as part of the FDOP.

20

21 The Step-up Plan describes escalating responses that are pre-approved in the
22 FDOP and fire management plan. A Step-up Plan should also include
23 supplemental preparedness actions. Supplemental preparedness actions are
24 designed to enhance the unit's fire management capability during short periods
25 (one burning period, Fourth of July, or other pre-identified events) where normal
26 staffing cannot meet initial attack, prevention, or detection needs.

27

28 The difference between step-up and severity is that step-up actions are
29 established in the unit FDOP and/or fire management plan and implemented by
30 the unit when those pre-identified conditions are experienced. Severity is a
31 longer duration condition that cannot be adequately dealt with under normal
32 staffing, such as a killing frost converting live fuel to dead fuel or drought
33 conditions. Severity is discussed later in this chapter.

34

35 Supplemental preparedness actions identified in the fire management plan or
36 FDOP should include, but are not limited to, the following items:

- 37 ● Management direction and considerations;
- 38 ● Fire prevention actions, including closures/restrictions, media messages,
39 signing, and patrolling;
- 40 ● Prepositioning suppression resources;
- 41 ● Cooperator discussion and/or involvement;
- 42 ● Safety considerations: safety message, safety officer;
- 43 ● Augmentation of suppression forces;

- 1 • Support function: consideration given to expanded dispatch activation,
- 2 initial attack dispatch staffing, and other support needs (procurement,
- 3 supply, ground support, and communication);
- 4 • Support staff availability outside of fire organization;
- 5 • Communication of Fire Weather Watch and Red Flag Warning conditions;
- 6 • Fire danger/behavior assessment;
- 7 • Briefings for management and fire suppression personnel;
- 8 • Fire information - internal and external;
- 9 • Multi-agency coordination groups/area command activation;
- 10 • Prescribed fire direction and considerations; and
- 11 • Increased detection activities.

12

13 **Initial Response Plans**

14

15 Initial response plans, also referred to as run cards or preplanned response plans,
16 specify the fire management response (e.g. number and type of suppression
17 assets to dispatch) within a defined geographic area to an unplanned ignition,
18 based on fire weather, fuel conditions, fire management objectives, and resource
19 availability.

20

21 Fire Management Officers will ensure that initial response plans (e.g. run cards,
22 preplanned response) are in place and provide for initial response commensurate
23 with guidance provided in the Fire Management Plan and Land/Resource
24 Management Plan. Initial response plans will reflect agreements and annual
25 operating plans, and will be reviewed annually prior to fire season. Initial
26 response plans may be modified as needed during fire season to reflect the
27 availability of national, prepositioned, and/or severity resources.

28

29 **Fire Danger PocketCard for Firefighter Safety**

30

31 Fire Danger PocketCards provide, through a graphical interpretation of daily fire
32 danger, a means for firefighters to understand the fire potential for a given local
33 area during any day of the fire season. Interagency PocketCards are encouraged
34 in areas where multiple agencies share fire suppression responsibilities. Fire
35 Danger PocketCards must adhere to the NWCG standard located at:
36 <http://fam.nwcg.gov/fam-web/pocketcards/default.htm>

37

38 PocketCards can be updated as frequently as needed by downloading the
39 additional weather observations, amending the Fire Family Plus database, and
40 running new cards. PocketCards based on stations with a dataset of 10 years or
41 less should be updated annually, while cards with more data (10 years or more)
42 should be updated every other year.

43

- 1 Compliance with the standard, including quality, currency, and application of
2 the PocketCard, is the responsibility of the local fire management unit.
- 3 • **BLM-** *BLM units will maintain Fire Danger PocketCards and ensure they*
4 *are available to all personnel.*
 - 5 • **FS-** *Obtain Regional certification for Fire Danger PocketCards. Distribute*
6 *PocketCards to each fireline supervisor on Type 3, 4, and 5 wildfires.*
7 *Update and post the cards per the NWCG standard published on the*
8 *website referenced above. Units have the option to do more frequent*
9 *updates if they choose to do so.*

10

11 **National Predictive Services Fire Potential Outlooks and Advisories**

12

13 **National Wildland Significant Fire Potential Outlook**

14 The National Wildland Significant Fire Potential Outlook is prepared and
15 distributed by NICC on the first day of each month. The report consists of
16 outlooks for the next four months, divided into one month plus one month plus
17 two month periods. Maps for each period display areas of below normal,
18 normal, and above normal significant fire potential. The second (one month)
19 and third (two months) periods will also show trends of increasing/decreasing to
20 and from above and below normal. A brief synopsis of the current and predicted
21 national situation is included in the report. National Wildland Significant Fire
22 Potential Outlooks utilize information from individual GACC Predictive
23 Services units, as well as other sources of climate, weather and fire danger data.
24 The outlook will be posted on the first day of each month to the NICC
25 Predictive Services webpage.

26

27 **7-Day Significant Fire Potential Outlook**

28 The 7-day Significant Fire Potential Outlook provides a week-long projection of
29 fuels dryness, weather, fire potential, and firefighting resources information. It
30 is issued daily when a Geographic Area is at Preparedness Level 2 or higher (not
31 including support-only periods). Each Geographic Area's Predictive Services
32 unit will determine whether to produce a morning or afternoon routine issuance.
33 Issuance times for each Area's outlook can be found in the Geographic Area
34 Mobilization Guide and/or in its National Weather Service/Predictive Services
35 Annual Operating Plan.

36

37 All the Geographic Area outlooks are viewable from
38 <http://psgeodata.fs.fed.us/7day/>. The outlooks produced by the 11 Geographic
39 Area Predictive Services units are consolidated into a National 7-day Significant
40 Fire Potential map located at: <http://psgeodata.fs.fed.us/staticmap.html>.

41

42 **Fuel and Fire Behavior Advisories**

43 Predictive Services and Coordination staff at all levels should be involved with
44 the issuance of any fuels/fire behavior advisories covering a large percentage of

1 their Geographic Area(s) so that they can carefully consider both the content
2 and intended audience of the messages.

3

4 **Local Unit Seasonal Tracking**

5

6 As identified in the FMP and/or FDOP, each unit may select, and compare to
7 normal, the current value and seasonal trend of one or more of the following
8 indicators which are most useful in predicting fire season severity and duration
9 in its area. FireFamilyPlus (FFP) is the recommended software to produce these
10 products:

11

- 12 • NFDRS (or CFFDRS) index values (ERC, BI);
- 13 • Palmer Drought or Keetch-Byram Drought Index;
- 14 • 1000-hour fuel moisture , 100-hour fuel moisture;
- 15 • Live fuel moisture , Growing Season Index;

16

17 The seasonal trend of each selected indicator is graphically compared to normal
18 and all-time worst. This comparison is updated regularly and posted in dispatch
19 and crew areas. The mechanism for comparing and displaying these items
20 should be the PocketCard (strongly recommended) and FFP graphs, which have
21 been developed and used at the local unit to inform and educate firefighters on
22 local conditions. PocketCards and FFP graphs should use the same index and
23 fuel model to display information so that the two can be easily compared.

24

25 Local seasonal trends or assessments maybe compiled at the state/regional level
26 to assist GACC predictive services and augment their assessments. Assessments
27 should be reviewed periodically throughout the fire season and revised when
28 significant changes in key indicators occur.

29

30 **Management Actions for Noncompliant Remote Automated Weather** 31 **Stations (RAWS)**

32

33 **Noncompliance report**

34 A weekly report from Wildland Fire Management Information (WFMI) weather
35 module displays Remote Automated Weather Stations (RAWS) that are more
36 than 1 year and 45 days past their annual maintenance date. Fire weather
37 stations are to be maintained annually per Interagency Wildland Fire Weather
38 Station Standards & Guidelines (PMS 426-3). The report is widely distributed
39 by email and available at <http://raws.fam.nwcc.gov/nfdrs.html>. If a RAWS is on
40 the report, it has either not had annual maintenance, or the documentation for
41 annual maintenance has not been completed in WFMI. Data from these RAWS
42 should not be used or used with caution.

43

44

45

1 **Portable RAWS**

2 Fire managers should ensure that locally held portable RAWS are maintained
3 prior to use; non-maintained portable RAWS will not be activated for data
4 processing through WFMI weather.

5

- 6 • *BLM- Refer to Chapter 2 for more guidance.*

7

8 **Fire Severity Funding**

9

10 Fire severity funding is the authorized use of suppression operations funds
11 (normally used exclusively for suppression operations and distinct from
12 preparedness funds) for extraordinary preparedness activities that are required
13 due to:

- 14 • Preparedness plans (Fire Management Plan, Fire Danger Operating Plan,
15 annual operating plan, etc.) indicate the need for additional
16 preparedness/suppression resources. The plan(s) should identify thresholds
17 for severity needs.
- 18 • Anticipated fire activity will exceed the capabilities of local resources.
- 19 • Fire seasons that either start earlier or last longer than planned in the fire
20 management plan.
- 21 • An abnormal increase in fire potential or danger not planned for in existing
22 preparedness plans.

23

24 The objective of fire severity funding is to mitigate losses due to extraordinary
25 conditions by supplementing suppression response capability and provide for
26 increased wildfire prevention activities.

27

28 When resources acquired through the approved fire planning process (e.g.
29 NFMAS, IIAA, FPA) are insufficient to meet the extraordinary need, additional
30 resources may be requested through the severity funding process.

31

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, or
- 36 • mitigate threats to Threatened and Endangered Species habitat,
37 wildland/urban interface, or other values identified in Land Use/Resource
38 Management Plans.

39

40 **Typical Uses**

41 Severity funds are typically used to:

- 42 • Increase prevention activities;
- 43 • Temporarily increase firefighting staffing;
- 44 • Pay for standby;

- 1 • Preposition initial attack suppression forces;
- 2 • Provide additional aerial reconnaissance; and
- 3 • Provide for standby aircraft availability.

4

5 **Authorization**

6 Authorization to use severity funding is provided in writing based on a written
7 request with supporting documentation. Authorization is on a line item basis
8 and comes with a severity cost code. Agencies will follow their administrative
9 procedures for issuing severity cost codes. Authorization is provided for a
10 maximum of 30 days per request; however, regardless of the length of the
11 authorization, use of severity funding must be terminated when abnormal
12 conditions no longer exist. If the fire severity situation extends beyond the 30-
13 day authorization, the State/Region must prepare a new severity request.

14

15 **State/Regional Level Severity Funding**

16 Each fiscal year the national office will provide each state/region with funding
17 and a severity cost code for state/regional short-term severity needs (e.g. wind
18 events, cold dry front passage, lightning events, and unexpected events such as
19 off road rallies) that are expected to last less than one week. Expenditure of
20 these funds is authorized by the state/regional directors at the written request of
21 the Agency Administrator. State/regional directors are responsible and
22 accountable for ensuring that these funds are used only to meet severity funding
23 objectives and that amounts are not exceeded. The national office will notify the
24 state/regional director, state/regional budget officer, and the state/regional FMO
25 when the severity cost code is provided.

- 26 • **BLM**- Refer to Chapter 2 and the *BLM Fire Operations Website* for
27 *additional short-term severity guidance.*
- 28 • **FWS** –Refer to the *Fire Management Handbook Chapter 10* for *additional*
29 *short-term severity guidance.*
- 30 • **NPS** - Parks have the authority to approve “Step-up” actions only, as
31 *defined in their fire management plan. Regional offices approve severity*
32 *(long term - up to 30 days) for parks up to \$100,000 per severity event.*
- 33 • **FS** - Severity funding direction is found in *FSM 5190.*

34

35 **National Level Severity Funding**

36 National Agency Fire Directors or their delegates are authorized to allocate fire
37 severity funding under specific conditions stated or referenced in this chapter.
38 Expenditure of these funds is authorized by the appropriate approving official at
39 the written request of the state/regional director. Approved severity funding will
40 be used only for the preparedness activities and timeframes specifically outlined
41 in the authorization, and only for the objectives stated above.

- 42 • **BLM**- Refer to Chapter 2 and the *BLM Fire Operations Website* for
43 *additional national severity guidance.*
- 44 • **NPS**- National office approves all requests over \$100,000.

- 1 • *FWS- Additional information may be found on the FWS Sharepoint site.*
2

3 **Appropriate Severity Funding Charges**

4

5 **Labor**

6 Appropriate labor charges include:

- 7 • Regular pay for non-fire personnel;
8 • Regular pay for seasonal/temporary fire personnel outside their normal fire
9 funded activation period;
10 • Overtime pay for all fire and non-fire personnel;

11

12 Severity funded personnel and resources must be available for immediate initial
13 attack regardless of the daily task assignment. Severity funded personnel and
14 resources will not use a severity cost code while assigned to wildfires. The
15 wildfire firecode number will be used.

16

17 **Vehicles and Equipment**

18 This includes:

- 19 • GSA lease rate and mileage;
20 • Hourly rate or mileage for Agency owned vehicles; and
21 • Commercial rentals and contracts.

22

23 **Aviation**

24 This includes:

- 25 • Contract extensions;
26 • The daily minimum for call when needed (CWN) aircraft;
27 • Preposition flight time; and
28 • Support expenses necessary for severity funded aircraft (facility rentals,
29 utilities, telephones, etc.).

30

31 **Travel and Per Diem**

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

- 34 • Lodging;
35 • Government provided meals (in lieu of per diem);
36 • Airfare (including returning to their home base);
37 • Privately owned vehicle mileage (with prior approval); and
38 • Other miscellaneous travel and per diem expenses associated with the
39 assignment.

40

41 **Prevention Activities**

42 These include:

- 43 • Funding Prevention Teams (Preventions teams will be mobilized as
44 referenced in the *National Mobilization Guide*, Chapter 20)

- 1 • Implementing local prevention campaigns, to include community risk
- 2 assessments, mitigation planning, enforcement, outreach, and education
- 3 • Augmenting patrols
- 4 • Note: Non-fire funded prevention team members should charge base 8 and
- 5 overtime to the severity cost code for the length of the prevention activities
- 6 assignment. Fire funded personnel should charge overtime only to the
- 7 severity cost code for the length of the prevention activities assignment.

8

9 **Inappropriate Fire Severity Funding Charges**

- 10 • To cover differences that may exist between funds actually appropriated
- 11 (including rescissions) and those identified in the fire planning process
- 12 • Administrative surcharges, indirect costs, fringe benefits
- 13 • Equipment purchases
- 14 • Purchase, maintenance, repair, or upgrade of vehicles
- 15 ○ *FWS/NPS- Severity-related repair and maintenance of FWS and NPS*
- 16 *vehicles and equipment may be funded by severity because FWS and*
- 17 *NPS do not have a use rate covering these charges. These charges*
- 18 *must be approved by the National Office.*
- 19 • Purchase of radios
- 20 • Purchase of telephones
- 21 • Purchase of pumps, saws, and similar suppression equipment
- 22 • Aircraft availability during contract period
- 23 • Cache supplies which are normally available in fire caches
- 24 • Fixed ownership rate vehicle costs
- 25 • Incident Only Emergency Equipment Rental Agreements (EERAs) may not
- 26 be used for severity activities or hazardous fuels projects. Equipment that
- 27 has been solicited under competitive pre-season I-BPAs may be used on
- 28 nationwide fire suppression, all-hazard incidents, and severity activities.
- 29 Long term rehabilitation projects require a separate solicitation for
- 30 equipment.

31

32 **Interagency Requests**

33 Agencies working cooperatively in the same geographic area must work
34 together to generate and submit joint requests, to minimize duplication of
35 required resources, reduce interagency costs, and to utilize severity funded
36 resources in an interagency manner. However, each agency should request
37 funds only for its own agency specific needs. The joint request should be routed
38 simultaneously through each agency's approval system, and the respective
39 approving official will issue an authorization that specifies allocations by
40 agency.

41

42 **Requesting Fire Severity Funding**

43 Each agency has established severity funding request protocols. The completed
44 and signed request is submitted from the state/regional director to the

- 1 appropriate approving official as per the sequence of action outlined below.
- 2 Authorizations will be returned in writing.
- 3 Severity funding request information for all agencies can be found at
- 4 http://www.nifc.gov/policies/pol_severity_funding.html

5

6 **Sequence of Action and Responsible Parties for Severity Funding Requests**

Action	Responsible Party
Identify and develop severity funding request.	Unit FMO
Review, modify, and approve (or reject) request. Forward to state/regional office.	Unit Agency Administrator
Review, modify, and approve (or reject) unit request. Add state/regional needs and consolidate. Forward to state/regional director for approval within 48 hours.	State/Regional FMO
Review, modify, and approve (or reject) request. Forward to the appropriate National Fire Director/approving official within 48 hours. Notify the fire budget staff.	State/Regional Director
Review, modify, and approve (or reject) the request within 48 hours. Issue written authorization with a severity cost code.	Appropriate National Fire Director/Approving Official
Establish severity cost code in the appropriate finance system within 24 hours.	Applicable National Finance System
Notify unit office(s) and state/regional budget lead upon receipt of authorization.	State/Regional FMO
Execute severity cost code. Ensure that project expenditures are only used for authorized purposes.	Unit Office
Maintain severity files, including requests, authorizations, and summary of expenditures and activities.	Unit/State/Regional/ National Offices

7

8 **Labor Cost Coding For Severity Funded Personnel**

- 9 Fire preparedness personnel outside their normal activation period, employees
- 10 whose regular salary is not fire funded, and Administratively Determined (AD)
- 11 employees hired under an approved severity request should charge regular time
- 12 and approved non-fire overtime to the severity suppression operations
- 13 subactivity and the requesting office’s severity cost code.

14

- 15 Fire preparedness personnel should charge their regular planned salary (base-
- 16 eight) to their budgeted subactivity using their home unit’s location code.
- 17 Overtime associated with the severity request should be charged to the severity
- 18 suppression operations subactivity and the requesting office’s severity cost code.

19

- 20 Regular hours worked in suppression operations will require the use of the
- 21 appropriate fire subactivity with the appropriate firecode number. Overtime in
- 22 fire suppression operations will be charged to the suppression operations
- 23 subactivity with the appropriate firecode number.

24

1 Employees from non-federal agencies should charge their time in accordance
2 with the approved severity request and the appropriate local and statewide
3 agreements. An interagency agreement for reimbursement must be established.
4 The Interagency Agreement for Fire Management can be used as a template.

5

6 **Documentation**

7 The state/regional and national office will document and file accurate records of
8 severity funding activity. This will include complete severity funding requests,
9 written authorizations, and expenditure records.

10

11 **Severity Funding Reviews**

12 State/regional and national offices should ensure appropriate usage of severity
13 funding and expenditures. This may be done as part of their normal agency fire
14 program review cycle.

15

16 **Fire Prevention/Mitigation**

17

18 **Wildland Fire Cause Determination & Fire Trespass**

19 Refer to Chapter 18 for guidance.

20

21 **Wildland Fire Mitigation and Prevention**

22 Fire programs are required to fund and implement unit level Fire Prevention
23 Plans by completing a wildland mitigation/prevention assessment. The purpose
24 of this is to reduce unwanted human caused ignitions, to reduce damages and
25 losses caused by unwanted wildland fires, to reduce unnecessary risk to
26 firefighters, and to reduce the suppression costs of wildland fires. As weather
27 and fuel conditions move from average to above average or severe, and/or
28 human activity increases, mitigation and prevention activities must be
29 strengthened to maintain effectiveness.

30

31 Prevention includes education (sign posting plans, school programs, radio and
32 news releases, recreation contacts, local business contacts, exhibits), industrial
33 program monitoring (timber, mining, power line maintenance operations),
34 reconnaissance patrols, and other activities to prevent the occurrence of
35 unwanted human caused fires.

- 36 • **BLM**-Refer to the *BLM Wildland Fire Prevention, Education and*
37 *Mitigation Planning Guide* available at:
38 http://www.blm.gov/nifc/st/en/prog/fire/fuelsmgmt/fire_prevention_and.html
- 39 • **NPS**- Only units that experience more than an average of 26 human caused
40 fires per ten-year period are required to develop a fire prevention plan.
- 41 • **FS** -Refer to *FSM 5110 and 5300*.

42

43

44

45

1 Professional Liability Insurance

2

3 Public Law 110-161 provides for reimbursement for up to one half of the cost
4 incurred for professional liability insurance (including any administrative
5 processing cost charged by the insurance company) for temporary fire line
6 managers, management officials, and law enforcement officers.

7

8 To qualify for reimbursement, “temporary fire line managers” must meet one of
9 the following three criteria:

- 10 • Provide temporary supervision or management of personnel engaged in
11 wildland fire activities;
- 12 • Provide analysis or information that affects a supervisor’s or manager’s
13 decision about a wildland fire;
- 14 • Direct the deployment of equipment for a wildland fire, such as a base camp
15 manager, an equipment manager, a helicopter coordinator, or an initial
16 attack dispatcher.
 - 17 ○ *DOI* – see *Personnel Bulletin No. 08-07, March 20, 2008*
 - 18 ○ *FS* – refer to <http://fsweb.asc.fs.fed.us/HRM/benefits/PLI.php>

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Chapter 11 Incident Management & Response

National Response Framework

The National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. Information about the National Response Framework can be found at: <http://www.fema.gov/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 & 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

6 **Wildfire Risk and Complexity Assessment**

7 The National Wildfire Coordinating Group has adopted the Risk and
8 Complexity Assessment (RCA) form as a replacement for the Incident
9 Complexity Analysis form and the Organizational Needs Assessment form. The
10 RCA assists personnel with evaluating the situation, objectives, risks, and
11 management considerations of an incident and recommends the appropriate
12 organization necessary to manage the incident. The Risk and Complexity
13 Assessment is found in Appendix E.

14

15 The RCA also includes common indicators of incident complexity to assist
16 firefighters and managers with determining incident management organizational
17 needs. These common indicators are found in Appendix F.

18

19 The RCA can be used to populate the Relative Risk Assessment and
20 Organization Assessment portions of the Wildland Fire Decision Support
21 System (WFDSS).

22

23 The RCA is also available at: <http://www.nwcg.gov/pms/pubs/pms210/>

24

25 **Command Organizations**

26

27 **Incident Command**

28 All wildfires, regardless of complexity, will have an Incident Commander (IC).
29 The IC is a single individual responsible to the Agency Administrator(s) for all
30 incident activities. ICs are qualified according to the NWCG *Wildland Fire*
31 *Qualifications Systems Guide* PMS 310-1 (NFES # 310-1) and any additional
32 agency requirements. The IC may assign personnel to any combination of ICS
33 functional area duties in order to operate safely and effectively. ICS functional
34 area duties should be assigned to the most qualified or competent individuals
35 available.

36

37 Incident Commanders are responsible for:

- 38 • Obtaining a Delegation of Authority and/or expectations to manage the
39 incident from the Agency Administrator. For Type 3, 4, or 5 incidents,
40 delegations/expectations may be written or oral;
 - 41 ○ *BLM- BLM District/Field Managers will provide a written Delegation*
42 *of Authority and/or expectations to the unit's Type 3, 4, and 5 Incident*
43 *Commanders annually prior to fire season.*
- 44 • Ensuring that safety receives priority consideration in all incident activities,
45 and that the safety and welfare of all incident personnel and the public is
46 maintained;

- 1 ● Assessing the incident situation, both immediate and potential;
- 2 ● Maintaining command and control of the incident management
3 organization;
- 4 ● Ensuring transfer of command is communicated to host unit dispatch and to
5 all incident personnel;
- 6 ● Developing incident objectives, strategies, and tactics;
- 7 ● Developing the organizational structure necessary to manage the incident;
- 8 ● Approving and implementing the Incident Action Plan, as needed;
- 9 ● Ordering, deploying, and releasing resources;
- 10 ● Ensuring incident financial accountability and expenditures meet agency
11 policy and standards; and
- 12 ● Ensuring incident documentation is complete.

13

14 For purposes of initial attack, the first IC on scene qualified at any level will
15 assume the duties of initial attack IC. The initial attack IC will assume the
16 duties and have responsibility for all suppression efforts on the incident up to
17 his/her level of qualification until relieved by an IC qualified at a level
18 commensurate with incident complexity.

19

20 As an incident escalates and de-escalates, a continuing reassessment of
21 complexity should be completed to validate the current command organization
22 or identify the need for a different level of incident management.

23

24 An IC is expected to establish the appropriate organizational structure for each
25 incident and manage the incident based on his/her qualifications, incident
26 complexity, and span of control. If the incident complexity exceeds the
27 qualifications of the current IC, the IC must continue to manage the incident
28 within his/her capability and span of control until replaced.

29

30 **On-site Command Organizations**

31 Command organizations responsible for incident management include:

- 32 ● Type 5 Incident Command;
- 33 ● Type 4 Incident Command;
- 34 ● Type 3 Incident Command;
- 35 ● Type 2 Incident Command;
- 36 ● Type 1 Incident Command;
- 37 ● National Incident Management Organizations (NIMO);
- 38 ● Area Command; and
- 39 ● Unified Command.

40

41 **Incident Characteristics**

42

43 **Type 5 Incident Characteristics**

- 44 ● Ad hoc organization managed by a Type 5 Incident Commander.
- 45 ● Primarily local resources used.

Release Date: January 2015

- 1 • ICS command and general staff positions are not activated.
- 2 • Resources vary from two to six firefighters.
- 3 • Incident is generally contained within the first burning period and often
- 4 within a few hours after resources arrive on scene.
- 5 • Additional firefighting resources or logistical support are not usually
- 6 required.
- 7 • May require a Published Decision in WFDSS.

8

9 **Type 4 Incident Characteristics**

- 10 • Ad hoc organization managed by a Type 4 Incident Commander.
- 11 • Primarily local resources used.
- 12 • ICS command and general staff positions are not activated.
- 13 • Resources vary from a single resource to multiple resource task forces or
- 14 strike teams.
- 15 • Incident is usually limited to one operational period. However, incidents
- 16 may extend into multiple operational periods.
- 17 • Written Incident Action Plan (IAP) is not required. A documented
- 18 operational briefing will be completed for all incoming resources. Refer to
- 19 the *Incident Response Pocket Guide* for a briefing checklist.
- 20 • May require a Published Decision in WFDSS or other decision support
- 21 document.

22

23 **Type 3 Incident Characteristics**

- 24 • Ad hoc or pre-established Type 3 organization managed by a Type 3
- 25 Incident Commander.
- 26 • The IC develops the organizational structure necessary to manage the
- 27 incident. Some or all of ICS functional areas are activated, usually at the
- 28 Division/Group Supervisor and/or unit leader level.
- 29 • The incident complexity analysis process is formalized and certified daily
- 30 with the jurisdictional agency. It is the IC's responsibility to continually
- 31 reassess the complexity level of the incident. When the assessment of
- 32 complexity indicates a higher complexity level, the IC must ensure that
- 33 suppression operations remain within the scope and capability of the
- 34 existing organization and that span of control is consistent with established
- 35 ICS standards.
- 36 • Local and non-local resources used.
- 37 • Resources vary from several resources to several task forces/strike teams.
- 38 • May be divided into divisions.
- 39 • May require staging areas and incident base.
- 40 • May involve low complexity aviation operations.
- 41 • May involve multiple operational periods prior to control, which may
- 42 require a written Incident Action Plan (IAP).
- 43 • Documented operational briefings will occur for all incoming resources and
- 44 before each operational period. Refer to the *Incident Response Pocket*
- 45 *Guide* for a briefing checklist.

- 1 • ICT3s will not serve concurrently as a single resource boss or have any non-
- 2 incident related responsibilities.
- 3 • May require a Published Decision in WFDSS.
- 4 • May require a written Delegation of Authority.

5
6 **Type 3 Incident Command**

7 When ICT3s are required to manage an incident, they must not have concurrent
8 responsibilities that are not associated with the incident and they must not
9 concurrently perform single resource boss duties.

10
11 In 2014, NWCG established the following Type 3 General Staff qualifications in
12 the PMS 310-1: OPS3, LSC3, PSC3, FSC3. The establishment of these
13 positions does not preclude the use of the minimum qualification standards
14 described in the table below.

15
16 The following table lists minimum qualification requirements for functional
17 responsibilities to manage a Type 3 incident. Activation of these functions is at
18 the discretion of the Incident Commander.

19

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.
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.

20
21 **Type 2 Incident Characteristics**

- 22 • Pre-established incident management team managed by Type 2 Incident
- 23 Commander.
- 24 • ICS command and general staff positions activated.
- 25 • Many ICS functional units required and staffed.
- 26 • Geographic and/or functional area divisions established.

- 1 • Complex aviation operations.
- 2 • Incident command post, base camps, staging areas established.
- 3 • Incident extends into multiple operational periods.
- 4 • Written Incident Action Plan required for each operational period.
- 5 • Operations personnel often exceed 200 per operational period and total
- 6 personnel may exceed 500.
- 7 • Requires a Published Decision in WFDSS or other decision support
- 8 document.
- 9 • Requires a written Delegation of Authority to the Incident Commander.

10

11 **Type 2 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 2 command and general
15 staff duties must be qualified at the Type 1 or Type 2 level according to the 310-
16 I standards and any additional agency requirements.

17

18 **Type 1 Incident Characteristics**

- 19 • Pre-established Incident Management Team managed by Type 1 Incident
- 20 Commander.
- 21 • ICS command and general staff positions activated.
- 22 • Most ICS functional units required and staffed.
- 23 • Geographic and functional area divisions established.
- 24 • May require branching to maintain adequate span of control.
- 25 • Complex aviation operations.
- 26 • Incident command post, incident camps, staging areas established.
- 27 • Incident extends into multiple operational periods.
- 28 • Written Incident Action Plan required for each operational period.
- 29 • Operations personnel often exceed 500 per operational period and total
- 30 personnel may exceed 1000.
- 31 • Requires a Published Decision in WFDSS or other decision support
- 32 document.
- 33 • Requires a written Delegation of Authority to the Incident Commander.

34

35 **Type 1 Incident Command**

36 These ICs command pre-established Incident Management Teams that are
37 configured with ICS Command Staff, General Staff and other leadership and
38 support positions. Personnel performing specific Type 1 Command and General
39 Staff duties must be qualified at the Type 1 level according to the PMS 310-1
40 standards and any additional agency requirements.

41

42 **Incident Management Teams**

43

44 **Area Command**

45 Area Command is an Incident Command System organization established to:

- 1 • Oversee the management of large or multiple incidents to which several
- 2 Incident Management Teams have been assigned. Area Command may
- 3 become Unified Area Command when incidents are multi-jurisdictional; or
- 4 • Provide strategic support and coordination services to decision makers such
- 5 as Geographic Area MAC Groups, sub-geographic area MAC Groups,
- 6 Agency Administrators, Geographic Area Coordination Centers, emergency
- 7 operations centers, agency operations centers, or FEMA Joint Field Offices.

8

9 The primary determining factor for establishing area command is the span of
10 control of the Agency Administrator.

11

12 National Area Command teams are managed by the National Multi-Agency
13 Coordinating Group (NMAC) and are comprised of the following:

- 14 • Area Commander (ACDR);
- 15 • Assistant Area Commander, Planning (AAPC);
- 16 • Assistant Area Commander, Logistics (AALC); and
- 17 • Area Command Aviation Coordinator (ACAC).

18

19 Depending on the complexity of the interface between the incidents, other
20 specialists may also be assigned in areas such as aviation safety, information,
21 long-term fire planning, and risk assessment and analysis.

22 Area Command functions typically include:

- 23 • Establishing overall strategy, objectives, and priorities for the incident(s)
- 24 under its command;
- 25 • Allocating critical resources according to agency priorities (i.e. aircraft,
- 26 IHCs, incident support needs such as medical services, communication and
- 27 internet operability equipment);
- 28 • Ensuring that incidents are properly managed;
- 29 • Coordinating mobilization, team transitions, and demobilization;
- 30 • Supervising, managing, and evaluating Incident Management Teams under
- 31 its command; and
- 32 • Minimizing duplication of effort and optimize effectiveness by combining
- 33 multiple agency efforts under a single Area or Geographic Theater Plan.

34

35 **Type 1 Incident Management Teams**

36 Type 1 Teams are managed by Geographic Area Multi-Agency Coordinating
37 Groups and are mobilized by the Geographic Area Coordination Centers. At
38 national preparedness levels 4 and 5, these teams are managed by the National
39 Multi-Agency Coordinating Group (NMAC).

40

41 **National Incident Management Organization (NIMO)**

42 NIMO Teams are managed by the Forest Service Fire and Aviation's
43 Washington Office and are ordered thru the NICC. The mission of NIMO is to
44 promote continuous improvement by introducing innovative concepts,
45 approaches, and technologies while providing adaptive and agile incident

1 management. The NIMO Coordinator can assist ordering units to order teams in
2 short or long configurations, customized configuration for special capabilities,
3 and managing long duration incidents.

4
5 NIMO's standard configuration consists of seven Command and General Staff
6 positions qualified at the Type 1 level. If needed, NIMO can expand to meet
7 various complexity levels.

8
9 Types of NIMO assignments include:

- 10 • National or Geographic Area/Regional support to provide strategic planning
11 assistance, during incident review, and feedback.
- 12 • Work with Type 2 candidates on Type 1 incidents for successional
13 planning.
- 14 • To serve as mentors, trainers and evaluators on a Type 2 or Type 3 incident
15 or designated projects.
- 16 • Manage multiple Type 3 ignitions within an area (i.e. GACC, Forest, Zone).
- 17 • Support and mentoring to an Agency Administrator with a complex fire
18 situation.
- 19 • International Assignments
- 20 • All-hazard Incidents
- 21 • Mission Specific Assignments – NIMO will continue to assist Forest
22 Service units and other agencies with special missions. Examples from the
23 past include R2 Bark Beetle, R5 Marijuana Eradication, or support to
24 Regions as a Force Multiplier during higher planning/activity levels.

25 26 **Type 2 Incident Management Teams**

27 Most Type 2 teams are managed by Geographic Area Multi-Agency
28 Coordinating Groups and are coordinated by the Geographic Area Coordination
29 Centers. Some Type 2 teams are managed by non-federal agencies (e.g. state or
30 local governments) and availability of these teams is determined on a case by
31 case basis.

32 33 **Unified Command**

34 Unified Command is an application of the Incident Command System used
35 when there is more than one agency with incident jurisdiction or when incidents
36 cross political jurisdictions. Under Unified Command, agencies work together
37 through their designated Incident Commanders at a single incident command
38 post to establish common objectives and issue a single Incident Action Plan.
39 Unified Command may be established at any level of incident management or
40 area command. Under Unified Command, all agencies with jurisdictional
41 responsibility at the incident contribute to the process of:

- 42 • Determining overall strategies;
- 43 • Selecting alternatives;
- 44 • Ensuring that joint planning for tactical activities is accomplished; and
- 45 • Maximizing use of all assigned resources.

1 Advantages of Unified Command are:

- 2 • A single set of objectives is developed for the entire incident;
- 3 • A collective approach is used to develop strategies to achieve incident
4 objectives;
- 5 • Information flow and coordination is improved between all jurisdictions and
6 agencies involved in the incident;
- 7 • All involved agencies have an understanding of joint priorities and
8 restrictions; and
- 9 • No agency's legal authorities will be compromised or neglected.

10

11 **Coordination and Support Organizations**

12

13 Organizations that provide coordination and support to on-site command
14 organizations include:

- 15 • Initial Attack Dispatch;
- 16 • Expanded Dispatch;
- 17 • Buying/Payment Teams;
- 18 • National and Geographic Area Coordination Centers (refer to Chapter 8);
- 19 • Local, Geographic Area, and National Multi-Agency Coordinating (MAC)
20 Groups.

21

22 Refer to Chapter 19 for Initial Attack and Expanded Dispatch information.

23

24 **Buying/Payment Teams**

25 Buying/Payment Teams support incidents by procuring services, supplies, and
26 renting land, facilities, and equipment. These teams may be ordered when
27 incident support requirements exceed local unit capacity. These teams report to
28 the Agency Administrator or the local unit administrative officer. See the
29 *Interagency Incident Business Management Handbook* for more information.

30

31 **Multi-Agency Coordination (MAC)**

32 Multi-Agency Coordination Groups are part of the National Interagency
33 Incident Management System (NIIMS) and are an expansion of the off-site
34 coordination and support system. MAC groups are activated by the Agency
35 Administrator(s) when the character and intensity of the emergency situation
36 significantly impacts or involves other agencies. A MAC group may be
37 activated to provide support when only one agency has incident(s). The MAC
38 group is made up of agency representatives who are delegated authority by their
39 respective Agency Administrators to make agency decisions and to commit
40 agency resources and funds. The MAC group relieves the incident support
41 organization (dispatch, expanded dispatch) of the responsibility for making key
42 decisions regarding prioritization of objectives and allocation of critical
43 resources. The MAC group makes coordinated Agency Administrator level
44 decisions on issues that affect multiple agencies. The MAC group is supported

1 by situation, resource status and intelligence units who collect and assemble data
2 through normal coordination channels.

3

4 MAC group direction is carried out through dispatch and coordination center
5 organizations. When expanded dispatch is activated, the MAC group direction
6 is carried out through the expanded dispatch organization. The MAC group
7 organization does not operate directly with Incident Management Teams or with
8 Area Command Teams, which are responsible for on-site management of the
9 incident.

10

11 MAC groups may be activated at the local, geographic, or national level.
12 National level and Geographic Area level MAC groups should be activated in
13 accordance with the preparedness levels criteria established in the National and
14 Geographic Area Mobilization Guides.

15

16 The MAC Group Coordinator facilitates organizing and accomplishing the
17 mission, goals and direction of the MAC group. The MAC group coordinator:

- 18 • Provides expertise on the functions of the MAC group and on the proper
19 relationships with dispatch centers and incident managers;
- 20 • Fills and supervises necessary unit and support positions as needed, in
21 accordance with coordination complexity;
- 22 • Arranges for and manages facilities and equipment necessary to carry out
23 the MAC group functions;
- 24 • Facilitates the MAC group decision process; and
- 25 • Implements decisions made by the MAC group.

26

27 Activation of a MAC group improves interagency coordination and provides for
28 allocation and timely commitment of multi-agency emergency resources.

29 Participation by multiple agencies in the MAC effort will improve:

- 30 • Overall situation status information;
- 31 • Incident priority determination;
- 32 • Resource acquisition and allocation;
- 33 • State and Federal disaster coordination;
- 34 • Political interfaces;
- 35 • Consistency and quality of information provided to the media and involved
36 agencies; and
- 37 • Anticipation of future conditions and resource needs.

38

39 **Wildland Fire Decision Support System (WFDSS)**

40

41 The Wildland Fire Decision Support System (WFDSS) is a web-based decision
42 support system that provides a single dynamic documentation system for use
43 beginning at the time of discovery and concluding when the fire is declared out.
44 WFDSS allows the Agency Administrator to describe the fire situation, create

1 Incident Objectives and Requirements, develop a Course of Action, evaluate
2 Relative Risk, complete an Organization Assessment, and publish a decision.
3
4 For detailed information on the tools and capabilities in WFDSS, how managers
5 may use the tools, and suggested WFDSS refresher training items, refer to
6 Appendix N.

7
8 The Integrated Reporting of Wildland fire Information (IRWIN) system
9 transfers information to and from other fire applications, including WFDSS,
10 through IRWIN. IRWIN initiates all fires in WFDSS automatically.

11
12 WFDSS will be used for decision support documentation for all fires that escape
13 initial attack, exceed initial response, or are being managed for multiple
14 objectives. These incidents will have a Published Decision within WFDSS. A
15 Published WFDSS Decision establishes objectives, a Course of Action and
16 Rationale for incidents with varying duration, spread potential, costs, or other
17 considerations. The level of documentation to publish a decision should be
18 commensurate to the incident duration, spread potential, cost, or Relative Risk.
19 Agency-specific direction established in memos or other policy documents may
20 further define WFDSS documentation requirements.

21
22 Reference the NWCG memorandum # 012-2011, “Wildland Fire Decision
23 Support System (WFDSS) Decision Documentation and GACG
24 Responsibilities” for NWCG guidance on decision publication.

- 25 • *BLM-Refer to Chapter 2 for additional requirements for WFDSS*
26 *implementation.*
- 27 • *NPS- Refer to Chapter 3 for additional requirements for WFDSS*
28 *implementation.*

29 30 **Initial Decision**

31 An initial decision should be published within 24 hours after the determination
32 that a Published Decision is needed, or within 24 hours of requesting an incident
33 management team.

34
35 Considerations for determining that a decision is needed include:

- 36 • The fire has not been contained by initial attack resources dispatched to the
37 fire;
- 38 • The fire will not have been contained within the initial attack management
39 objectives established for that zone or area according to the unit’s planning
40 documents;
- 41 • The Incident Objectives include both protection and resource benefit
42 elements consistent with land management planning documents;
- 43 • The fire affects or is likely to affect more than one agency or more than one
44 administrative unit within a single agency (for example more than one
45 National Forest);
- 46 • The fire is burning into or expected to burn into wildland-urban interface.

- 1 • Significant safety or other concerns such as air quality are present or
2 anticipated;
- 3 • The Relative Risk Assessment indicates the need for additional evaluation
4 and development of best management practices for achieving land and
5 resource objectives; and
- 6 • The criteria for Flame Act funding are anticipated to be met and
7 documentation will be needed.

8

9 New Decision

10 As incident complexity increases or decreases, it may become necessary for
11 additional supporting analyses to inform decision making. If additional analysis
12 indicates the decision needs modification, a new decision is required.

13 Depending on the complexity of the incident, a new decision should be
14 published within 2-3 days for less complex incidents and within 4-7 days for
15 more complex incidents. The same criteria above plus the following
16 considerations can guide determinations about publishing a new decision:

- 17 • The Periodic Assessment indicates the Course of Action is no longer valid;
- 18 • The management needs of the incident exceed existing capability;
- 19 • The expected costs of incident management exceed the estimated costs in
20 the initial Decision or agency-established thresholds for level of approval
21 authority;
- 22 • The fire moves or is expected to move beyond the Planning Area analyzed;
- 23 • Management Action Points have been established since the initial Decision
24 was published and additional information is needed to further manage the
25 incident over time; and
- 26 • The line officer is considering ordering an IMT.

27

28 Additional information about WFDSS can be found in Appendix N. User
29 support information, training materials, and other resources can be found at the
30 WFDSS homepage. <http://wfdss.usgs.gov/>

31

32 WFDSS Decision Approval and Publication

33 Decisions in WFDSS are approved and published by the appropriate Line
34 Officer as defined in the tables below. Incident privileges must be assigned
35 within WFDSS to designate the Approver(s). During the approval process, prior
36 to publishing a decision, the Periodic Assessment timeframe can be set from 1 to
37 14 days.

38

39 It is imperative that a decision be reviewed carefully as once approved and
40 published, a decision becomes a system of record and all WFDSS users can
41 view the information. Additionally, the action CANNOT be undone. If there is
42 an error in the information, or new information is added for documentation or
43 update (i.e. fire behavior, Management Action Points) a new decision must be
44 published to officially update the record.

45

1 All agencies having jurisdiction included in a WFDSS Planning Area should be
 2 notified prior to publication of a decision.

3 **WFDSS Approval Requirements by Agency**

4
 5

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

6
 7

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

8 ¹**DOI-** Cost estimate should be based on proportionate agency share of the
 9 estimated final cost of the incident. For example, on a \$20 million fire managed
 10 by a Type 1 IMT that is 98% FS, 1% BLM, and 1% NPS, the USFS Regional
 11 Forester and the BLM and NPS local Agency Administrators would be the
 12 approving officials in a jointly published WFDSS decision.

13 ²**BIA/NPS/FWS-** Regional Directors and National Director may delegate
 14 WFDSS approval authority as per agency policy.

15 ³**BLM-** District/Field Managers will approve WFDSS decisions and provide
 16 written notification to the state and/or national director when approaching \$5
 17 million and/or \$10 million cost estimates. Refer to Chapter 2 for additional
 18 information regarding delegation of WFDSS approval.

19 ⁴**FS-** This authority may be delegated to the next lower level provided that the
 20 line officer at the lower next level meets Line Officer wildfire response
 21 certification requirements.

22

23 **WFDSS Support**

24 The Wildland Fire Management Research Development and Application (WFM
 25 RD&A) group provides the national infrastructure for wildland fire decision
 26 making and WFDSS support. Field users should contact their WFDSS
 27 Geographic Area Editor for assistance prior to contacting WFM RD&A.
 28 Information for requesting assistance from WFM RD&A can be found at the
 29 WFDSS homepage at <http://wfdss.usgs.gov/>

1 **Managing the Incident**

2

3 **Agency Administrator Definition**

4 An Agency Administrator is the official responsible for the management of a
5 geographic unit or functional area. Agency Administrators are the managing
6 officer of an agency, division thereof, or jurisdiction having statutory
7 responsibility for incident mitigation and management. Some examples include:
8 NPS Park Superintendent, BIA Agency Superintendent, USFS Forest
9 Supervisor, BLM District Manager, FWS Refuge Manager, State Forester,
10 Tribal Chairperson, Fire Chief, Police Chief.

11

12 **Agency Administrator Responsibilities**

13 The Agency Administrator (AA) manages the land and resources on their
14 organizational unit according to the established land management plan. Fire
15 management is part of that responsibility.

16

17 Agency Administrators are responsible for safety oversight, and may request
18 additional safety oversight as needed.

19

20 Situations that may require additional safety oversight:

- 21 • A fire escapes initial attack or when extended attack is probable;
- 22 • There is complex or critical fire behavior;
- 23 • There is a complex air operation;
- 24 • The fire is in an urban intermix/interface; and
- 25 • Other extraordinary circumstances.

26

27 The AA establishes specific performance objectives for the Incident
28 Commander (IC) and delegates the authority to the IC to take specific actions to
29 meet those objectives. AA responsibilities to an Incident Management Team
30 (IMT) include:

- 31 • Conduct an initial briefing to the Incident Management Team (appendix D);
- 32 • Provide an approved WFDSS Decision;
 - 33 ○ *FS - Ensure that significant decisions related to strategy and costs are*
 - 34 *included in WFDSS.*
- 35 • Complete a Risk and Complexity Assessment (Appendix E & F) to
36 accompany the WFDSS Published Decision;
 - 37 ○ *FS- Complete a Risk and Complexity Assessment (RCA) for Type 1, 2,*
 - 38 *and 3 incidents within WFDSS.*
- 39 • Coordinate with neighboring agencies on multi-jurisdiction fires to issue a
40 joint Delegation of Authority and develop a single Published Decision in
41 WFDSS for the management of unplanned ignitions;
- 42 • Issue a written Delegation of Authority (appendix G) to the Incident
43 Commander and to other appropriate officials, Agency Administrator
44 Representative, Resource Advisor, and Incident Business Advisor. The
45 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
28 In situations where one agency provides fire suppression service under
29 agreement to the jurisdictional agency, both jurisdictional and protecting
30 agencies will be involved in the development of and signatories to the
31 Delegation of Authorities to the Incident Management Teams and the Published
32 Decision in WFDSS.

33 34 **Agency Administrator Representative Responsibilities**

35 The Agency Administrator Representative (the on-scene Agency Administrator)
36 is responsible for representing the political, social, and economic issues of the
37 Agency Administrator to the Incident Commander. This is accomplished by
38 participating in the Agency Administrator briefing, in the IMT planning and
39 strategy meetings and in the operational briefings.

40
41 Responsibilities include representing the Agency Administrator to the IMT
42 regarding:

- 43 ● Compliance with the Delegation of Authority and the Published Decision in
44 WFDSS;
- 45 ● Public Concerns (air quality, road or trail closures, smoke management,
46 threats);

- 1 • Public safety (evacuations, access/use restrictions, temporary closures);
- 2 • Public information (fire size, resources assigned, threats, concerns, appeals
- 3 for assistance);
- 4 • Socioeconomic, political, or tribal concerns;
- 5 • Land and property ownership concerns;
- 6 • Interagency and inter-governmental issues;
- 7 • Wildland urban interface impacts; and
- 8 • Media contacts.

9

10 **Resource Advisor Responsibilities**

11 The Resource Advisor is responsible for anticipating the impacts of fire
12 operations on natural and cultural resources and for communicating protection
13 requirements for those resources to the Incident Commander. The Resource
14 Advisor should ensure IMT compliance with the Land/Resource Management
15 Plan and Fire Management Plan. The Resource Advisor should provide the
16 Incident Commander with information, analysis, and advice on these areas:

- 17 • Rehabilitation requirements and standards;
- 18 • Land ownership;
- 19 • Hazardous materials;
- 20 • Fuel breaks (locations and specifications);
- 21 • Water sources and ownership;
- 22 • Critical watersheds;
- 23 • Critical wildlife habitat;
- 24 • Noxious weeds/aquatic invasive species;
- 25 • Special status species (threatened, endangered, proposed, sensitive);
- 26 • Fisheries;
- 27 • Poisonous plants, insects and snakes;
- 28 • Mineral resources (oil, gas, mining activities);
- 29 • Archeological site, historic trails, paleontological sites;
- 30 • Riparian areas;
- 31 • Military issues;
- 32 • Utility rights-of-way (power, communication sites);
- 33 • Native allotments;
- 34 • Grazing allotments;
- 35 • Recreational areas; and
- 36 • Special management areas (wilderness areas, wilderness study areas,
37 recommended wilderness, national monuments, national conservation areas,
38 national historic landmarks, areas of critical environmental concern,
39 research natural areas, wild and scenic rivers).

40

41 The Resource Advisor and Agency Administrator Representative positions are
42 generally filled by local unit personnel. These positions may be combined and
43 performed by one individual. Duties are stated in the *Resource Advisor's Guide*
44 *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
3 supervise trainees. However, when assigning trainees to positions where critical
4 life-safety decisions are affected, trainees must be directly supervised by a fully
5 qualified individual. For example:

- 6 • A Division Group Supervisor (DIVS) trainee may not work directly for an
7 Operations Section Chief without additional field supervision. The
8 potential for high hazard work with high risk outcomes calls for a fully
9 qualified DIVS to be assigned supervision of the DIVS trainee.
- 10 • A Supply Unit Leader (SPUL) trainee may supervise a
11 Receiving/Distribution Manager (RCDM) trainee. In this case, supervision
12 may be successfully provided in a lower hazard environment with
13 appropriate risk mitigation.

14

15 **Incident Action Plan**

16 When a written Incident Action Plan is required, suggested components may
17 include objectives, organization, weather forecast, fire behavior forecast,
18 division assignments, air operations summary, safety message, communications
19 plan, and incident map. An incident medical plan is required in all written
20 Incident Action Plans.

21

22 **Incident Status Reporting**

23 The Incident Status Summary (ICS-209), submitted to the GACC, is used to
24 report large wildland fires and any other significant events on lands under
25 federal protection or federal ownership. Lands administered by states and other
26 federal cooperators may also report in this manner.

27

28 Large fires are classified as 100 acres or larger in timber fuel types, 300 acres or
29 larger in grass fuel types, or when a Type 1 or 2 Incident Management Team is
30 assigned. A report should be submitted daily until the incident is contained.

31 The Agency Administrator may require additional reporting times. Refer to
32 local, zone and/or GACC guidance for additional reporting requirements.

33

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 <http://www.nwcg.gov/policies/records/index.html>

41

42 The host unit will be responsible for retaining the incident documentation
43 package including the IHF and financial records.

44

45

46

1 Document and Computer Security

2 Precautions must be taken to secure incident information in its various formats.
3 All forms of information shall be treated as Controlled Unclassified Information
4 (CUI) and care must be exercised when handling the data to prevent the
5 inadvertent viewing or unauthorized disclosure of information. CUI paper
6 copies that compromise privacy and security shall be shredded before disposal
7 when no longer needed. All computers used at the incident must be patched and
8 have anti-virus software installed with recently updated definition files. All
9 media used to transfer information into the incident (for example, but not limited to:
10 USB flash drives, portable hard drives and CD/DVDs) must be scanned prior
11 to use. Autorun capabilities must be disabled to prevent the spread of malware.
12 All computers and storage devices shall be physically secured at all times.

13

14 Transfer of Command

15 The following guidelines will assist in the transfer of incident command
16 responsibilities from the local unit to incoming Incident Management Team and
17 back to the local unit.

- 18 • The local team or organization already in place remains in charge until the
19 local representative briefs their counterparts on the incoming team, a
20 Delegation of Authority has been signed, and a mutually agreed time for
21 transfer of command has been established.
- 22 • The ordering unit will specify times of arrival and transfer of command, and
23 discuss these timeframes with both the incoming and outgoing command
24 structures.
- 25 • Clear lines of authority must be maintained in order to minimize confusion
26 and maintain operational control.
- 27 • Transfers of command should occur at the beginning of an operational
28 period, whenever possible.
- 29 • All operational personnel will be notified on incident command frequencies
30 when transfer of command occurs.

31

32 Release of Incident Management Teams

33 The release of an 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;
- 43 • Financial and payment processes needing follow-up; and
- 44 • Risk and Complexity Assessment.

45

1 Team Evaluation

2 At completion of assignment, Incident Commanders will receive a written
3 performance evaluation from the Agency Administrator(s) prior to the teams'
4 release from the incident. Certain elements of this evaluation may not be able to
5 be completed at the closeout review. These include accountability and property
6 control, completeness of claims investigation/documentation, and completeness
7 of financial and payment documentation.

8
9 The final evaluation incorporating all of the above elements should be sent to
10 the Incident Commander and the respective GACC within 60 days. See
11 appendix I for the IMT evaluation form.

12
13 The Delegation of Authority, the Published Decision in WFDSS, and other
14 documented Agency Administrator's direction will serve as the primary
15 standards against which the IMT is evaluated.

16
17 The Agency Administrator will provide a copy of the evaluation to the IC and
18 the state/regional FMO, and retain a copy for the final fire package.

19
20 The state/regional FMO will review all evaluations and will be responsible for
21 providing a copy of evaluations documenting performance to the Geographic
22 Area Coordinating Group or agency managing the IMT.

23 Unit/Area Closures

24
25
26 Threats to public safety may require temporary closure of a unit/area or a
27 portion of it. When a fire threatens escape from the unit/area, adjacent
28 authorities must be given as much advance notice as possible in order to achieve
29 orderly evacuation.

30 Incident Emergency Management Planning and Services

31
32 Refer to chapter 7 for further guidance.

33 Fire Management in Wilderness

34
35
36
37 Actions taken in wilderness will be conducted to protect life and safety, to meet
38 natural and cultural resource objectives, and to minimize negative impacts of the
39 fire management actions and the fires themselves. In evaluating fire
40 management actions, the potential degradation of wilderness character will be
41 considered before, and given significantly more weight than, economic
42 efficiency and convenience. Unless human life or private property is
43 immediately threatened, only those actions that preserve wilderness character
44 and/or have localized, short-term adverse impacts to wilderness character will
45 acceptable. Any delegation of authority to Incident Management Teams will

- 1 convey appropriate emphasis on the protection of wilderness character and
2 resources and will ensure interaction with local wilderness resource advisors.
- 3 • **BLM/FWS/NPS-** *For all wilderness fire management actions proposing the*
4 *use of any of the Wilderness Act 4(c) prohibitions, a minimum requirements*
5 *analysis will be completed.*
 - 6 • **FS-** *For all wilderness fire management actions proposing the use of any*
7 *Wilderness Act 4(c) prohibitions, a minimum requirements analysis is*
8 *recommended.*

10 **Operational Guidelines for Aquatic Invasive Species**

11
12 In order to prevent the spread of aquatic invasive species, it is important that fire
13 personnel not only recognize the threat aquatic invasive species pose to
14 ecological integrity, but how our fire operations and resulting actions can
15 influence their spread. Each local land management unit may have specific
16 guidelines related to aquatic invasive species. Therefore, it is recommended that
17 you consult established local jurisdictional guidelines for minimizing the spread
18 of aquatic invasive species and for equipment cleaning guidance specific to
19 those prevalent areas and associated species. To minimize the potential
20 transmission of aquatic invasive species, it is recommended that you:

- 21 • Consult with local biologists, Resource Advisors (READ) and fire
22 personnel for known aquatic invasive species locations in the area and avoid
23 them when possible;
 - 24 • Avoid entering (driving through) water bodies or saturated areas whenever
25 possible;
 - 26 • Avoid transferring water between drainages or between unconnected waters
27 within the same drainage when possible;
 - 28 • Use the smallest screen possible that does not negatively impact operations
29 and avoid sucking organic and bottom substrate material into water intakes
30 when drafting from a natural water body;
 - 31 • Avoid obtaining water from multiple sources during a single operational
32 period when possible; and
 - 33 • Remove all visible plant parts, soil and other materials from external
34 surfaces of gear and equipment after an operational period. If possible,
35 power-wash all accessible surfaces with clean, hot water (ideally > 140° F)
36 in an area designated by a local READ.
- 37 ○ **BLM-** *For additional information and guidelines please refer to the links*
38 *provided in the document titled “BLM Fire Program Aquatic Invasive*
39 *Species Guidance”, found at:*
40 *<http://web.blm.gov/internal/fire/fpjm/docs/aquatic.pdf>*

42 **Noxious Weed Prevention**

43
44 To reduce the transport, introduction, and establishment of noxious weeds or
45 other invasive species on the landscape due to fire suppression activities, all fire

1 suppression and support vehicles, tools, and machinery should be cleaned at a
2 designated area prior to arriving and leaving the incident. Onsite fire equipment
3 should be used to thoroughly clean the undercarriage, fender wells, tires,
4 radiator, and exterior of the vehicle. Firefighter personnel should clean personal
5 equipment, boots, clothing, etc. of weed or other invasive species materials,
6 including visible plant parts, soil, and other materials as identified by the fire
7 resource advisor. The cleaning area should also be clearly marked to identify
8 the area for post fire control treatments, as needed.

9
10 Ensure that seed mixes, mulch, and/or straw wattles contain no federally or state
11 designated noxious weeds by using seed mixes, mulches or straw wattles that
12 have been examined by a laboratory or have current weed free certification from
13 a state seed laboratory or equivalent qualified testing agent.

14 **Responding to Non-Wildland Fire Incidents**

15
16
17 Managers will avoid giving the appearance that their wildland fire resources are
18 trained and equipped to perform structure, vehicle, and dump fire suppression, to
19 respond to hazardous materials releases, or to perform emergency medical
20 response for the public.

21 **Wildland Urban Interface**

22
23 The operational roles of the federal agencies as partners in the wildland urban
24 interface are wildfire suppression, structure protection (see below), prescribed
25 fire, hazard reduction, cooperative prevention and education, and technical
26 assistance. Structural fire suppression is the responsibility of tribal, state, or
27 local governments. Federal agencies may assist with exterior structural fire
28 protection activities under formal fire protection agreements that specify the
29 mutual responsibilities of the partners, including funding (Some federal agencies
30 have full structural protection authority for their facilities on lands they
31 administer and may also enter into formal agreements to assist state and local
32 governments with structural protection).

33 *-Review and Update of the 1995 Federal Wildland Fire Management*
34 *Policy, January 2001, page 23.*

35
36 Funding is not provided to prepare for or respond to emergency non-wildland
37 fire response activities such as structure fires, vehicle fires, dump fires,
38 hazardous materials releases, and emergency medical responses. Managers
39 must ensure that fire management plans, interagency agreements, and annual
40 operating plans clearly state agency and cooperator roles and responsibilities for
41 non-wildland fire response activities that agency personnel are exposed to as a
42 result of working in the interagency fire environment. Managers will also
43 ensure that federal wildland fire resources are not identified on run cards or in
44 dispatch plans for non-wildland fire responses.

45
46

1 **Structure, Vehicle, Dumpster, Trash, and Landfill Fires**

2 Wildland firefighters will not take direct suppression action on structure,
3 vehicle, dumpster, trash, or landfill fires. Structure, vehicle, and landfill fire
4 suppression is not a functional responsibility of wildland fire resources. These
5 fires have the potential to emit high levels of toxic gases. This policy will be
6 reflected in suppression response plans.

7
8 Wildland firefighters who encounter structure, vehicle, or landfill fires, or who
9 are dispatched to such fires due to significant threat to adjacent agency protected
10 lands/resources, will not engage in direct suppression action. Structure
11 protection (not suppression) activities will be limited to exterior efforts, and only
12 when such actions can be accomplished safely and in accordance with
13 established wildland fire operations standards.

- 14 • *NPS- For structural fire (including vehicle, trash and dumpster fires)*
15 *response, training, medical examination, and physical fitness requirements,*
16 *and hazardous material response or control guidance, refer to chapter 3.*
- 17 • *FS- Wildfires other than vegetation (such as dumpster, trash, landfill, or*
18 *vehicle) as the primary fuel present hazards that are outside of the basic*
19 *wildland firefighters training and protective equipment. Response actions*
20 *will be limited to protection of life, property, and resources when they can*
21 *be safely undertaken with proper risk assessment and mitigation. When*
22 *agency employees are trained, qualified, and equipped to take action on*
23 *other than vegetation fires, they may do so with proper risk assessment and*
24 *mitigation (Incident Response Pocket Guide, PMS 461).*

25 26 **Public Emergency Medical Response**

27 Public emergency medical response is not a functional responsibility of wildland
28 fire resources, and should not be part of a preplanned response that requires
29 these duties. When wildland firefighters encounter emergency medical response
30 situations, their efforts should be limited to immediate care (e.g. first aid, first
31 responder) actions that they are trained and qualified to perform.

- 32 • *NPS- NPS employees who provide emergency medical services will adhere*
33 *to the requirements contained in Director's Order and Reference Manual*
34 *#51, Emergency Medical Services.*

35 36 **Post Wildfire Activities**

37
38 Each wildland fire management agency is responsible for taking prompt action
39 to determine the need for, and to prescribe and implement, emergency
40 treatments to minimize threats to life or property or to stabilize and prevent
41 unacceptable degradation to natural and cultural resources resulting from the
42 effects of a fire on the lands they manage.

43
44 Post wildfire activities references can be found in *Interagency Burned Area*
45 *Emergency Response Guidebook, Interpretation of Department of the Interior*
46 *620 DM 3 and USDA Forest Service Manual 2523, For the Emergency*

1 *Stabilization of Federal and Tribal Trust Lands, Version 4.0 dated Feb. 2006*
 2 *and Interagency Burned Area Rehabilitation Guidebook, Interpretation of*
 3 *Department of the Interior 620 DM 3, For the Burned Area Rehabilitation of*
 4 *Federal and Tribal Trust Lands, Version 1.3 dated October 2006.*
 5 <http://www.fws.gov/fire/ifcc/Esr/home.htm>

- 6
- 7 Damages resulting from wildfires are addressed through four activities:
- 8 ● **Wildfire Management Activity Damage Repair** - Planned actions taken to
 9 repair the damages to resources, lands, and facilities resulting from wildfire
 10 suppression actions and documented in the Incident Action Plan. These
 11 actions are usually implemented prior to, or immediately after containment
 12 of the wildfire by the incident management organization. Repairs under this
 13 activity may be completed to return the value to pre-wildfire management
 14 activity condition as practical but may not improve the condition beyond
 15 what was existing prior to the incident.
 - 16 ● **Emergency Stabilization** - Planned actions to stabilize and prevent
 17 unacceptable degradation to natural and cultural resources, to minimize
 18 threats to life or property resulting from the effects of a wildfire, or to
 19 repair/replace/construct physical improvements necessary to prevent
 20 degradation of land or resources. Emergency stabilization actions must be
 21 taken within one year following containment of a wildfire and documented
 22 in a Burned Area Emergency Response Plan.
 - 23 ● **Rehabilitation** - Efforts taken within three years of containment of a wildfire
 24 to repair or improve wildfire-damaged lands unlikely to recover naturally to
 25 management approved conditions, or to repair or replace minor facilities
 26 damaged by wildfire. These efforts are documented in a separate Burned
 27 Area Rehabilitation Plan.
 - 28 ● **Restoration** - Continuing the rehabilitation beyond the initial three years or
 29 the repair or replacement of major facilities damaged by the wildfire.

30 **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	1-3 years	3 + years
Responsibility	Agency Administrator	Agency Administrator	Agency Administrator	Agency Administrator
Funding type:	Suppression (fire)	Emergency Stabilization	Rehabilitation	Regular program

31

1

Emergency Stabilization Approval Authorities

	BIA	BLM	FWS	NPS	FS
Local Approval Level	<\$250,000 Agency Supt.	\$0 Field/ District Manager	\$0 Refuge Manager	\$0 Park Supt.	\$0 District Ranger
					\$0 Forest Supervisor
Regional/ State Approval Level	\$250,000- \$500,000 Regional Director	<\$100,000 State Director	<\$500,000 Regional Director with Regional Fire Management Coordinator concurrency	<\$500,000 Regional Director	\$500,000 Western Regional Foresters
					\$100,000 Eastern Regional Foresters
National Approval Level	>\$500,000 Director of Fire Management	>\$100,000 Director	>\$500,000 Chief, Branch of Fire Management	>\$500,000 Chief, Division of Fire and Aviation	>\$100,000 or \$500,000 Chief

2

3 **Burned Area Emergency Response (BAER) Teams**

4 BAER Teams are a standing or ad hoc group of technical specialists (e.g.,
5 hydrologists, biologists, soil scientists, etc.) that develop and may implement
6 portions of the Burned Area Emergency Response Plans. They will meet the
7 requirements for unescorted personnel found in Chapter 07 under “Visitors to
8 the Fireline” when working within the perimeter of an uncontrolled wildfire.
9 The team’s skills and size should be commensurate with the size and complexity
10 of the wildfire.

11

12 It is the Agency Administrator’s responsibility to designate an interdisciplinary
13 BAER team. However, BAER teams must coordinate closely with IC and
14 Incident Management teams to work safely and efficiently. Initial requests for
15 funding for BAER should be submitted to the appropriate Agency Administrator
16 for approval within 7 calendar days after the total containment of the fire. If
17 additional time is needed, extensions may be negotiated with those having
18 approval authority.

- 19 • *DOI - The Department of the Interior maintains two standing National*
20 *BAER Teams with pre-identified positions listed in the National Interagency*
21 *Mobilization Guide and are comprised of personnel from the Bureau of*
22 *Indian Affairs, Bureau of Land Management, National Park Service, Fish*
23 *and Wildlife Service and Forest Service. The DOI-BAER Teams are*
24 *dispatched by the National Interagency BAER Team Dispatch Prioritization*
25 *Criteria Evaluation.*
26 *[http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20](http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf)*
27 *[BAERTeam%20call-out%20criteria.pdf](http://www.fws.gov/fire/ifcc/Esr/BAER/BAER_Team_Management/2006%20BAERTeam%20call-out%20criteria.pdf)*

- 1 • **DOI-** *The DOI-BAER Teams should be requested at least 10 days prior to*
2 *expected date of wildfire containment and ordered as per the National*
3 *Mobilization Guide.*
- 4 • **FS -** *The Forest Service utilizes BAER Teams through a pool of resources*
5 *with the skills identified by the receiving unit. When needed, BAER*
6 *personnel from other units can either be contacted directly or through*
7 *dispatch. Placing a general fire resource order for BAER team members*
8 *via dispatch is not appropriate for ad hoc Forest Service teams. See FSM*
9 *2523 and FSH 2509.13 for agency specific policy and direction for BAER*
10 *teams.*

11 **Incident Business Management**

12
13
14 Specific incident business management guidance is contained in the *Interagency*
15 *Incident Business Management Handbook* (PMS 902). This handbook assists
16 participating agencies of the NWCG to constructively work together to provide
17 effective execution of each agency's incident management program by
18 establishing procedures for:

- 19 • Uniform application of regulations on the use of human resources, including
20 classification, payroll, commissary, injury compensation, and travel;
- 21 • Acquisition of necessary equipment and supplies from appropriate sources
22 in accordance with applicable procurement regulations;
- 23 • Managing and tracking government property;
- 24 • Financial coordination with the protection agency and maintenance of
25 finance, property, procurement, and personnel records and forms;
- 26 • Use and coordination of incident business management functions as they
27 relate to sharing of resources among federal, state, and local agencies,
28 including the military;
- 29 • Investigation and reporting of accidents;
- 30 • Investigating, documenting, and reporting claims;
- 31 • Documenting costs and implementing cost-effective criteria for managing
32 incident resources; and
- 33 • Non-fire incidents administrative processes.
- 34
- 35 • **DOI-** *The Department of the Interior All Hazards-Supplement to the*
36 *Interagency Incident Business Management Handbook establishes business*
37 *management guidelines for the Department of the Interior's (DOI's)*
38 *all-hazards incidents. The DOI Supplement is available at:*
39 *<http://www.doi.gov/emergency/emergency-policy.cfm>*

40 **Cost Management**

41
42 An Incident Business Advisor (IBA) must be assigned to any wildfire with costs
43 of \$5 million or more. If a qualified IBA is not available, the approving official
44 will appoint a financial advisor to monitor expenditures.
45

1 Incident cost objectives will be included as a performance measure in Incident
2 Management Team evaluations.

3

4 **Large Fire Cost Reviews**

5 An Interagency Large Fire Cost Review will be conducted when an incident
6 (single fire or complex) meets or exceeds Federal combined expenditures of \$10
7 million.

8

9 A review may also be conducted when an incident (single fire or fire complex)
10 meets or is expected to meet one or more of the following criteria:

- 11 • The predicted time to achieve the fire management objective exceeds 21
12 days;
- 13 • There are significant political, social, natural resource, or policy concerns;
- 14 • There are significant and complicated cost-share or multi-jurisdictional
15 issues; or
- 16 • The affected agency requests a review.

17

18 It is the responsibility of the Agency Administrator to monitor large fire costs
19 and advise the appropriate individual(s) within their agency of the need for a
20 Large Fire Cost Review. When a multi-jurisdictional fire requires review, the
21 local Agency Administrator will determine which agency will be designated as
22 the lead in the review process.

23

24 The Agency Director will provide a Delegation of Authority to the Cost Review
25 Team authorizing the implementation of a review. When possible, Large Fire
26 Cost Reviews should be conducted when the Incident Management Team is still
27 in place to allow prompt access to records and incident personnel.

- 28 • *BLM- The Assistant Director, Fire and Aviation will initiate, facilitate, and
29 provide oversight for the LFCR process. Upon determination of the need
30 for a LFCR, the AD will coordinate with the appropriate state director and
31 assemble a LFCR team, provide a delegation of authority, and initiate the
32 LFCR using direction found at
33 http://web.blm.gov/internal/fire/budget/Reports/Report_Menu_new.htm.
34 The AD will provide briefings to the Bureau Director, as appropriate.*

35

36 **Cache Management**

37

38 Agencies often serve as interagency partners in national support caches and
39 local area support caches, and may operate single agency initial attack caches.
40 All caches will maintain established stocking levels, receive and process orders
41 from participating agencies and follow ordering and fire replenishment
42 procedures as outlined by the national and geographic area cache management
43 plans and mobilization guides.

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

45

46

1 **Type 1 and 2 National Interagency Support Caches**

2 There are fifteen National Interagency Support Caches (NISCs); eleven are
3 managed by the Forest Service, three are managed by the BLM, and one is
4 managed by the State of Idaho. The fifteen national caches are part of the
5 National Fire Equipment System (NFES). Each of these caches provides
6 incident support in the form of equipment and supplies to units within their
7 respective geographic areas. The NFES cache system may support other
8 emergency, disaster, fire-related or land management activities, provided that
9 such support is permitted by agency policies and does not adversely affect the
10 primary mission. These national caches do not provide supplies and equipment
11 to restock local caches for non-incident requests. Non-emergency (routine)
12 orders should be directed to the source of supply, e.g., DLA or private vendors.

13
14 The Great Basin Area Incident Support Cache at NIFC provides publications
15 management support to the National Wildfire Coordinating Group (NWCG).
16 Reference the *NWCG NFES Catalog Part 2: Publications* at www.nwcg.gov for
17 more detailed information.

18
19 Forest Service National Symbols Program distribution is through the Eastern
20 Area Incident Support Cache (NEK). This material is coordinated by the USDA
21 Forest Service, under advisement of the National Association of State Foresters'
22 (NASF) Cooperative Forest Fire Prevention Committee (CFFP). Materials
23 include Smokey Bear /Junior Forest Ranger prevention items and Woodsy Owl
24 environmental educational materials.

25
26 NEK also distributes DOI Fire Education materials. The website at
27 <http://www.symbols.gov/> contains the catalog of these materials, information
28 about these programs, and online ordering instructions.

29
30 **Type 3 Support Caches**

31 These caches directly support more than one agency and generally cover more
32 than one administrative unit. They will maintain stocking levels to meet the
33 identified needs of the multiple agencies for whom service is provided.

34
35 **Type 4 Local Caches**

36 Numerous caches of this level are maintained by each agency. These caches
37 will establish and maintain stocking levels to meet the initial response needs of
38 the local unit(s).

39
40 **Inventory Management**

41
42 **System Implementation**

43 Each fire cache, regardless of size, should initiate and maintain a cache
44 inventory management system. Agency management systems provide a check
45 out/return concept that incorporates a debit/crediting for all items leaving the
46 cache. This system is strictly followed in the Type 1 and 2 NISC's. Inventory

1 management processes should be implemented for all Type 3 Support and Type
2 4 Local caches.

3

4 **Accountability**

5 Fire loss/use rate is defined as all property and supplies lost, damaged, or
6 consumed on an incident. It is reported as a percentage that is calculated in
7 dollars of items issued compared to items returned. Consumable items are not
8 included in this total. All items stocked in agency fire caches will be
9 categorized for return (loss tolerance/use rate) and accountability purposes.

10

11 **Trackable Items**

12 Trackable items include items that a cache may track due to dollar value,
13 sensitive property classification, or limited quantities. Available items that are
14 considered trackable are usually engraved or tagged with a cache trackable
15 identification number. These items must be returned to the issuing cache at the
16 end of the incident use, or documentation must be provided to the issuing cache
17 as to why it was not returned. All trackable items are also considered durable.
18 Accountability for trackable items is expected to be 100 percent.

19

20 **Durable Items**

21 Durable items include cache items considered to have a useful life expectancy
22 greater than one incident. High percentages of return for these items are
23 expected. These items are not specifically cache identified/tagged/engraved.
24 Durable items include water handling accessories, helicopter accessories, tents
25 and camp items such as heaters, lights, lanterns, tables, chairs, hose, tools,
26 backpack pumps, sleeping bags, pads, cots, and personal protective equipment.
27 A 90% level of return is the expected threshold for durable items.

28

29 **Consumable Items**

30 Consumable items include items normally expected to be consumed during
31 incident use. Consumable items returned in unused condition are credited to the
32 incident. Examples of consumable items are: batteries, plastic canteens,
33 cubitainers, forms, MREs, fusees, hot food containers, petroleum products, and
34 medical supplies.

35

36 **Incident Management and Environmental Sustainability**

37 Every incident should seek opportunities to reduce unnecessary waste and limit
38 impacts associated with management actions. This may be accomplished, for
39 example, by promoting recycling and encouraging the use of alternative energy
40 sources as long as such efforts do not compromise operational or safety
41 objectives.

42

43 **Incident to Incident Transfer of Supplies and Equipment**

44 Transfer of supplies and equipment between incidents is not encouraged, due to
45 the increased possibility of accountability errors. In instances when it is
46 determined to be economically feasible and operationally advantageous, the

1 following must be accomplished by the Supply Unit Leader from the incident
2 that is releasing the items.

3

4 Documentation will be completed on the *Interagency Incident Waybill (NFES*
5 *#1472)* and must include the following:

- 6 • NFES Number.
- 7 • Quantity.
- 8 • Unit of Issue.
- 9 • Description.
- 10 • Trackable ID number, if item is trackable.
- 11 • Receiving incident name, incident number, and resource request number.
- 12 • The Supply Unit Leader will send the waybill transfer information to the
13 servicing NISC to maintain proper accountability recording.

14

15 Upon request, the servicing NISC can provide the Supply Unit Leader with an
16 Outstanding Items Report or Incident Summary Report to facilitate accurate
17 waybill documentation.

18

19 **Fire Loss Tolerance Reporting for Type 1 and 2 Incidents**

20 In order to help managers keep incident-related equipment and supply loss to a
21 minimum, incident management teams (IMTs) are required to maintain
22 accountability and tracking of these items. Guidelines and procedures to assist
23 with this accountability are provided in Chapter 30 of the *Interagency Incident*
24 *Business Management Handbook*. To further facilitate these procedures and
25 provide oversight, a fire loss report has been developed that provides detailed
26 information regarding used and trackable item use. This report has been
27 accepted by NWCG for all wildland fire agencies and will be compiled for all
28 Type 1 and Type 2 incidents. Investigations may be conducted in those cases
29 where thresholds may have been exceeded.

30

31 These reports are compiled by the NISC servicing the particular incident.
32 Reports will then be forwarded to the responsible local office, with a copy to the
33 state/regional FMO. The following steps must be followed to insure accurate
34 reports:

- 35 • At the close of each incident, all property must be returned to the servicing
36 NFES cache;
- 37 • If accountable/trackable property has been destroyed or lost, appropriate
38 documentation must be provided to the cache for replacement and updating
39 property records;
- 40 • All property purchased with emergency fire funds for an incident must be
41 returned to the NFES cache system;
- 42 • All unused consumable and/or durable NFES items must be returned to the
43 servicing NFES cache within 30 days of control of the incident; and
- 44 • Agency Administrators/fire management officers must review the fire loss
45 report and recommend appropriate follow-up action if losses are excessive.

1 Those actions and recommendations should be documented and filed in the
2 final incident records.

3

4 **Incident Supply and Equipment Return Procedures**

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

- 7 • Items meeting NFES standards will be returned to the NISC for reuse
8 within the fire supply system;
- 9 • Items not meeting the prescribed NFES standards will be purchased with
10 program funds by the local unit if the items are needed for program use; or
- 11 • Items will be delivered to the unit's excess property program for disposal.

12

13 **Cache Returns and Restock Procedures**

14 All returns for credit and restock of caches to specific incident charges should be
15 made within 30 days after the close of the incident. If that timeframe cannot be
16 met, it is required that returns and restock be made during the same calendar
17 year as items were issued. All returns should be tagged with appropriate
18 incident number, accompanied by an interagency waybill identifying the
19 appropriate incident number, or accompanied by issue documents to ensure
20 proper account credit is given. Any items returned after the calendar year of
21 issue will be returned to multiple-fire charges, unless specific incident charge
22 documentation (issues) can be provided with the return.

23

24 **Incident Replacement of Government Property**

25 Refer to the *IIBMH*, Chapter 30 for procedures governing property management
26 relating to incident activities. The Agency Administrator is responsible for
27 providing agency property management guidelines and/or procedures to incident
28 personnel.

29

30 Damage or Loss for assigned property is addressed under *IIBMH* Chapter 30.
31 Specialty or non-cache items originally provided by the home unit through the
32 use of preparedness funds will be replaced by home unit funds if the loss is due
33 to normal wear and tear. If the government property is damaged on the incident
34 due to a specific event, e.g., wind event damages tent, the incident may, upon
35 receipt of required documentation and proof of damage, authorize replacement
36 using the *Incident Replacement Requisition (OF-315)*. Cache items will be
37 replaced at the incident if available. Cache items that are not available at the
38 incident may be authorized for restocking at the home unit via an authorized
39 *Incident Replacement Requisition*.

40

41 For replacement of NFES items not carried by the National Incident Supply
42 Cache responsible for supporting the incident (i.e. Wildland Firefighter's Pants,
43 Type II), replacement must be authorized using the *Incident Replacement*
44 *Requisition (OF-315)*, and should be accomplished by ordering the item from
45 Defense Logistics Agency (DLA).

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Chapter 12 Suppression Chemicals & Delivery Systems

Policy for Use of Fire Chemicals

Use only products qualified and approved for intended use. Follow safe handling procedures, use personal protective equipment recommended on the product label and *Material Safety Data Sheet* (MSDS).

A current list of qualified products and approved uses can be found on the Wildland Fire Chemical Systems (WFCS) website at <http://www.fs.fed.us/rm/fire/wfcs/index.htm>

Refer to local jurisdictional policy and guidance related to use of wildland fire chemicals for protection of historic structures.

Products must be blended or mixed at the proper ratio prior to being loaded into the aircraft. Quality control and safety requirements dictate that mixing or blending of wildland fire chemicals be accomplished by approved methods.

Types of Fire Chemicals

Long-Term Retardant

Long-term retardants contain fertilizer salts that change the way fuels burn. They are effective even after the water has evaporated. Retardants may be applied aerially by large air tanker, single engine airtanker (SEAT) and helicopter bucket. Some retardant products are approved for fixed tank helicopters. Some products are formulated specifically for delivery from ground sources. See the Qualified Products List (QPL) for specific uses for each product.

Recommended coverage levels and guidelines for use can be found in the *10 Principles of Retardant Application*, NFES 2048, PMS 440-2 pocket card. Retardant mixing, blending, testing, and sampling requirements can be found at the WFCS website Lot Acceptance and Quality Assurance page: <http://www.fs.fed.us/rm/fire/wfcs/laqa.htm>.

Fire Suppressant Foam

Fire suppressant foams are combinations of wetting and foaming agents added to water to improve the effectiveness of the water. They are no longer effective once the water has evaporated. Foam may be applied by engines, portable pumps, helicopters, and SEATs. Some agencies also allow application of foam from fixed-wing water scoopers. See the QPL for specific uses for each product.

1 Wet Water

2 Using foam concentrates at a mix ratio of 0.1 percent will produce a wet water
3 solution.

5 Water Enhancer (Gel)

6 Water enhancers, such as fire fighting gels, are added to water to improve the
7 viscosity and adhesion of water. They are not effective once the water has
8 evaporated. These products may be used in structure protection within the
9 wildland interface or on wildland fuels. They are fully approved for use in
10 helicopter bucket and engine application. Many are also approved, at specific
11 mix ratios, for use in SEATs, and fixed tank helicopters. See the QPL for
12 specific uses for each product.

14 Safety Information**16 Personnel Safety**

17 All qualified wildland fire chemicals meet minimum requirements (June 2007)
18 in regard to aquatic and mammalian toxicity (acute oral toxicity, acute dermal
19 toxicity, primary skin irritation, and primary eye irritation). Specifications for
20 long-term retardants, fire suppression foams, and water enhancers can be found
21 on the WFCS website.

22
23 Personnel involved in handling, mixing, and applying fire chemicals or solutions
24 shall be trained in proper procedures to protect their health and safety and the
25 environment. Approved fire chemicals can be irritating to the eyes. Personnel
26 must follow the manufacturer's recommendations; including use of PPE, as
27 found on the product label and product MSDS. The MSDSs for all approved
28 fire chemicals can be found on the web site at:
29 <http://www.fs.fed.us/rm/fire/wfcs/msds.htm>.

30
31 Human health risk from accidental drench with fire chemicals can be mitigated
32 by washing with water to remove any residue from exposed skin.

33
34 Containers of any fire chemical, including backpack pumps and engine tanks,
35 should be labeled to alert personnel that they do not contain only water and the
36 contents are not potable.

37
38 Slippery footing is a hazard at storage areas, unloading and mixing sites, and
39 wherever applied. Because all fire chemical concentrates and solutions
40 contribute to slippery conditions, all spills must be cleaned up immediately,
41 preferably with a dry absorbent pad or granules. Firefighters should be aware
42 that fire chemicals can conceal ground hazards. Wildland fire chemicals can
43 penetrate and deteriorate leather boots, resulting in wet feet and potentially
44 ruined leather.

45
46

- 1 **Aerial Application Safety**
- 2 Personnel and equipment in the flight path of intended aerial drops should move
- 3 to a location that will decrease the possibility of being hit with a drop.
- 4
- 5 Personnel near aerial drops should be alert for objects (tree limbs, rocks, etc.)
- 6 that the drop could dislodge. The *Incident Response Pocket Guide* (IRPG)
- 7 provides additional safety information for personnel in drop areas.
- 8
- 9 During training or briefings, inform all fire personnel of environmental
- 10 guidelines and requirements for fire chemicals application and avoid contact
- 11 with waterways.
- 12
- 13 Avoid dipping from rivers or lakes with a helicopter bucket containing residual
- 14 fire chemicals without first cleaning/washing down the bucket.
- 15
- 16 Consider setting up an adjacent reload site and manage the fire chemicals in
- 17 portable tanks or terminate the use of chemicals for that application.
- 18

19 **Interagency Policy for Aerial and Ground Delivery of Wildland Fire**
 20 **Chemicals Near Waterways and Other Avoidance Areas**

21
 22 This policy is an expansion and update for the 2000 and 2009 updated
 23 Guidelines for Aerial Delivery of all wildland fire chemicals, including
 24 retardant, foam, and water enhancers, which were established and approved by
 25 the Forest Service (FS) and the Department of the Interior (DOI). The policy
 26 includes additional avoidance areas (both aquatic and terrestrial) for aerial
 27 delivery of fire chemicals as designated by individual agencies and includes
 28 additional FS reporting requirements.

29
 30 This policy does not require the helicopter or airtanker pilot-in-command to fly
 31 in such a way as to endanger his or her aircraft, other aircraft, or structures or
 32 compromise ground personnel safety.

33

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.

10 **Definition of Waterway**

11 Any body of water (including lakes, rivers, streams, and ponds) whether or not it
12 contains aquatic life.

14 **Definition of Waterway Buffer**

15 300 ft. distance on either side of a waterway.

17 **Definition of Additional Mapped Avoidance Areas**

18 On FS lands, there may be areas requiring additional protection outside of the
19 300 ft. waterway buffer. This may include certain dry intermittent or ephemeral
20 streams, areas designated for resource protection, as well as areas for the
21 protection of TEPCS terrestrial habitats and population areas.

- 22 • *FS- Maps are available at the NIFC interagency FTP site:*
23 *ftp://ftp.nifc.gov/Base_Info/Retardant_Avoidance_Areas.*

25 **Guidance for Pilots**

26 Pilots will avoid all waterways and additional mapped avoidance areas
27 designated by individual agencies. To meet the 300-foot waterway buffer zone
28 or additional mapped avoidance areas guideline, implement the following:

- 29 • All Aircraft: When approaching a waterway or other avoidance areas, the
30 pilot shall terminate application of wildland fire chemical approximately
31 300 feet before reaching the area. When flying over a waterway, the pilot
32 shall not begin application of wildland fire chemical until 300 feet after
33 crossing the far bank or shore. The pilot shall make adjustments for
34 airspeed and ambient conditions such as wind to avoid the application of
35 wildland fire chemicals within the 300-foot buffer zone. Riparian
36 vegetation may be an indicator of waterways and pilots should confirm to
37 the extent possible that no water is present before dropping.
- 38 • Prior to fire retardant application, all aerial supervision and/or pilots shall
39 be briefed on the locations of all TEPCS or other avoidance areas in the
40 vicinity.
- 41 • If operationally feasible, pilots or the aerial supervision shall make a 'dry
42 run' over the intended application area and/or coordinate with ground
43 resources to identify avoidance areas and waterways in the vicinity of the
44 wildland fire.

- 1 • Pilots will be provided avoidance area maps and information at all briefings
2 (if not dispatched from one geographic area/unit and delivering to another
3 geographic area).

4
5 **Exceptions for Aerial Delivery of Long-Term Retardant on USDA Forest**
6 **Service Lands (2011 Record of Decision):**

- 7 • Deviations from the policy are allowed only for the protection of life or
8 safety (public and firefighter).

9
10 **Exceptions for All Other Agencies and All Other Fire Chemicals:**

- 11 • When alternative line construction tactics are not available due to terrain
12 constraints, congested area, life and property concerns or lack of ground
13 personnel, it is acceptable to anchor the wildland fire chemical application
14 to the waterway. When anchoring a wildland fire chemical line to a
15 waterway, use the most accurate method of delivery in order to minimize
16 placement of wildland fire chemical in the waterway (e.g., a helicopter
17 rather than a heavy airtanker).
- 18 • Deviations from the policy are acceptable when life or property is
19 threatened and the use of wildland fire chemical can be reasonably expected
20 to alleviate the threat.
- 21 • When potential damage to natural resources outweighs possible loss of
22 aquatic life, the unit administrator may approve a deviation from these
23 guidelines.

24
25 **Reporting Requirements of Aerially Delivered Wildland Fire Chemicals**
26 **Into Waterways, Waterway Buffer Areas and Mapped Avoidance Areas**

27
28 During training or briefings, inform field personnel of:

- 29 • Environmental guidelines for fire chemical application;
30 • Requirements for avoiding contact with waterways;
31 • Additional mapped avoidance areas as designated by individual agency; and
32 • Their responsibility for upward reporting in the event of application, for
33 whatever reason, into avoidance areas.

34
35 If application of wildland fire chemical occurs or anyone believes it may have
36 been introduced within waterways, waterway buffered areas, or other mapped
37 avoidance areas, the following is required as appropriate:

- 38 • They should inform their supervisor;
39 • The information will be forwarded to incident management and the agency
40 administrator, usually through the resource advisor;
41 • The incident or host authorities must immediately contact specialists within
42 the local jurisdiction; and
43 • Notifications and reporting will be completed as soon as possible.

44

1 Procedures have been implemented for the required reporting. All information,
2 including reporting tools and instructions are posted on the websites at:

3 <http://www.fs.fed.us/rm/fire/wfcs>

4 <http://www.fs.fed.us/fire/retardant/>

5

6 The FS has additional reporting requirements for threatened, endangered,
7 proposed, candidate and FS listed sensitive species for aerially delivered fire
8 retardant only. This requirement resulted from the Forest Service's acceptance
9 of Biological Opinions received from the National Marine Fisheries Service
10 (NMFS) and the U.S. Fish and Wildlife Service (FWS), and the *2011 Record of*
11 *Decision (ROD) for Nationwide Aerial Application of Fire Retardant on*
12 *National Forest System Lands*. The procedures, reporting tools, and instructions
13 can be found at the same websites listed above.

14

15 **Endangered Species Act (ESA) Emergency Consultation**

16

17 The following provisions are guidance for complying with the emergency
18 section 7 consultation procedures of the ESA for wildland fire chemicals. These
19 provisions do not alter or diminish an action agency's responsibilities under the
20 ESA.

21

22 Where T&E species or their habitats are potentially affected by application of
23 wildland fire chemicals, the following additional procedures apply and shall be
24 documented in initial or subsequent fire reports:

- 25 • As soon as practicable after application of wildland fire chemical near
26 waterways or other avoidance area as designated by agency, determine
27 whether the application has caused any adverse effects to a T&E species or
28 their habitat. This can be accomplished by the following:
 - 29 ○ Ground application of wildland fire chemical outside a waterway is
30 presumed to avoid adverse effects to aquatic species and no further
31 consultation for aquatic species is necessary;
 - 32 ○ Aerial application of wildland fire chemical outside 300 ft. (or in any
33 additional buffer areas beyond 300 ft. established on NFS lands for
34 certain species) of a waterway is presumed to avoid adverse effects to
35 aquatic species and no further consultation for aquatic species is
36 necessary;
 - 37 ○ Aerial application of wildland fire chemical within 300 ft. (or in any
38 additional NFS lands buffer areas) of a waterway requires that the unit
39 administrator determine whether there have been any adverse effects to
40 T&E species within the waterway. If no adverse effects to aquatic
41 T&E species or their habitats, no additional requirement to consult on
42 aquatic species with FWS or NMFS is required; and/or
 - 43 ○ Application of wildland fire chemical within other avoidance areas as
44 designated by agency requires the agency administrator to determine
45 whether there have been any adverse effects to T&E species. If there

- 1 are no adverse effects to species or their habitats there is no additional
2 requirement to consult with FWS or NMFS.
- 3 ■ *FS- Note: the FS has completed consultation with regulatory*
4 *agencies (FWS and NOAA) for aerial delivery of fire retardant (only)*
5 *in National Forest System lands; please refer to*
6 *<http://www.fs.fed.us/fire/retardant/> for additional information and re-*
7 *initiation of consultation requirements.*
- 8
- 9 If the action agency determines that there were adverse effects on T&E species
10 or their habitats then the action agency must consult with FWS and NMFS, as
11 required by 50 CFR 402.05 (Emergencies). Procedures for emergency
12 consultation are described in the Interagency Consultation Handbook, Chapter 8
13 (March, 1998). In the case of a long duration incident, emergency consultation
14 should be initiated as soon as practical during the event. Otherwise, post-event
15 consultation is appropriate. The initiation of the consultation is the
16 responsibility of the unit administrator.

17 **Operational Guidelines for Invasive Species**

- 18
- 19
- 20 Refer to Chapter 11 for guidance on minimizing potential transmission of
21 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 *PMS 310-1 National Interagency Incident Management System Wildland Fire Qualifications System Guide*. The *PMS 310-1* may be found at <http://www.nwcg.gov/pms/docs/docs.htm>

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: <http://www.nwcg.gov/pms/docs/docs.htm>

Certain firefighters must meet standards identified in the *Interagency Fire Program Management Qualifications Standards and Guide*. The *Interagency Fire Program Management Qualification Standards and Guide* may be found at <http://www.ifpm.nifc.gov>

Agency standards for training and qualifications may exceed the minimum standards established by National Wildfire Coordinating Group (NWCG). Such additional standards will be approved by the Fire Directors, and implemented through the Incident Qualifications and Certification System (IQCS). Standards which may exceed the minimum standards established by NWCG are identified in:

- **BLM**- *BLM Standards for Fire Training and Workforce Development*, available at http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html.
- **FWS** - *The Fire Management Handbook*.
- **FS** – *The Fire and Aviation Qualification Guide (FAQG)*.

Qualification and Certification Process

Each unit with fire management responsibilities will establish an Incident Qualification Card qualification and certification process, which may include a qualification and certification committee. In areas cooperating with other federal, state, or local agencies, an interagency qualification and certification committee should be established and include representatives from each unit.

1 These qualification and certification committees provide management oversight
2 and review of the wildland and prescribed fire positions under their jurisdiction.

3

4 The committee:

- 5 • Ensures that qualifications generated by IQCS or other agency systems for
6 employees are valid by reviewing the training and experience of each
7 employee.
- 8 • Determines whether each employee possesses the personal characteristics
9 necessary to perform the wildland and prescribed fire positions in a safe and
10 efficient manner.
- 11 • Makes recommendations to the appropriate Agency Administrator or
12 designee who is responsible for final certification signature.
- 13 • Develops interagency training needs and sponsors courses that can be
14 offered locally.
- 15 • Ensures training nominees meet minimum requirements for attending
16 courses.

17

18 **Non-NWCG Agency Personnel Qualifications**

19 Personnel from non-NWCG agencies meeting NWCG *PMS 310-1* prerequisites
20 can participate in and receive certificates for successful completion of NWCG
21 courses. Agency employees can complete the Task Blocks, Evaluation Record
22 and Verification/Certification sections of a cooperating organizations employee
23 Position Task Book. Agency employees will not initiate or complete the
24 Agency Certification sections of Position Task Book for non-agency employees.

25

26 Personnel from agencies that do not subscribe to the NWCG qualification
27 standards may be used on agency managed fires. Agency fire managers must
28 ensure these individuals are only assigned to duties commensurate with their
29 competencies, agency qualifications, and equipment capabilities.

30

31 **Non-NWCG Agency Personnel Use on Prescribed Fire**

32 The NWCG *PMS 310-1 Wildland Fire System Qualifications Guide* establishes
33 the minimum qualifications for personnel involved in prescribed fires on which
34 resources of more than one agency are utilized - unless local agreements specify
35 otherwise. This guide may be found at:

36 <http://www.nwcg.gov/pms/docs/docs.htm>

37

38 **Incident Qualifications and Certification System (IQCS)**

39

40 The Incident Qualifications and Certification System (IQCS) is the fire
41 qualifications and certification record keeping system. The Responder Master
42 Record report provided by the IQCS meets the agency requirement for
43 maintaining fire qualification records. The system is designed to provide
44 managers at the local, state/regional, and national levels with detailed
45 qualification, experience, and training information needed to certify employees
46 in wildland fire positions. The IQCS is a tool to assist managers in certification

1 decisions. However, it does not replace the manager's responsibility to validate
2 that employees meet all requirements for position performance based on their
3 agency standards.

4 A hard copy file folder will be kept for each employee. The contents will
5 include, but are not limited to training records for all agency required courses,
6 evaluations from assignments, position task book verification, yearly updated
7 IQCS forms, and the Responder Master Record (RPTC028) from IQCS. All
8 records will be stored and/or destroyed in accordance with agency policies.

- 9 • **BLM** - *These policies can be found at:*
10 *[http://www.blm.gov/wo/st/en/info/regulations/combined_record_schedules.](http://www.blm.gov/wo/st/en/info/regulations/combined_record_schedules.html)*
11 *html*
- 12 • **NPS** - *IQCS Account Managers should have an IQCS Delegation of*
13 *Authority if they are serving as the Certifying Official. Delegation of*
14 *Authority can be found at: <http://iqcs.nwcg.gov/main/requestAccount.html>*

15 **Certification of Non-Agency Personnel**

16 Non-agency firefighters will be certified by state or local fire departments, or
17 private training providers approved by a Memorandum of Understanding
18 (MOU) through their local GACC. Agencies will not assist in the
19 administration, or sponsor the Work Capacity Test (WCT), as the certifying
20 agency.
21

22 **Incident Qualification Card**

23 The Agency Administrator (or delegate) is responsible for annual certification of
24 all agency and Administratively Determined (AD) personnel serving on wildfire,
25 prescribed fire, and all hazard incidents. This responsibility includes monitoring
26 medical status, fitness, training, performance, and ensuring the responder meets
27 all position performance requirements.
28

29 Training, medical screening, and successful completion of the appropriate WCT
30 must be accomplished and documented. All Incident Qualification Cards issued
31 to agency employees, with the exception of Emergency Firefighter (EFF-paid or
32 temporary employees at the FFT2 level), will be printed using the IQCS.
33 Incident Qualification Cards issued to EFF or temporary employees at the FFT2
34 level may be printed without use of the IQCS.
35

36 Each agency will designate employees at the national, regional/state, and local
37 levels as Fire Qualifications Administrators, who ensure all incident experience,
38 incident training, and position Task Books for employees within the agency are
39 accurately recorded in the IQCS. All records must be updated annually or
40 modified as changes occur.

- 41 • **NPS**- *Certification for Area Command and Type 1 Command and General*
42 *Staff (C&GS) position task books will be done at the national office level;*
43 *Type 2 C&GS, and any position task books issued to park fire management*
44 *officers will be certified at the regional office level. All other position task*
45 *books may be certified at the local unit level.*

- 1 • **NPS-** *It is NPS policy that two or more assignments be accomplished after*
2 *completing a Position Task Book, and receiving certification, before an*
3 *individual begins movement to the next higher level. It is also NPS policy to*
4 *require two or more qualified assignments be accomplished in a position*
5 *before an individual may become a position performance evaluator. The*
6 *only exceptions to this policy are unit leader positions leading to Planning*
7 *Section Chief, Logistics Section Chief, or Finance Section Chief.*
8 *Subordinate unit leader positions require a minimum of one assignment*
9 *after the PTB completion and position certification.*
- 10 • **FS-** *Refer to FSH 5109.17, chapter 10, and the FAQG.*
- 11 • **BLM-** *BLM Recertification Policy: If an employee (including an agency-*
12 *sponsored AD) has lost currency in a position, the employee is converted to*
13 *trainee status for that position. In order to regain full qualification for the*
14 *position, the employee must demonstrate the ability to perform in the*
15 *position as determined by the Certifying Official. Prior to recertification,*
16 *the employee must:*
- 17 ○ *Complete the BLM Recertification Evaluation found at:*
18 *http://www.blm.gov/nifc/st/en/prog/fire/training/fire_training.html*
 - 19 ○ *Complete one or more evaluation assignments.*
 - 20 ○ *Complete any additional requirements as determined by the Certifying*
21 *Official (e.g. additional assignments and/or courses).*
- 22 *NOTE: This policy only applies to positions for which a task book is*
23 *required.*

24

25 Incident Qualification Card Expiration Dates

- 26 Incident Qualification Cards for responders that possess qualifications requiring
27 Work Capacity Tests (WCT) and the Annual Fireline Safety Refresher Training
28 course (RT-130) are valid through the earliest expiration date (either fitness or
29 refresher) listed on the card. Incident Qualification Cards for responders that
30 possess qualifications that do not require WCT or RT-130 for issuance are valid
31 for 12 months from the date the card is signed by a certifying official.
- 32 • **FS-** *the WCT is considered effective for 13 months from the date passed. If*
33 *an employee is on an emergency assignment on the date their*
34 *WCT/refresher expires, they will complete their assignment including any*
35 *extensions. Upon return to their duty station, they must complete the*
36 *WCT/refresher and acquire a new Incident Qualification Card prior to*
37 *accepting any new assignments.*

38

39 Universal Training Requirements

- 40
- 41 All personnel filling NWCG recognized positions on the fireline must have
42 completed:
- 43 • S-130 Firefighter Training (including the required field exercises);
 - 44 • S-190 Introduction to Wildland Fire Behavior;
 - 45 • L-180 Human Factors on the Fireline;

- 1 • ICS-100 Introduction to ICS; and
- 2 • IS-700A NIMS: An Introduction (or current version).

3

4 **Annual Fireline Safety Refresher Training**

5

6 Annual Fireline Safety Refresher Training is required for those positions
7 identified in the *Wildland Fire Qualifications System Guide* (NWCG 310-1).

8 Annual Fireline Safety Refresher Training must include the following core
9 components:

- 10 • **Entrapment Avoidance-** Use training and reference materials to study the
11 risk management process as identified in the *Incident Response Pocket*
12 *Guide* (IRPG) as appropriate to the participants, e.g., LCES, Standard
13 Firefighting Orders, Watch Out Situations, Wildfire Decision Support
14 System (WFDSS) direction, Fire Management Plan priorities, etc.;
- 15 • **Current Issues-** Review and discuss current topics which could be based
16 on the new modules or areas of concern identified by your agency or
17 geographic area. Review forecasts and assessments for the upcoming fire
18 season and discuss implications for firefighter safety;
- 19 • **Fire Shelter-** Review and discuss last resort survival including escape and
20 shelter deployment site selection. Conduct “hands-on” fire shelter
21 inspections. Practice shelter deployments in applicable crew/module
22 configurations (wearing fireline personal protective equipment during fire
23 shelter practice can enhance the learning experience for students); and
- 24 • **Other Hazards and Safety Issues-** Choose additional hazard and safety
25 subjects, which may include SAFENET, current safety alerts, site/unit
26 specific safety issues and hazards.

27

28 These core components must be sufficiently covered to ensure that personnel are
29 aware of safety concerns and procedures and can demonstrate proficiency in fire
30 shelter deployment. The minimum refresher training hour requirements for each
31 agency is identified below. Training time may be extended in order to
32 effectively complete this curriculum or to meet local training requirements.

- 33 • **BLM** - 4 hours
- 34 • **FWS/FS** - No minimum hourly requirement; core topics as shown above
35 will be covered.
- 36 • **NPS** - 8 hours

37

38 The Annual Fireline Safety Refresher Training course (RT-130) is not a self-
39 study course. Minimum requirements have been established for instructors for
40 Annual Fireline Safety Refresher Training. These requirements will ensure that
41 an appropriate level of expertise and knowledge is available to facilitate
42 refresher training exercises and discussions.

- 43 • Lead instructors must be a qualified single resource boss;
- 44 • Unit instructors must be a qualified firefighter type one (FFT1); and

- 1 • Adjunct instructors may be utilized to provide limited instruction in
2 specialized knowledge and skills at the discretion of the lead instructor.
3 They must be experienced, proficient and knowledgeable of current issues
4 in their field of expertise.
- 5 • All instructors will need the knowledge and skills to utilize current
6 educational technology as it relates to the Wildland Fire Safety Training
7 Annual Refresher (WFSTAR) website, such as video streaming,
8 downloading interactive videos, and use of mobile applications and devices.
9
- 10 For additional information please refer to the current *NWCG Field Manager's*
11 *Course Guide* (PMS 901-1) at:
12 <http://www.nwcg.gov/pms/training/fmcg.pdf>.
13
- 14 Annual Fireline Safety Refresher Training will have a 12-month currency.
15 Firefighters who receive initial fire training are not required to take Annual
16 Fireline Safety Refresher Training in the same calendar year. A web site,
17 <http://www.nifc.gov/wfstar/index.htm>, titled *Wildland Fire Safety Training*
18 *Annual Refresher (WFSTAR)* is available to assist in this training.
19
- 20 Entrapment avoidance and deployment protocols are identified in the *Incident*
21 *Response Pocket Guide (IRPG)* (PMS No. 461/NFES No.1077). The guide
22 contains a specific "Risk Management Process" and "Last Resort Survival
23 Checklist".
- 24 • **BLM** - The "Do What's Right" training is required annual training but is
25 not a prerequisite for issuance of an Incident Qualification Card.
26

27 **Physical Fitness**

28 **Physical Fitness and Conditioning**

29 Agency Administrators are responsible for ensuring the overall physical fitness
30 of firefighters. Employees serving in wildland fire positions that require a
31 fitness rating of arduous as a condition of employment are authorized one hour
32 of duty time each work day for physical fitness conditioning. Employees
33 serving in positions that require a fitness rating of moderate or light may be
34 authorized up to three hours per week.
35

36
37 Fitness conditioning periods may be identified and structured to include aerobic
38 and muscular exercises. Team sports are not authorized for fitness conditioning.
39 Chapters 5, 6, 7, 8, and 9 and appendices F, G, and H of *Fitness and Work*
40 *Capacity 2009 ed.* (PMS 304-2, NFES 1596) and the FireFit Program
41 (<http://www.nifc.gov/FireFit/index.htm>) provide excellent guidance concerning
42 training specifically for the pack test, aerobic fitness programs, and muscular
43 fitness training.

- 44 • **FS** - Forest Service direction is found in *FSH 5109.17* and the *FAQG*.
45 *NFFE Partnership bargaining unit employees may only be required to*
46 *successfully complete the WCT once per year.*

- 1 • **FWS-** *When an arduous fitness rating is not a condition of employment, and*
2 *employee who has a documented requirement or written agreement to*
3 *maintain an arduous fitness level will be authorized three hours per week of*
4 *duty time for fitness conditioning. All other wildland fire personnel who*
5 *maintain qualifications that require a fitness level of moderate or arduous*
6 *may be authorized by their supervisor for up to three hours per week for*
7 *fitness conditioning. Employees and supervisors must agree in writing on*
8 *approved activities and details regarding when and where they will occur.*
- 9 • **NPS –** *A fitness plan is required for all NPS personnel participating in a*
10 *fitness program (DO-57). For health and fitness purposes, those who are*
11 *fire-qualified at less than the arduous fitness level are not required to meet*
12 *the mandatory fitness program requirements of DO-57 for wildland fire*
13 *management. They are strongly encouraged to participate in the voluntary*
14 *fitness program, and must still meet physical fitness/work capacity*
15 *requirements as outlined in the Wildland Fire Qualifications System Guide*
16 *(310-1) for positions with Moderate and Light fitness requirements.*

18 **Medical Examinations and Work Capacity Tests**

19
20 Agency Administrators and supervisors are responsible for the occupational
21 health and safety of their employees performing wildland fire activities, and may
22 require employees to take a medical examination at any time.

23
24 Established medical qualification programs, as stated in 5 CFR 339, provide
25 consistent medical standards in order to safeguard the health of employees
26 whose work may subject them or others to significant health and safety risks due
27 to occupational or environmental exposure or demand.

- 28
29 • **BLM/FWS/NPS-** *If the HSQ or Annual Exam results in a status of*
30 *“cleared”, but the Servicing Human Resource Officer (SHRO) or FMO has*
31 *a specific concern about an employee’s/applicant’s capacity to meet the*
32 *physical or medical requirements of a position, the agency may require the*
33 *employee/applicant to report for a specific medical evaluation. For more*
34 *information, contact your SHRO or agency Wildland Fire Safety Program*
35 *Manager.*

36
37 Any employee with an active worker’s compensation (OWCP) case or other
38 medical limitations must disclose any limiting factors/restrictions as part of the
39 medical examination process.

40
41 Information on any medical records is considered confidential and must be kept
42 in the employee’s medical file.

43

44

45

1 Department of Interior Wildland Firefighter Medical Standards Program**2 (DOI/MSP) - Arduous Fitness Level**

3 All permanent, career-seasonal, temporary, Student Career Experience Program
4 (SCEP) employees, and AD/EFF who participate in wildland fire activities
5 requiring a fitness level of *arduous* must participate in the DOI-MSP at the
6 appropriate level (see Examination Matrix on the MSP website) and must be
7 cleared prior to attempting the WCT. Additional information regarding the
8 DOI-MSP can be obtained at http://www.nifc.gov/medical_standards/.

- 9 • *FS - Refer to current agency direction:*
10 http://www.fs.fed.us/fire/safety/wct/wct_index.html

11

12 If any “yes” answer is indicated on the HSQ, an annual exam is required prior to
13 the employee taking the Arduous WCT. Cost of the exam will be covered at the
14 National level.

15

16 If an examining clinician believes diagnostic testing beyond what is required by
17 the Wildland Firefighter Medical Standards Program is needed to determine
18 medical clearance, then agency approval is required before the tests are
19 conducted. If the agency approves the clinician request, or requests further
20 testing themselves, then the agency is responsible for payment. Additional
21 testing or treatment requested by the employee/applicant shall be at their own
22 expense.

23

24 Employees or applicants who fail to meet the Federal Interagency Wildland
25 Firefighter Medical Qualification Standards as a permanent, seasonal/temporary,
26 or term employee may not perform as an AD/EFF for arduous duty positions.

27

28 If a Department of the Interior arduous duty wildland firefighter (WLFF)
29 develops a change in medical status (injury or illness) between yearly medical
30 exams or HSQs that prevents them from performing arduous duty lasting longer
31 than three consecutive weeks, the WLFF is required to report this change to
32 his/her supervisor who can request additional medical information and
33 reevaluate the WLFF clearance status.

- 34 • *NPS - The law enforcement medical exam for NPS rangers, who are*
35 *collateral duty wildland firefighters, will suffice for MSP clearance.*
- 36 • *NPS - Medical clearance must be entered into IQCS.*
- 37 • *FWS- Periodicity requirements for Refuge law enforcement examinations*
38 *will be applied to arduous duty wildland fire positions. Law enforcement*
39 *officers wishing to perform in NWCG PMS 310-1 or USFWS agency*
40 *specific wildland fire positions with an arduous fitness requirement must*
41 *pass the arduous work capacity test on an annual basis. The HSQ will be*
42 *used for off exam years prior to arduous work capacity testing.*

43

44 Medical Exam Process for Light and Moderate Fitness Levels

45 This section applies to employees who are only required to complete the WCT
46 at the light or moderate fitness level.

1 If any “Yes” answer is indicated on the HSQ, a medical examination is required
2 prior to the employee taking the WCT.

3
4 Medical examinations will be performed utilizing the *Certificate of Medical*
5 *Exam, U.S. Office of Personnel Management OF-178*. Stress EKGs are not
6 required as part of the medical examination and will only be approved if
7 recommended and administered by the medical examining physician. Cost for
8 exams will be borne by the home unit. If medical findings during exam require
9 further evaluation, then the cost of any further evaluation or treatment is borne
10 by the employee/applicant. Costs for additional tests specifically requested by
11 the agency will be borne by the home unit.

12 • **FS-** *Medical exams will be paid from a Washington Office fund code.*

13
14 If the SHRO or FMO has a direct concern about an employee’s/applicant’s
15 capacity to meet the physical or medical requirements of a position, the agency
16 may require the employee/applicant to report for a specific medical evaluation.
17 For more information, contact your SHRO or agency Wildland Fire Safety
18 Program Manager.

19
20 Standards for medical examinations using the OF-178 for light and moderate
21 positions are available at:

22 http://www.blm.gov/nifc/st/en/prog/fire/more/human_resources/forms.html

23
24 The examining physician will submit the completed OF-178 (and applicable
25 supplements) to the employee’s servicing human resources office, where it will
26 be reviewed and retained in the employee’s medical file.

27 • **NPS-** *The law enforcement medical exam for NPS rangers, who are*
28 *collateral duty wildland firefighters, will suffice for arduous, moderate, and*
29 *light fitness level clearance.*

30 • **FWS-** *Periodicity requirements for Refuge law enforcement examinations*
31 *will be applied to light or moderate. Law enforcement officers wishing to*
32 *perform in NWCG PMS 310-1 or USFWS agency-specific wildland fire*
33 *positions with a light or moderate fitness requirement must pass the*
34 *appropriate level work capacity test on an annual basis. The HSQ will be*
35 *used for off exam years prior to light or moderate work capacity testing.*

36 **Health Screen Questionnaire (HSQ)**

37
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.

41
42 The approved OMB Health Screen Questionnaire (HSQ) may be found at:
43 [http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-](http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-31.pdf)
44 [31.pdf](http://www.nifc.gov/medical_standards/documents/NewExamProcess/5100-31.pdf)

45

1 The information on the HSQ is considered confidential and once reviewed by
 2 the test administrator to determine if the WCT can be administered, it must be
 3 kept in the employee's medical file (EMF). This file may only be viewed by
 4 Human Resource Management (HRM) or Safety personnel.

- 5 • **FS** - See *Work Capacity Tests for Wildland Fire Qualifications*
 6 *Implementation Guide*, see website:
 7 http://www.fs.fed.us/fire/safety/wct/wct_index.html

9 **Work Capacity Test (WCT) Categories**

10 The *NWCG Wildland Fire Qualification System Guide, PMS 310-1* identifies
 11 fitness levels for specific positions. There are three fitness levels - Arduous,
 12 Moderate, and Light - which require an individual to demonstrate their ability to
 13 perform the fitness requirements of the position. Positions in the "no fitness
 14 level required" category are normally performed in a controlled environment,
 15 such as an incident base.

16 Law Enforcement physical fitness standard is accepted as equivalent to a "light"
 17 WCT work category.

18
 19
 20 **Work Capacity Test Categories**

WCT Category	Distance	Weight	Time
Arduous Pack Test	3 miles	45 lb	45 min.
Moderate Field Test	2 miles	25 lb	30 min
Light Walk Test	1 mile	None	16 min

- 21
 22 • **Arduous** - Duties involve field work requiring physical performance with
 23 above average endurance and superior conditioning. These duties may
 24 include an occasional demand for extraordinarily strenuous activities in
 25 emergencies under adverse environmental conditions and over extended
 26 periods of time. Requirements include running, walking, climbing,
 27 jumping, twisting, bending, and lifting more than 50 pounds; the pace of the
 28 work typically is set by the emergency conditions.
- 29 • **Moderate** - Duties involve field work requiring complete control of all
 30 physical faculties and may include considerable walking over irregular
 31 ground, standing for long periods of time, lifting 25 to 50 pounds, climbing,
 32 bending, stooping, twisting, and reaching. Occasional demands may be
 33 required for moderately strenuous activities in emergencies over long
 34 periods of time. Individuals usually set their own work pace.
- 35 • **Light** - Duties mainly involve office type work with occasional field
 36 activity characterized by light physical exertion requiring basic good health.
 37 Activities may include climbing stairs, standing, operating a vehicle, and
 38 long hours of work, as well as some bending, stooping, or light lifting.
 39 Individuals can usually govern the extent and pace of their physical activity.

40

1 **Work Capacity Test (WCT) Administration**

2 The Work Capacity Test (WCT) is the official method of assessing wildland
3 firefighter fitness levels. General guidelines can be found in the “*Work*
4 *Capacity Tests for Wildland Firefighters, Test Administrator’s Guide*” PMS
5 307, NFES 1109.

- 6 • **FS-** for FS direction on WCT administration, refer to “*FS Work Capacity*
7 *Tests for Wildland Fire Qualifications Implementation Guide*” at:
8 http://www.fs.fed.us/fire/safety/wct/wct_index.html

9
10 WCT Administrators must ensure that WCT participants have been medically
11 cleared, either through Wildland Firefighter Medical Qualification Standards or
12 agency specific medical examination.

13
14 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
19 The WCT results shall be documented on the WCT Record available online as
20 Appendix O at http://www.nifc.gov/policies/policies_main.html. The WCT
21 Record captures information that is covered under the Privacy Act and should be
22 maintained in accordance with agency Freedom of Information Act (FOIA)
23 guidelines.

24
25 Administration of the WCT of non-federal firefighters is prohibited for liability
26 reasons. Potential emergency firefighters who would be hired under Emergency
27 Hire authority by the agency must be in AD pay status or sign an agency
28 specific volunteer services agreement prior to taking the WCT.

29
30 A Job Hazard Analysis (JHA) or Risk Assessment (RA) shall be developed and
31 approved for each field unit prior to administering the WCT. Administer the
32 test using the JHA/RA as a briefing guide.

- 33 • **BLM** - A risk assessment shall be developed and approved for each field
34 unit prior to administering the WCT. A RA for the WCT can be found at:
35 [http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmana](http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagement.php)
36 [gment.php](http://web.blm.gov/portal/employeeresources/allemployees/safety/riskmanagement.php)

37
38 The local unit shall prepare a medical response plan (such as an ICS-206 form),
39 evaluate options for immediate medical care and patient transport, and identify
40 closest emergency medical services. A minimum of a qualified Medical First
41 Responder/Emergency Medical Responder (EMR) must be on site during WCT
42 administration. Based upon a thorough evaluation of potential medical
43 treatment and evacuation scenarios, a higher level of on-site emergency medical
44 qualifications and equipment may be warranted (e.g. Emergency Medical
45 Technician (EMT) or paramedic).

46

1 An Automatic External Defibrillator (AED) is required on-site during all WCTs.
2
3 Personnel taking the WCT will only complete the level of testing (Pack, Field,
4 Walk) required by the highest fitness level identified for a position on their
5 Incident Qualification Card. Employees shall not take the WCT unless they
6 have an Incident Qualification Card qualification that requires it, and only at the
7 fitness level required by that position as identified in the NWCG 310-1 or
8 agency specific guidance or policy.

9
10 Treadmills are not approved for Work Capacity Testing.

11
12 WCT results must be entered into the IQCS annually to update the fitness level
13 and date that will appear on the Incident Qualification Card. WCT dates entered
14 in IQCS will reflect the date the employee passed the fitness test. The results of
15 the most recent WCT will always supersede the results of any previous WCT,
16 even if previous WCTs were within the currency period.

- 17 • *FWS/NPS- Law Enforcement Officers are required to provide a copy of the*
18 *medical clearance for verification and tracking purposes to the appropriate*
19 *incident qualifications and certifications system (IQCS) account manager.*
20 *Account managers will reflect the appropriate examination type and*
21 *currency for the Law Enforcement Officer examinations in the physical*
22 *examinations portion of the IQCS system.*

23 24 **WCT- 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 for permanent employees required to pass a test for
33 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 37 **Minimum Age Requirements for Hazardous Duty Assignments on Federal** 38 **Incidents**

39
40 Persons under 18 years old will not perform hazardous duties during wildland
41 fire management operations on federal jurisdictions.

42 43 **Engine Modules**

44
45 Staffing levels and specific requirements for engine personnel may be found in
46 Chapter 14, Fire Fighting Equipment.

1 **Helicopter Modules**

2
3 Staffing levels and specific requirements for helicopter personnel may be found
4 in Chapter 16, Aviation.

5
6 **Smokejumpers (SMKJ)**

7
8 Smokejumpers provide professional and effective fire suppression, fuels
9 reduction, and fire management services to help land managers meet objectives.

10
11 **SMKJ Policy**

12 Smokejumper operations are guided by direction in the interagency section of
13 the *Interagency Smokejumper Operations Guide (ISOG)*.

14
15 Each base will comply with smokejumper operations standards. The arduous
16 duties, specialized assignments, and operations in a variety of geographic areas
17 require smokejumpers to have uniform training, agency approved equipment,
18 communications, organization, and operating procedures.

19
20 **SMKJ Communications**

21 All smokejumpers carry programmable radios and are proficient in their use and
22 programming procedures.

23
24 **SMKJ Training**

25 To ensure proficiency and safety, smokejumpers complete annual training that
26 covers aspects of aviation, parachuting, fire suppression tactics, administrative
27 procedures, and safety related to the smokejumper mission and fire operations.
28 The training program for first-year smokejumpers is four weeks long.

29 Candidates are evaluated to determine:

- 30 • Level of physical fitness;
- 31 • Ability to learn and perform smokejumper skills;
- 32 • Ability to work as a team member;
- 33 • Attitude; and
- 34 • Ability to think clearly and remain productive in a stressful environment.

35
36 **SMKJ Target Qualifications**

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

1 SMKJ Physical Fitness Standards

2 The national minimum standards for smokejumpers are:

- 3 • 1.5 mile run in 11:00 minutes or less;
- 4 • 45 sit-ups;
- 5 • 25 pushups;
- 6 • 7 pull-ups;
- 7 • 110 lb. pack-out over 3 miles/level terrain/90 minutes*; and
- 8 • Successful completion of the WCT at the arduous level.

9 *This element is tested during Smokejumper Rookie Training.

10

11 Interagency Hotshot Crews (IHC)

12

13 Interagency Hotshot Crews provide an organized, mobile, and skilled hand crew
14 for all phases of wildfire suppression. IHCs are comprised of 18-25 firefighters
15 and are used primarily for wildfire suppression, fuels reduction, and other fire
16 management duties. IHC's are capable of performing self-contained initial
17 attack suppression operations, and commonly provide incident management
18 capability at the Type 3 or 4 levels.

19

20 IHC Policy

21 IHC standards provide consistent planning, funding, organization, and
22 management of the agency IHCs. The sponsoring unit will ensure compliance
23 with the established standards. The arduous duties, specialized assignments, and
24 operations in a variety of geographic areas required of IHCs dictate that training,
25 equipment, communications, transportation, organization, and operating
26 procedures are consistent for all agency IHCs.

27

28 As per agency policy, all IHCs will be managed under the *Standards for*
29 *Interagency Hotshot Crew Operations (SIHCO)*.

- 30 • **BLM/NPS - BLM Preparedness Review Checklist #18 (Hotshot Crew)**
31 *supersedes the checklist found in the SIHCO.*
- 32 • **BLM – Additional guidance for BLM IHCs is contained in chapter 2.**

33

34 IHC Certification

35 The process for IHC certification is found in the *Standards for Interagency*
36 *Hotshot Crews (SIHCO)*.

37

38 Annual Crew Pre-Mobilization Process

39 The superintendent of crews holding IHC status the previous season are required
40 to complete the Annual IHC Mobilization Checklist (SIHCO Appendix C) and
41 send the completed document to the local GACC prior to making the crew
42 available for assignment each season.

43

44

45

1 **Annual IHC Readiness Review**

2 On an annual basis the superintendent of crews holding IHC status the previous
3 season are required to complete the Annual IHC Preparedness Review (SIHCO
4 Appendix B). This process is designed to evaluate crew preparedness and
5 compliance with SIHCO. The annual review will be conducted while the crew
6 is fully staffed and operational. The review is not required prior to a crew being
7 made available for incident assignment at the beginning of their availability
8 period. When a review document is completed, the document is kept on file at
9 the local (host) unit fire management office.

10

11 **IHC Organization**

12 Individual crew structure will be based on local needs using the following
13 standard positions: Superintendent, Assistant Superintendent, Squad Leader,
14 Skilled Firefighter, and Crewmember.

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

19

20 **IHC Availability Periods**

21 IHCs will have minimum availability periods as defined in the *SIHCO*.
22 Availability periods may exceed the required minimum availability period. The
23 Crew Superintendent will inform the local supervisor and the GACC of any
24 changes in the crew's availability.

25

26 **National IHC Status Reporting System**

27 IHCs will report status through the National IHC Status Reporting System. IHC
28 superintendents will regularly update the system with any change in crew status
29 and/or current utilization when on assignment.

30

31 IHCs may report status by three methods:

- 32 • Via e-mail to BLM_FC_Crews@blm.gov (preferred method);
33 • Via the internet to the Hotshot Status submission form (link available from
34 the Crew page of the NICC website); or
35 • Contacting the NICC Crew Desk at 208-387-5400.

36

37 **IHC Communications**

38 IHCs will provide a minimum of five programmable multi-channel radios per
39 crew as stated in the *SIHCO*.

40

41 **IHC Transportation**

42 Crews will be provided adequate transportation. The number of vehicles used to
43 transport a crew should not exceed five. All vehicles must adhere to the
44 certified maximum Gross Vehicle Weight (GVW) limitations.

45

46

1 **Other Hand Crews**

2

3 **Policy**

4 All crews must meet minimum crew standards as defined below as well as any
5 additional agency, state, or contractual requirements. Typing will be identified
6 at the local level with notification made to the local GACC.

7

8 **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	18-20		
Leadership Qualifications	Permanent Supervision Supt: TFLD, ICT4,FIRB Asst Supt: STCR, ICT4 3 Squad Bosses: ICT5 2 Senior Firefighters: FFT1	Crew Boss: CRWB 3 Squad Bosses: ICT5	Crew Boss: CRWB 3 Squad Bosses: FFT1
Language Requirement	All senior leadership including Squad Bosses and higher must be able to read and interpret the language of the crew as well as English.		
Experience	80% 1 season	60% 1 season	20% 1 season
Full Time Organized Crew	Yes (work and train as a unit 40 hrs per week)	No	No
Communications	5 programmable radios	4 programmable radios	
Sawyers	3 agency qualified	3 agency qualified	None
Training	As required by the SIHCO or agency policy prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment	Basic firefighter training and/or annual firefighter safety refresher prior to assignment
Logistics	Crew level agency purchasing authority	No purchasing authority	No purchasing authority
Maximum Weight	5300 lbs		
Dispatch Availability	Available nationally	Available nationally	Variable
Production Factor	1.0	.8	.8
Transportation	Own transportation	Transportation needed	Transportation needed
Tools & Equipment	Fully equipped	Not equipped	Not equipped
Personal Gear	Arrives with: Crew First Aid kit, personal first aid kit, headlamp, 1 qt canteen, web gear, sleeping bag		
PPE	All standard designated fireline PPE		
Certification	Must be annually certified by the local host unit Agency Administrator or designee prior to being made available for assignment.	N/A	N/A

- 1 • **BLM-** for additional standards and certification requirements, refer to
2 Chapter 2.

4 **Wildland Fire Modules (WFM)**

5
6 The primary mission of WFM's is to provide an innovative, safe, highly mobile,
7 logistically independent, and versatile fire crew with a primary commitment to
8 support fire's role as a natural ecological process to restore and maintain
9 resilient landscapes while providing for fire-adapted communities.

10
11 WFM's are comprised of 7 – 10 firefighters. The WFM program facilitates the
12 use of fire and other management techniques involving planned and unplanned
13 wildland fire events. WFM's are highly skilled and versatile fire crews, which
14 provide technical and ecological based expertise in the areas of long term
15 planning, ignitions, holding, and suppression, and fire effects monitoring. For
16 more information please refer to PMS – 430: *Interagency Standards for*
17 *Wildland Fire Module Operations (ISWFMO)*.

19 **WFM Policy**

20 All WFM operations will be conducted adhering to the *Interagency Standards*
21 *for Wildland Fire Module Operations (ISWFMO) PMS 430*. Sponsoring units
22 in conjunction with the appropriate Geographic Area Coordination Center will
23 ensure compliance of all WFM's according to the standards set within the
24 ISWFMO. The arduous duties, specialized assignments, and operations in a
25 variety of geographic areas require WFM's to have uniform training, agency
26 approved equipment, communications, organization, and operating procedures.

28 **WFM Types and Certification**

29 WFM's ready for assignment will be certified as Type 1 WFM (WFM1) or Type
30 2 WFM (WFM2). Refer to the *Interagency Standards for Wildland Fire Module*
31 *Operations (ISWFMO) – PMS 430* for additional information.

33 **WFM Availability Periods**

34 WFM's will have minimum availability periods as defined in the ISWFMO.
35 Availability for Type 1 WFM's may exceed the minimum period defined. Type 1
36 WFM's will be available for off unit assignment during the designated 90 day
37 availability period. The module leader will inform the local supervisor and the
38 GACC of any changes to the modules availability.

40 **WFM Organization**

41 Individual module structures vary based on local and agency needs using the
42 following standard positions: Module Leader/ Foreman, Assistant Leader/
43 Foreman, Lead Firefighter, Senior Firefighter, Crewmember.

1

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	
Leadership Qualifications	- 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	- Crew Boss: CRWB - 1 Squad Boss: ICT5
Language Requirement	All senior leadership, including Squad Bosses and higher, must be able to read and interpret the language of the crew as well as English.	
Experience	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>ISWFM</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 & 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	
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*
2 *Standards for Wildland Fire Module Operations (PMS 430). In addition,*
3 *BLM WFMs will meet the following requirements:*
- 4 ○ *All BLM WFMs will meet the standards for Type 1 WFMs identified in*
5 *the Interagency Standards for Wildland Fire Module Operations. Type*
6 *2 WFMs will not be formed, sponsored, or statused in the Resource*
7 *Ordering and Status System (ROSS) by BLM units.*
 - 8 ○ *Approval from the Assistant Director, Fire and Aviation is required*
9 *prior to establishing and/or statusing new Type 1 WFMs.*
 - 10 ○ *Any BLM unit may provide personnel to WFMs sponsored by another*
11 *agency. All BLM personnel must meet the standards outlined in the*
12 *Interagency Standards for Wildland Fire Module Operations, and the*
13 *Interagency Standards for Fire and Fire Aviation Operations.*
 - 14 ○ *Units may utilize Type 1 and/or Type 2 WFMs for BLM incidents.*
15 *Incident commanders will order the appropriate resource to*
16 *accomplish incident objectives.*
 - 17 ○ *Fire Suppression Modules and WFMs are separate and distinct*
18 *resources. The BLM has established standards for fire suppression*
19 *modules in chapter 2 of this publication. Fire managers and incident*
20 *commanders should order the appropriate resource to accomplish*
21 *incident objectives.*
- 22 • **NPS-** *Modules are coordinated regionally and mobilized/demobilized*
23 *through established ordering channels through the GACCs.*
24
25

26 **Agency Certified Positions**

27
28 As a supplement to the qualifications system, certain agencies have identified
29 the additional positions of Prescribed Fire Burn Boss 3 (RXB3) - see Chapter
30 17; Engine Operator (ENOP) - see Chapter 2.
31

- 32 • **BLM-** *Personnel hired by the BLM must meet requirements established in*
33 *the position description. If the position description requires Incident*
34 *Command System qualifications, only qualifications and minimum*
35 *requirements specified in the NWCG Wildland Fire Qualifications Systems*
36 *Guide (PMS 310-1) will be applied as selective factors and/or screen-out*
37 *questions. To avoid reducing candidate pools, BLM-specific requirements*
38 *that are supplemental to the PMS 310-1 may not be used as selective*
39 *placement factors/screen-out questions. Supplemental BLM-specific*
40 *training or qualification requirements may only be used as selective factors*
41 *and/or screen-out questions when requested and justified by the selecting*
42 *official, and approved by human resources. Impacts to the candidate pool*
43 *must be addressed in the justification. As with all other BLM or DOI-*
44 *specific training/experience requirements (e.g. Do What's Right training,*
45 *purchase card training) that newly hired employees from other agencies*
46 *may not have, the supervisor and IQCS certifying official are responsible*

1 for reconciling that employee's training and IQCS record after the
2 employee has entered on duty. This may be accomplished by providing
3 additional training/experience or by manually awarding competencies as
4 per established IQCS protocol.

6 Chainsaw Operators and Fallers

7
8 In 2014, NWCG established faller qualifications in the PMS 310-1. Agencies
9 have established additional evaluation and certification requirements:

- 10 ● **BLM/NPS-** Use of the NWCG position task books is required. The
11 requirements for final evaluators for each position are as follows:
 - 12 ○ The individual tasks required for completion of the FAL3 PTB must be
13 evaluated by a qualified FAL2 or FAL1. The Final Evaluator's
14 Verification for a FAL3 trainee must be completed by a qualified FAL2
15 or FAL1;
 - 16 ○ The individual tasks required for completion of the FAL2 PTB must be
17 evaluated by a qualified FAL2 or FAL1. The Final Evaluator's
18 Verification for a FAL2 trainee must be completed by a qualified
19 FAL1;
 - 20 ○ The final certification of all wildfire faller positions will remain the
21 responsibility of the IQCS Certifying Official.
 - 22 ○ All wildfire saw operation qualifications are maintained through the
23 IQCS system and displayed on the Incident Qualification Card.
 - 24 ■ **BLM-** The individual tasks required for completion of the FAL1 PTB
25 must be evaluated by a qualified FAL1. The Final Evaluator's
26 Verification for a FAL1 trainee must be completed by a qualified
27 FAL1 Evaluator. Each BLM State Fire Management Officer will
28 certify and maintain a list of their current FAL1 Evaluators;
 - 29 ■ **NPS-** The individual tasks required for completion of the FAL1 PTB
30 must be evaluated by a qualified FAL1. The Final Evaluator's
31 Verification for a FAL1 trainee must be completed by a qualified
32 FAL1;
- 33 ● **FS-** Use of the NWCG combined position task book for FAL1, FAL2, and
34 FAL3 is not authorized for Forest Service use. Forest Service sawyers will
35 continue to use agency specific certification processes outlined in Forest
36 Service Handbook FSH 6709.11, section 22.48. A new Forest Service
37 manual (FSM 2358) is anticipated for released in early 2015 and will
38 restructure Forest Service crosscut and chain saw policy. In the interim:
 - 39 ○ Sawyers shall not use saws outside the limits of their certification or
40 qualifications, except during formal evaluation proceedings or under
41 the immediate supervision of a higher qualified sawyer.
 - 42 ○ All sawyers must comply with FS policy and the FSFAQG requirements
43 for FAL3, FAL2, or FAL1 to operate a chainsaw or crosscut saw on a
44 wildland fire incident. Requirements include:
 - 45 ■ Possess a current first aid and CPR certification (FSH 6709.11, sec
46 52.3).

- 1 ▪ *Initially complete a Nationally Recognized Sawyer Training Course*
- 2 *(Wildland Fire Chain Saw S-212 –or- MTDC Chain Saw or*
- 3 *Crosscut Saw Training Course 0667-2805).*
- 4 ▪ *Completion of a field proficiency evaluation with appropriate saw*
- 5 *operator skill level along with restrictions (if any) noted on their*
- 6 *National Sawyer Certification Card.*
- 7 ○ *The National Sawyer Certification Card is valid for 3 years and is*
- 8 *subject to review any time prior to expiration. Minimum requirements*
- 9 *for sawyer training and field proficiency reevaluation include:*
- 10 ▪ *Completion of a knowledge refresher (classroom or field) and a field*
- 11 *proficiency evaluation equivalent to the initial evaluation.*
- 12 ▪ *Sawyer Instructors are required to be recertified by instructing at*
- 13 *least one NRSTC or refresher NRSTC every three years.*
- 14 ○ *FS sawyers may function as evaluators for partner agencies using the*
- 15 *FAL3 and FAL2 position task book.*
- 16 ○ *Fallers who are certified or recertify after October 1, 2014 will be*
- 17 *required to be certified in progression (i.e. must be FAL3 to be FAL2).*
- 18 *However if the initial evaluation is FAL2 the account manager shall*
- 19 *grant the position competency for FAL3. Those certified initially as*
- 20 *FAL1 will have position competencies for FAL2 and FAL3 granted.*
- 21 ○ *FS will accept other agency chainsaw certifications on incidents*
- 22 *occurring on FS lands provided they meet NWCG minimum standards.*
- 23 ○ *FS will accept a transferring employee’s faller qualification if it was*
- 24 *certified following the PMS 310-1 standard.*

Chapter 14 Firefighting Equipment

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Introduction

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

Policy

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

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

Firefighting Engine/Water Tender Common Standards

Driving Standard

Refer to driving standards in Chapter 07.

Engine/Tactical Water Tender Water Reserve

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

Chocks

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

Fire Extinguisher

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

Nonskid Surfaces

All surfaces will comply with National Fire Protection Association (NFPA) 1906 Standard for Wildland Fire Apparatus requirements.

1 **First Aid Kit**

2 Each engine/water tender shall carry, in a clearly marked compartment, a fully
3 equipped 10-person first aid kit.

4

5 **Gross Vehicle Weight (GVW)**

6 Each engine and water tender will have an annually certified weight slip in the
7 vehicle at all times. Weight slip will show individual axle weights and total
8 GVW. Operators of engines and water tenders must ensure that the maximum
9 certified gross vehicle and axle weight ratings are never exceeded, including
10 gear, personnel, and fuel. The NFPA 1906 standard of 250 pounds per seat
11 position for each person and their personal gear will be used to calculate the
12 loaded weight.

- 13 • *FS - Refer to FSH 7109.19, Chapter 30 for calculation of Rough Road*
14 *Factor reduction for driving on rough or unsurfaced roads.*
15 • *NPS - A copy of the annual certified weight slip must be sent to the Fire*
16 *Equipment and Facilities Specialist at the FMPC in Boise prior to the*
17 *vehicle being put into service each season.*

18

19 **Speed Limits**

20 Posted speed limits will not be exceeded.

21

22 **Lighting**

23 Headlights and taillights shall be illuminated at all times while the vehicle is in
24 motion. All new orders for fire engine apparatus will include an overhead
25 lighting package in accordance with agency standards. Lighting packages will
26 meet NFPA 1906 standards at the time of manufacture. Engines currently in
27 service may be equipped with overhead lighting packages. A red, white, and
28 amber combination is the accepted color scheme for fire.

29

30 **Emergency Light Use**

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

- 35 • *BLM/FWS/NPS- See agency chapters or policy for specific guidance.*
36 • *FS- See FSM 5120 and 5130 for red lights and siren policy.*

37

38 **Fire Equipment Maintenance and Inspections**

39 Apparatus safety and operational inspections will be accomplished either on a
40 post-fire or daily basis. Offices are required to document these inspections.
41 Periodic maintenance (as required by the manufacturer) shall be performed at
42 the intervals recommended and properly documented. All annual inspections
43 will include a pump performance test to ensure the pump/plumbing system is
44 operating at desired specifications (pressure and gallons per minute).

1 **Firefighting Engines**

2

3 **Operational Procedures**

4 All engines will be equipped, operated, and maintained within guidelines
 5 established by the Department of Transportation (DOT), regional/state/local
 6 operating plans, and procedures outlined in *BLM Manual H-9216, Fire
 7 Equipment and Supply Management*, or agency equivalent. All personnel
 8 assigned to agency fire engines will meet all gear weight, cube, and manifest
 9 requirements specified in the *National Mobilization Guide*.

10

11 **Engine Typing**

12 Engine typing and respective standards have been established by NWCG.

13

Components	Engine Type						
	Structure Engines		Wildland Engines				
	1	2	3	4	5	6	7
Tank Minimum Capacity (gal)	300	300	500	750	400	150	50
Pump Minimum Flow (gpm)	1000	500	150	50	50	50	10
@ Rated Pressure (psi)	150	150	250	100	100	100	100
Hose 2 1/2"	1200	1000	-	-	-	-	-
1 1/2"	500	500	1000	300	300	300	-
1"	-	-	500	300	300	300	200
Ladders per NFPA 1901	Yes	Yes	-	-	-	-	-
Master Stream 500 gpm Min.	Yes	-	-	-	-	-	-
Pump and Roll	-	-	Yes	Yes	Yes	Yes	Yes
Maximum GVWR (lbs)	-	-	-	-	26,000	19,500	14,000
Personnel (NWCG min.)	4	3	3	2	2	2	2

- 14 • **FS** - See <http://www.fs.fed.us/fire/equipment/engine-models/models.html> for
 15 description of Forest Service national engine standards.

16

17 **Fire Engine Staffing**

18 For Type 4,5,6, and 7 engines, minimum staffing is two individuals, including
 19 an Engine Boss.

20

- 1 For Type 3 engines, minimum staffing is three individuals, including an Engine
 2 Boss.
- 3 • **BLM** - For BLM engine staffing requirements, see Chapter 2.
 - 4 • **FWS** - Minimum staffing for Type 6 and 7 engines (on Refuge lands) is one
 5 ENOP and one FFT2. A minimum of one ICT5 must be available on the
 6 engine crew.
 - 7 • **NPS** - For NPS engine staffing requirements, see Chapter 3.
 - 8 • **FS** - A Single Resource Boss may supervise a Type 6 or 7 engine.

10 Engine Inventories

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

15 Water Tenders

17 Water Tender Typing

18 Water tender typing and respective standards have been established by NWCG.

Requirements	Water Tender Type				
	Support			Tactical	
	S1	S2	S3	T1	T2
Tank Capacity (gal)	4000	2500	1000	2000	1000
Pump Minimum Flow (gpm)	300	200	200	250	250
@Rated Pressure (psi)	50	50	50	150	150
Max. Refill Time (mins)	30	20	15	-	-
Pump and Roll	-	-	-	Yes	Yes
Personnel (min)	1	1	1	2	2

21 Water Tender Staffing Standards

- 22 • **Water Tender (Non-Tactical)**
 - 23 ○ **Qualifications:** CDL (tank endorsement).
 - 24 ○ **Staffing:** A water tender (non-tactical) may be staffed with a crew of
 25 one driver/operator when it is used in a support role as a fire engine
 26 refill unit or for dust abatement. These operators do not have to pass
 27 the Work Capacity Test (WCT) but are required to take annual
 28 refresher training.

1 • Water Tender (Tactical)

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

5 ○ Qualifications:

6 ■ *BLM/FWS- ENOP, CDL (tank endorsement)*

7 ■ *FS- FFT1, CDL*

8 ○ Staffing: Tactical water tenders will carry a minimum crew of two:

9 ■ *BLM/FWS- One ENOP and One FFT2*

10 ■ *BLM- 668 Super Heavy Tactical Tenders will be staffed with one
11 engine boss and one engine crewmember.*

12 ■ *FS- One FFT1 and One FFT1/FFT2 firefighter*

14 Dozers/Tractor Plows**16 Dozer/Tractor Plow Training and Qualifications**

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

23 Dozer/Tractor Plow Physical Fitness Standards

24 • *BLM/FWS/NPS- all employee dozer/tractor plow operators will meet
25 requirements stated in the Federal Wildland Fire Qualifications
26 Supplement*

27 • *FS - FS dozer operators refer to FSM 5134.32.*

29 Dozer/Tractor Plow Operational Procedures

- 30 • Agency owned and operated dozer/tractor plows will be equipped with
31 programmable two-way radios, configured to allow the operator to monitor
32 radio traffic.
- 33 • Agency and contract dozer/tractor plows will have agency supplied
34 supervision when assigned to any suppression operations.
- 35 • Contract dozers must be provided with radio communications, either
36 through a qualified Heavy Equipment Boss (HEQB) or an agency-supplied
37 radio. Contract dozer/tractor plows will meet the specifications identified in
38 their agreement/contract.
- 39 • Operators of dozer/tractor plows and transport equipment will meet DOT
40 certifications and requirements regarding the use and movement of heavy
41 equipment, including driving limitations, CDL requirements, and pilot car
42 use.

All Terrain Vehicles (ATV)/Utility-Terrain Vehicles (UTV)

2

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

- 6 • **BLM-** *No ATVs will be used for industrial use OHV operations.*

7

8 Because of the high risk nature, agencies have developed specific operational
9 policy (refer to current agency policy). ATV/UTV operators will meet the
10 training and certification requirements of their agency; employees certified by
11 their agency will be considered qualified ATV/UTV operators regardless of
12 incident jurisdiction. Common policy requirements for wildland fire operations
13 are highlighted below:

- 14 • A JHA/RA must be completed and approved by the supervisor prior to
15 vehicle operation;
- 16 • All personnel authorized to operate an ATV/UTV must first complete
17 agency specific or manufacturer-provided training in safe operating
18 procedures and appropriate PPE;
- 19 • Re-evaluation/Re-certification - Operators shall be re-evaluated every three
20 years. Infrequent users (less than 16 hours of riding a year) shall have a
21 check ride prior to scheduled use of an ATV/UTV;
- 22 • Specific authorization for ATV/UTV use is required -- all ATV/UTV
23 operations must hold a valid Motor Vehicle Operator's Identification Card,
24 OF-346 or agency equivalent;
 - 25 ○ **BLM/FWS/NPS-** *Upon completion of agency-specific ATV/UTV*
26 *training and operator certification requirements, All-Terrain Vehicle*
27 *Operator (ATVO) will be placed on the employee's Incident*
28 *Qualification and Certification (IQCS) Card (Red Card). IQCS*
29 *Certifying Officials are responsible for verifying that ATV/UTV*
30 *operator qualifications are current, and that the ATVO qualification is*
31 *removed from the Red Card if agency-specific training, certification, or*
32 *currency requirements lapse.*
 - 33 ○ **NPS-** *All Off-Highway Vehicle (OHV) operators (including ATV/UTV)*
34 *must hold a valid state Motor Vehicle Operator's Permit. Operating*
35 *restrictions identified on the operator's permit must be adhered to*
36 *while operating an OHV (e.g., use of corrective lenses, etc.). NPS ATV*
37 *operators must be qualified at either the Basic or Advanced Level as*
38 *described in RM-50B depending on the hazard potential of the*
39 *operation. All ATV operators shall be provided refresher training each*
40 *year in accordance with a JHA and reevaluated by an ASI Certified*
41 *Trainer every 3 years. The reevaluation shall be documented. RM-*
42 *50B, Appendix B (ATV Operator Accountability/Certification Tracking*
43 *Record) may be used to document the reevaluation. Further*
44 *information on ATV/UTV use is found in RM-50B.*

- 1 ● ATVs can only have a single rider – passengers are prohibited even if ATV
2 is designed for two riders;
- 3 ● UTVs passengers are limited to the number of seats installed by
4 manufacturer. The operator and passenger(s) must use seatbelts while the
5 vehicle is in motion;
- 6 ● Operators must use required PPE while loading/unloading ATV/UTV;
- 7 ● Cargo loads shall be loaded and secured as to not affect the vehicle’s center
8 of gravity, and shall not exceed manufacturer’s recommendations for
9 maximum carrying capacity; and
- 10 ● When transporting external fuel containers with a UTV/ATV, a 5 lb class
11 BC fire extinguisher must be secured to the UTV/ATV.
 - 12 ○ *BLM- a 10 lb class BC fire extinguisher is required for UTVs.*

13
14 **Required PPE includes:**

15 **ATV Head Protection for Wildland Fire Operations:**

- 16 ● ATV Helmets must be worn at all times during ATV operations (on and off
17 the fireline); and
- 18 ● ATV Helmets must meet Snell SA2005, SA2010, or DOT certification.
 - 19 ○ A ¾ face model meeting Snell SA2005 or SA2010 certification is
20 acceptable for use.
 - 21 ○ Use of half “shorty” helmets requires a JHA/RA for fireline use and
22 must include justification for its use. Refer to MTDC Tech Tip
23 publication, *A Helmet for ATV Operators with Fireline Duties* (0651-
24 2350-MTDC).

25
26 **UTV Head Protection for Wildland Fire Operations:**

- 27 ● Helmets must meet DOT, ANSI Z90.1; or Snell SA2005 or SA2010 unless:
 - 28 ○ UTV is used for low speeds and smooth travel surfaces, administrative
29 use (e.g., campgrounds, incident base camps) UTV operators are not
30 required to wear hardhats or helmets; or
 - 31 ○ UTV is equipped with approved Rollover Protection System (ROPS),
32 and:
 - 33 ■ *BLM – A comprehensive and properly prepared RA of the specific*
34 *conditions demonstrates no more than a medium residual risk*
35 *level, then a hard hat meeting NFPA 1977 or ANSI Z 89.1*
36 *standards may be worn with chin straps secured in place under*
37 *chin.*
 - 38 ■ *NPS - Approved helmets are required for UTV operations that are*
39 *rated moderate (amber) or high (red) using the “ORV Risk*
40 *Assessment Tool” included in the NPS Off-Highway Vehicle*
41 *Policy.*
 - 42 ■ *FWS- Per 243 FW 6.6 B.1, a hardhat meeting NFPA 1977 or ANSI Z*
43 *89.1 standards may be worn with chin straps secured in place*

- 1 *unless the risk assessment for the operation dictates wearing a*
2 *securely fastened motorcycle helmet.*
3 ■ **FS- UTV Helmet (for fire use) – Helmets must have Snell SA**
4 *certification. Wearing hardhats while driving or riding on a UTV*
5 *is not allowed. Forest Service policy provides no exception to the*
6 *helmet requirement for low speeds, smooth travel surfaces, or*
7 *administrative use (FSH 6709.11, Chapter 10).*

- 8
9 Eye protection (goggles, face shield, or safety glasses) based upon JHA/RA.
10 ○ Eye protection is not required for a UTV equipped with an original
11 manufacturer windshield that protects the face from branches, flying
12 debris, etc., unless otherwise required by an associated industrial use
13 activity or JHA/RA.

14
15 If operating ATV/UTV on the fireline, the following are required:

- 16 ○ Leather or leather/flame resistant combination gloves. Flight gloves
17 are not approved for fireline use;
18 ○ Yellow flame resistant shirt;
19 ○ Flame resistant trousers;
20 ○ Wildland fire boots; and
21 ○ Appropriate head protection as described above
22 ■ **FS- Shirt, trousers, and gloves used by USFS personnel must meet**
23 *Forest Service specification 5100-91(shirt), 5100-92 (trousers),*
24 *and 6170-5 (gloves) or be certified to the National Fire Protection*
25 *Association (NFPA) 1977, Standard on Protective Clothing and*
26 *Equipment for Wildland Fire Fighting.*

27
28 ATV/UTV operator shall carry a personal communication device (e.g. two-way
29 radio, cellular phone, or satellite phone).

30
31 All other ATV/UTV specific guidance is found in the respective agency's
32 policy:

- 33 ○ **BLM** - Refer to *BLM Manual 1112-1, Chapter 27 Off-Highway*
34 *Vehicles.*[http://web.blm.gov/portal/employeeresources/allemployees/saf](http://web.blm.gov/portal/employeeresources/allemployees/safety/policy.php)
35 *ety/policy.php*
36 ○ **NPS** - Refer to *Reference Manual 50B Occupational Health and Safety,*
37 *Section 6.1 Off-Highway Vehicle Safety*
38 <http://www.nps.gov/policy/RM50Bdoclist.htm>

40 **Vehicle Cleaning/Noxious Weed Prevention**

41
42 Refer to Chapter 11 for guidance on minimizing potential transmission of
43 invasive species.

44
45

1 Incident Remote Automated Weather Stations

2
3 Incident Remote Automated Weather Stations (IRAWS – NFES 5869) are
4 readily deployable, portable weather stations that may be utilized in unprepared
5 locations to monitor local weather conditions. IRAWS are intended for use on
6 or near the fireline or at other all-risk incidents, and are installed and operated as
7 desired by Fire Behavior Analysts (FBAN) and/or Incident Meteorologists
8 (IMET) to record and distribute real time weather data.

9
10 National resource IRAWS systems are cached at the National Interagency Fire
11 Center (NIFC) and may be ordered through standard equipment resource
12 ordering systems. Following release from an incident, these stations must be
13 returned to the Remote Sensing/Fire Weather Support Unit (RSFWSU) at NIFC
14 for maintenance, recalibration, and redeployment.

16 Aerial Ignition Devices

17
18 Information on types of aerial ignition devices, operational guidelines, and
19 personnel qualifications may be found in the *Interagency Aerial Ignition Guide*.

21 Ground Ignition Devices and Transporting/Dispensing Fuel

22
23 For ground ignition devices, follow the *Interagency Ground Ignition Guide*
24 (PMS 443) for operational guidelines, personnel qualifications, and equipment
25 selection.

26
27 For transporting and dispensing fuel, follow the *Interagency Transportation*
28 *Guide for Gasoline, Mixed Gas, Drip-Torch Fuel, and Diesel* (PMS 442). These
29 guides are posted at <http://www.nwccg.gov/pms/pubs/pubs.htm>.

- 30 • **FS** - direction is found in *FSH 5109.32a* and *6709.11*.
- 31 • **NPS**- Follow the Forest Service standard for military style jerrican (UN
32 3A1) (Page 8, PMS 442)

Chapter 15 Communications

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Policy

Agency specific policies for radio communications may be found in:

- *Department of Interior, Department Manual, Radio Communications Handbook (377 DM).*
- *USDA Forest Service Handbook (FSH 6609.14 chapters 10-40 and Forest Service Manual (FSM) 6600 Systems Management Chapter 6640 - Telecommunications.*

Dispatch Recording Devices

Recording of phone calls without all party's prior knowledge and consent is not permitted. Recording of radio traffic is appropriate.

- *BLM – Radio recording devices will be used by BLM dispatch offices or any interagency office dispatching BLM resources.*

Cellular/Satellite Phone Communications

Cellular/satellite telephones will not be used to communicate tactical or operational traffic unless no other means are available. Cellular/satellite telephones will not be used for flight following in lieu of normal flight following procedures. Telephone communications may be used for logistical purposes.

Refer to Chapter 7 for policy regarding use of mobile devices while operating a vehicle.

Radio Communications

Radio communications provide for the flow of tactical information needed for the command/control and safety of personnel and resources.

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

Radio Contracts

Radios used for fire and aviation activities must be approved by the National Interagency Incident Communication Division (NIICD). Information on contracts, software, hardware requirements and approved radios is available at: <http://www.nifc.gov/NIICD/documents.html>, or contact your agency

- 1 Telecommunications Department or the National Interagency Fire Center
2 Communications Duty Officer (NIFC CDO) at (208) 387-5644.
3 • **BLM** - For information on BLM contracts, software, and hardware
4 requirements and approved radios, contact the Branch of Radio Operations
5 (FA-350) at (208) 387-5830.
6

7 **Radio Frequency Management**

8
9 FM frequencies are authorized and assigned by the designated Washington
10 Office frequency manager and managed by the state and local Communications
11 Officers. Frequencies shall not be used without express permission from the
12 local, state, regional, or national level designated frequency management
13 personnel.
14

15 **Daily Operational Frequency Management**

16 Frequency assignments for normal daily and initial attack operations are made
17 on a permanent basis and are requested through the normal Radio Frequency
18 Authorization process from the local, state, regional or national level designated
19 frequency management personnel.
20

21 Air operations initial attack frequencies, both AM and FM, will be assigned by
22 the NIFC CDO. These assignments will be on an interagency basis and
23 coordinated with the Geographic Area Coordination Centers (GACCs).
24

25 **Mutual Aid Frequency Management**

26 Mutual aid frequency sharing agreements can be made at the local level.
27 However, mutual-aid frequency sharing agreements are only valid in the specific
28 location where they originated. These agreements do not authorize the use of a
29 shared frequency other than in the specified local area.
30

31 NIFC national fire frequencies are not to be used for these agreements. The
32 only exception may occur when an agency holds a National
33 Telecommunications Information Agency (NTIA) Radio Frequency
34 Authorization (RFA) for a frequency that is included in the NIFC Channeling
35 Plan. If this occurs, notification and coordination with the NIFC CDO is
36 requested.
37

38 **Incident Frequency Management**

39 National level coordination and assignments of incident frequencies is the
40 responsibility of the National Interagency Incident Communications Division
41 (NIICD) and is managed by the NIFC CDO.
42

43 When communications requirements exceed normal operations, the NIFC CDO
44 may request that GACCs assign a Communication Coordinator (COMC) to

- 1 facilitate geographic area frequency management. Additional information may
2 be found in the *National Interagency Mobilization Guide*.
- 3 • Frequencies for Type 1 and 2 incidents are assigned by the NIFC CDO and
4 are managed by a qualified Communications Unit Leader (COML). The
5 COML will request, assign, and report all frequencies used on the incident
6 to the NIFC CDO/COMC. This will include the request and assignment of
7 all aircraft frequencies. Frequency use will be documented on the ICS-205
8 Incident Radio Communications Plan and on ICS-220 Air Operation
9 Summary forms. These completed forms will be made available to incident
10 personnel.
 - 11 • Type 3 incidents, or other incidents that do not have an assigned COML,
12 will coordinate and request all frequency and communication equipment
13 needs through the COMC and/or the NIFC CDO.
- 14
- 15 If additional frequencies are required, the COML will order them through the
16 established ordering process.
- 17
- 18 Additional frequencies for any operation may be available on a temporary basis,
19 and may be requested by the NIFC CDO from the Washington Office Spectrum
20 managers when:
- 21 • The NIICD national frequencies are all committed within a specific
22 geographic area;
 - 23 • New incidents within a specific complex create a need for additional
24 frequencies;
 - 25 • The fire danger rating is extreme and the potential for additional new
26 incidents is high; and/or
 - 27 • When there is frequency congestion due to significant numbers of incidents
28 in close proximity.
- 29
- 30 **Aviation Operations Frequency Management**
- 31 • Air to Air initial attack –AM frequencies are assigned yearly to the GACC's
32 by the NIFC CDO in coordination with the Federal Aviation Administration
33 (FAA). Once assigned, management of those frequencies is the
34 responsibility of the GACC and may be allocated to zones. Frequencies
35 allocated to zones for initial attack are not to be dedicated for project fire
36 use. If additional frequencies are required, they must be requested from and
37 assigned by the NIFC CDO.
 - 38 • Air to Ground –FM frequencies will be assigned and coordinated by the
39 NIFC CDO and agency frequency managers.
- 40
- 41 Both AM and FM aviation frequency assignments will be used on an
42 interagency basis and a master record of these assignments is maintained by the
43 NIFC CDO. Updated frequency information is coordinated annually with the
44 GACC's.
- 45

1 Pre-assigned National Frequencies

2

3 National Air Guard Frequency (168.6250 MHz)

4 A National Interagency Air Guard frequency for aircraft will be used for
5 emergency aviation communications. Continuous monitoring of this frequency
6 in narrowband mode is mandatory by agency dispatch centers. Transmission on
7 this frequency must include the Continuous Tone Coded Squelch System
8 (CTCSS) tone of 110.9 Hz.

9

10 This frequency, 168.6250 MHz is restricted to the following use:

- 11 • Air-to-air emergency contact and coordination;
- 12 • Ground-to-air emergency contact; and
- 13 • Initial call, recall, and re-direction of aircraft when no other contact
14 frequency is available.

15

16 National Flight Following Frequency (168.6500 MHz)

17 The National Flight Following Frequency is used to monitor interagency and
18 contract aircraft. All aircraft on point-to-point or mission flights should
19 establish/terminate flight following, and confirm Automated Flight Following
20 (AFF) on the National Flight Following frequency.

21

22 All dispatch centers/offices will monitor the national flight following frequency
23 at all times. A CTCSS tone of 110.9 must be placed on the transmitter and
24 receiver of the National Flight Following frequency.

25

26 The National Flight Following frequency is to be used for flight following,
27 dispatch, or redirection of aircraft. No other use is authorized.

28

**29 National Interagency Air Tactics Frequencies (166.6750 MHz, 167.9500
30 MHz, 169.1500 MHz, 169.2000 MHz, 170.0000 MHz)**

31 These frequencies are used to support air-to-air or ground-to-air
32 communications on incidents west of the 95th meridian. These frequencies shall
33 be used for air-to-air and ground-to-air communications only. They are not for
34 use as ground tactical operational frequencies.

35

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

39 These frequencies will be assigned by the NIFC CDO or in coordination with
40 the local unit if a NTIA-RFA is in effect.

41

42 National Interagency Airtanker Base Frequency (123.9750 MHz)

43 This frequency is assigned by the FAA to all airtanker bases (unless otherwise
44 notified) for exclusive use. Use of this frequency is restricted to a radius of 40

1 nautical miles and 10,000 feet MSL from the coordinates of the airtanker base.
2 No other use is authorized.

3

4 **Smokejumper and Rappel/RADS Air to Ground Frequency (168.550 MHz)**

5 BLM and USFS Smokejumpers have been granted exclusive use of primary
6 National Air to Ground tactical frequency 168.550.

7

8 This frequency is also granted for use, with a separate transmit and receive tone,
9 as a secondary/backup frequency for the BLM and USFS Rappel/Rope Assisted
10 Delivery System (RADS) aerial delivery operations if the local air to ground
11 tactical frequency is being used for initial attack operations and use of that local
12 frequency could cause interference issues.

13

14 Use of this frequency for other than the delivery of aerial firefighters is
15 prohibited. This frequency must be toned (CTCSS, transmit and receive) for
16 Smokejumper and Rappel/RADS crews to ensure that interference issues are
17 avoided. Smokejumpers will use tone 123.0 and Rappel/RADS crews will use
18 tone 110.9.

19

20 **Government-wide Area Common User Frequencies (163.1000 MHz,
21 168.3500 MHz)**

22 These frequencies are used on a non-interference basis and are not exclusive to
23 any user. These frequencies are not to be used for air-to-ground operations and
24 are prohibited by DOI and USDA from use as a frequency during operations
25 involving the protection of life and property.

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

28

29 **National Interagency Fire Tactical Frequencies (168.0500 MHz, 168.200
30 MHz, 168.6000 MHz, 168.2500 MHz, 166.7250 MHz, 166.7750 MHz)**

31 These frequencies are used to support ground tactical operations (line of sight)
32 on incidents.

33

34 They are not authorized for:

- 35 • Air to air communications;
- 36 • Air to ground communications;
- 37 • Mobile radios with more than 5 watts output power;
- 38 • Base stations; or
- 39 • Repeater frequencies.

40

41 Use of these frequencies will be coordinated between the COML and the NIFC
42 CDO/COMC. Power output is limited to 5 watts or less.

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1 Incident Radio Support

2

3 All National Incident Radio Support Cache (NIRSC) communications
4 equipment will be returned to NIRSC at NIFC immediately after the incident is
5 turned over to the jurisdictional agency.

6

7 No cache communications equipment shall be moved from one incident to
8 another without being first returned to NIRSC for refurbishment. Unused and
9 red-sealed equipment may be moved, but only upon approval of the NIFC CDO
10 or COMC.

11

12 Military Communications on an Incident

13

14 Military units assigned to an incident are assigned radios approved for use on
15 incidents. Each battalion is typically assigned 80 handheld radios. Sixteen of
16 these radios are used by military crew liaisons. Intercrew communications
17 within a military unit is provided by the military on their radios using their
18 frequencies. All frequency assignments at the incident will be made by the
19 COML in accordance with the ICS-205.

20

21 Some military units have aviation VHF-FM radios compatible with civilian
22 systems. Other units must be provided VHF-FM radios prior to dispatch to an
23 incident. Wiring harnesses and radios will be resource ordered by the incident.
24 The resource order will include a request for qualified personnel from NIICD to
25 perform the installation of the equipment. Equipment will not be sent without
26 qualified personnel to install it.

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Chapter 16 Aviation Operations and Resources

Purpose and Scope

Aviation resources are one of a number of tools available to accomplish fire related land management objectives.

Aviation use must be prioritized based on management objectives and probability of success.

The effect of aviation resources on a fire is directly proportional to the speed at which the resource(s) can initially engage the fire, the effective capacity of the aircraft, and the deployment of ground resources.

These factors are magnified by flexibility in prioritization, mobility, positioning, and utilization of the versatility of many types of aircraft.

Risk management is a necessary requirement for the use of any aviation resource. The risk management process must include risk to ground resources, and the risk of not performing the mission, as well as the risk to the aircrew.

Organizational Responsibilities

National Office

Department of Interior (DOI)

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). OAS has no operational responsibility. 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 partners. The Fire and Aviation Directorate has the responsibility and authority, after consultation with State Fire Management Officers, for funding and acquisition of all fire aircraft, prioritizing the allocation of BLM aircraft on a Bureau wide basis, and approving State Office requests to acquire supplemental

1 aircraft resources. Refer to *BLM National Aviation Plan and Manual 9400* for
2 aviation policy and guides. (Refer to 112 DM 12 for a list of responsibilities.)

3

4 **Forest Service (FS)**

5 The FS has responsibility for all aspects of its aviation program, including
6 aviation policy and budget development, aircraft acquisition, pilot
7 standardization, and maintenance management. In addition, the FS has
8 operational responsibility for functional oversight of aviation assets and
9 facilities, accident investigation, and aircraft and pilot inspection.

10

11 The Assistant Director (AD), Aviation, is responsible to the Director of Fire and
12 Aviation Management for the management and supervision of the National
13 Headquarters Office in Washington DC, and the detached Aviation Unit in
14 Boise. The AD, Aviation provides leadership, support and coordination for
15 national and regional aviation programs and operations. (Refer to FSM 5704.22
16 for list of responsibilities.)

17

18 The Branch Chief, Aviation Operations reports to the AD, Aviation, and is
19 responsible for national aviation operational management and oversight.

20

21 The Branch Chief, Pilot Standardization reports to the AD, Aviation, and is
22 responsible for pilot standardization and approval of agency and contract pilots.

23

24 The Branch Chief, Airworthiness reports to the AD, Aviation, and is responsible
25 for national aircraft airworthiness and maintenance program management and
26 oversight.

27

28 The Branch Chief, Aviation Business Operations reports to the AD, Aviation
29 and is responsible for policy maintenance and development, budget
30 development, and planning.

31

32 The Aviation Strategic Planner reports to the AD, Aviation and is responsible
33 for strategic planning and reporting.

34

35 The Branch Chief, Aviation Safety Management Systems reports to the AD,
36 Risk Management and Training, and is responsible for the national aviation
37 safety and risk management program and oversight.

38

39 **State/Regional Office**

- 40 • *BLM - State FMOs are responsible for providing oversight for aircraft*
41 *hosted in their state. State FMOs have the authority and responsibility to*
42 *approve, with National Office concurrence, acquisition of supplemental*
43 *aircraft resources within their state. State FMOs have the authority to*
44 *prioritize the allocation, pre-positioning and movement of all aircraft*
45 *assigned to the BLM within their state. State Offices will coordinate with*
46 *the National Office on movement of their aircraft outside of their State. A*

- 1 *State Aviation Manager (SAM) is located in each state office. SAMs are*
2 *delegated as the Contracting Officers Representative (COR) for all*
3 *exclusive use aircraft hosted by their state. SAMs implement aviation*
4 *program objectives and directives to support the agency mission and state*
5 *objectives. A state aviation plan is required to outline the state aviation*
6 *program objectives and to identify state specific policy and procedures.*
- 7 ● *NPS/FWS - A Regional Aviation Manager (RAM) is designated for each*
8 *Region. RAMs implement aviation program objectives and directives to*
9 *support the agency mission and Region objectives. Several Regions have*
10 *additional support staff, and/or pilots assigned to support aircraft*
11 *operations and to provide technical expertise. A Regional aviation*
12 *operations and management plan is required to outline the Region's*
13 *aviation program objectives and to identify Region-specific policy and*
14 *procedures.*
 - 15 ● *FS - Regional Aviation Officers (RAOs) are responsible for directing and*
16 *managing Regional aviation programs in accordance with the National and*
17 *Regional Aviation Management Plans, and applicable agency policy*
18 *direction. (Refer to FSM 5700 and FSH 5709.16 for list of responsibilities).*
19 *RAOs report to Director of Fire and Aviation for their specific Region.*
20 *Regional Aviation Safety Managers (RASMs) are responsible for aviation*
21 *safety in their respective Regions, and work closely with the RAO to ensure*
22 *aviation safety is an organizational priority (refer to FSM 5700 and FSH*
23 *5709.16 for list of responsibilities). Most Regions have additional aviation*
24 *technical specialists and pilots who help manage and oversee the Regional*
25 *aviation programs. Most Regions also have Aviation Maintenance*
26 *Inspectors, Fixed-wing Program Managers, Helicopter Program Managers,*
27 *Helicopter Operations Specialists, Inspector Pilots, etc.*

28

29 **Local Office**

30 Some areas have interagency aviation programs that utilize an Aviation Manager
31 for multiple units. Duties are similar as other local level managers.

- 32 ● *BLM - Unit Aviation Managers (UAMs) serve as the focal point for the*
33 *Unit Aviation Program by providing technical expertise and management of*
34 *aviation resources to support Field Office/District programs. Field/District*
35 *Offices are responsible for hosting, supporting, providing daily*
36 *management, and dispatching all aircraft assigned to their unit.*
37 *Field/District Offices have the authority to request additional resources; to*
38 *establish priorities, and make assignments for all aircraft assigned to the*
39 *BLM within their unit or zone.*
- 40 ● *NPS - Organizational responsibility refer to DO-60, RM-60.*
- 41 ● *FS - Unit Aviation Officers (UAOs)/Forest Aviation Officers (FAOs) have*
42 *the responsibility for aviation activities at the local level, including aviation*
43 *mission planning, risk management and safety, supervision, and evaluation.*
44 *UAOs/FAOs assist Line Officers with risk assessment/management and cost*
45 *analysis. (Refer to FSH 5709.16_10.42)*

46

1 Aviation Information Resources

2

3 Aviation reference guides and aids for agency aviation management are listed
4 for policy, guidance, and specific procedural requirements.

- 5 • **BLM** - *9400 Manual Appendix 1, National Aviation Plan (NAP) and*
6 *applicable aviation guides as referenced in the NAP.*
- 7 • **FWS** - *Service Manual 330-339, Aviation Management and IHOG.*
- 8 • **NPS** - *RM-60 Aviation Management Reference Manual and IHOG & IASG.*
- 9 • **FS** - *FSM 5700, FSH 5709.16 and applicable aviation guides when*
10 *approved and referenced in policy.*

11

12 Safety alerts, operational alerts, instruction memoranda, information bulletins,
13 incident reports, and other guidance or information are issued as needed.

14

15 An up-to-date library with aviation policy and procedural references will be
16 maintained at all permanent aviation bases, dispatch, and aviation management
17 offices.

18

19 Aviation Safety

20

21 The FS and the BLM have adopted Safety Management Systems (SMS) as the
22 foundation to our aviation safety program. The four pillars of SMS are Safety
23 Policy, Safety Risk Management, Safety Assurance, and Safety Promotion.
24 SMS is the standard for aviation safety set by the International Civil Aviation
25 Organization (ICAO) and the Federal Aviation Administration (FAA).

26

27 SMS focuses on:

- 28 • Emphasis on proactive risk management;
- 29 • Promotes a “Just” culture;
- 30 • Addresses systemic safety concerns;
- 31 • Holds the organization accountable;
- 32 • Identifies “What” so we can manage the manageable; and
- 33 • Communicates the “Why” so the culture can learn from mistakes.

34

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
39 under the Lessons Learned link at www.wildfirelessons.net. Additionally, the
40 current approved US Forest Service Aviation SMS Guide is available at
41 www.fs.fed.us/fire/av_safety/

42

43 Risk Assessment and Risk Management

44 The use of risk management will help to ensure a safe and successful operation.

45 Risk is the probability that an event will occur. Assessing risk identifies the

- 1 hazard, the associated risk, and places the hazard in relationship to the mission.
2 A decision to conduct a mission requires weighing the risk against the benefit of
3 the mission and deciding whether the risks are acceptable.
4
5 Aviation missions always have some degree of risk. The four sources of hazards
6 are methods, medium, man, and machine. Managing risk is a 5-step process:
7 1. Identify hazards associated with all specified and implied tasks for the
8 mission.
9 2. Assess hazards to determine potential of occurrence and severity of
10 consequences.
11 3. Develop controls to mitigate or remove risk, and make decisions based on
12 accepting the least risk for the best benefit.
13 4. Implement controls - (1) education controls, (2) physical controls, and (3)
14 avoidance controls.
15 5. Supervise and Evaluate - enforce standards and continuously re-evaluate
16 their effectiveness in reducing or removing risk. Ensure that controls are
17 communicated, implemented, and enforced.
18

19 **How to Properly Refuse Risk (Aviation)**

20 Every individual (government and contracted employees) has the right and
21 obligation to report safety problems affecting his or her safety and has the right
22 to contribute ideas to correct the hazard. In return, supervisors are expected to
23 give these concerns and ideas serious consideration. When an individual feels
24 an assignment is unsafe, he or she also has the obligation to identify, to the
25 degree possible, safe alternatives for completing that assignment. Turning down
26 an assignment is one possible outcome of managing risk.
27

28 A “turn down” is a situation where an individual has determined he or she
29 cannot undertake an assignment as given and is unable to negotiate an
30 alternative solution. The turn down of an assignment must be based on
31 assessment of risks and the ability of the individual or organization to control or
32 mitigate those risks. Individuals may turn down an assignment because of
33 safety reasons when:

- 34 ● There is a violation of regulated safe aviation practices;
- 35 ● Environmental conditions make the work unsafe; or
- 36 ● They lack the necessary qualifications or experience.

37
38 Individuals will directly inform their supervisor that they are turning down the
39 assignment as given. The most appropriate means of documented turn down
40 criteria is using the Aviation Watch Out Situations (*IRPG*).
41

42 Supervisors will notify the Air Operations Branch Director (AOBD) or unit
43 aviation leadership immediately upon being informed of a turn down. If there is
44 no AOBD, notification shall go to the appropriate Section Chief, the Incident
45 Commander or local fire and aviation staff. Proper handling of turn downs

1 provides accountability for decisions and initiates communication of safety
2 concerns within the incident organization.
3
4 If the assignment has been turned down previously and the supervisor asks
5 another resource to perform the assignment, he or she is responsible to inform
6 the new resource that the assignment had been turned down and the reasons
7 why. Furthermore, personnel need to realize that a “turn down” does not stop
8 the completion of the assigned operation. The “turn down” protocol is an
9 integral element that improves the effective management of risk, for it provides
10 timely identification of hazards within the chain of command, raises risk
11 awareness for both leaders and subordinates, and promotes accountability.
12
13 If an unresolved safety hazard exists the individual needs to communicate the
14 issue/event/concern immediately to his or her supervisor and document as
15 appropriate.
16

17 **Aviation Safety Support**

18 **Aviation Safety Assistance Team (ASAT)**

19 During high levels of aviation activity, it is advisable to request an Aviation
20 Safety Assistance Team (ASAT). An ASAT’s purpose is to enhance risk
21 management, efficiency, effectiveness, and provide technical assistance while
22 reviewing aviation operations. If an ASAT cannot be filled internally, the
23 request may be placed with NICC through established ordering channels using
24 individual overhead requests. An ASAT should operate under a Delegation of
25 Authority from the appropriate State/Regional Aviation Manager(s) or Multi
26 Agency Coordinating Group. Formal written reports shall be provided to
27 appropriate manager(s) as outlined at the in-brief. A team should be developed
28 to fit the need of the requesting unit and may consist of the following:
29

- 30 • Aviation Safety Manager;
- 31 • Operations Specialist (helicopter and/or fixed wing);
- 32 • Pilot Inspector;
- 33 • Maintenance Inspector (optional);
- 34 • Avionics Inspector (optional); and
- 35 • Aircraft Dispatcher (optional).

36 **Aviation Safety Briefing**

37 Every passenger must receive a briefing prior to each flight. The briefing is the
38 responsibility of the Pilot in Command (PIC) but may be conducted by the pilot,
39 flight manager, helicopter manager, fixed-wing base manager, or an individual
40 with the required training to conduct an aviation safety briefing. The pilot
41 should also receive a mission briefing from the government aircraft manager.
42 Refer to the *IRPG* and *IHOG* Chapter 10.
43
44
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1 **Aviation Hazard**

2 An aviation hazard is any condition, act, or circumstance that compromises the
3 safety of personnel engaged in aviation operations. Pilots, flight crew personnel,
4 aviation managers, incident air operations personnel, and passengers are
5 responsible for hazard identification and mitigation. Aviation hazards may
6 include but are not limited to the following:

- 7 • Deviations from policy, procedures, regulations, and instructions;
- 8 • Improper hazardous materials handling and/or transport;
- 9 • Airspace conflicts/flight following deviation;
- 10 • Deviation from planned operations;
- 11 • Failure to utilize PPE or Aviation Life Support Equipment (ALSE);
- 12 • Failure to meet qualification standards or training requirement;
- 13 • Extreme environmental conditions;
- 14 • Improper ground operations;
- 15 • Improper pilot procedures;
- 16 • Fuel contamination; and
- 17 • Unsafe actions by pilot, air crew, passengers, or support personnel.

18
19 Aviation hazards also exist in the form of wires, low-flying aircraft, and
20 obstacles protruding beyond normal surface features. Each office will post,
21 maintain, and annually update a "Known Aerial Hazard Map" for the local
22 geographic area where aircraft are operated, regardless of agency jurisdiction.
23 This map will be posted and used to brief flight crews. Unit Aviation Managers
24 are responsible for ensuring the development and updating of Known Aerial
25 Hazard Maps (IHOG).

26 **Aerial Applications of Wildland Fire Chemical Safety**

27 Chapter 12 contains information concerning the aerial application of wildland
28 fire chemicals.

29 **SAFECOM**

30
31 The DOI and the FS have an incident/hazard reporting form called The Aviation
32 Safety Communiqué (SAFECOM). The database, available at
33 <https://www.safecom.gov/>, fulfills the Aviation Mishap Information System
34 (AMIS) requirements for aviation mishap reporting for the DOI agencies and the
35 FS. Categories of reports include: Accidents, Airspace, Hazards, Incidents,
36 Maintenance, Mishap Prevention, and Kudos. The system uses the SAFECOM
37 Form OAS-34 or FS-5700-14 to report any condition, observation, act,
38 maintenance problem, or circumstance with personnel or aircraft that has the
39 potential to cause an aviation-related mishap. The SAFECOM system is not
40 intended for initiating punitive actions. Submitting a SAFECOM is not a
41 substitute for "on-the-spot" correction(s) to a safety concern. It is a tool used to
42 identify, document, track, and correct safety related issues. A SAFECOM does
43 not replace the requirement for initiating an accident or incident report.
44
45

1 Any individual (including vendors/cooperators) with knowledge of an
2 incident/hazard should complete a SAFECOM. The SAFECOM form,
3 including attachments and pictures, should be entered directly on the internet at
4 <https://www.safecom.gov/> or faxed to the Department of the Interior's Office of
5 Aviation Services, Aviation Safety (208)433-5069 or to the FS at (208) 387-
6 5735 ATTN: SAFETY. Electronic cc copies are automatically forwarded to the
7 National, Regional, State, and Unit Aviation Managers.

8
9 The agency with operational control of the aircraft at the time of the
10 hazard/incident/accident is responsible for completing the SAFECOM and
11 submitting it through agency channels.

12 **Aircraft Incidents/Accidents**

13
14
15 Notification to the FS or OAS and DOI agency Aviation Safety Managers is
16 required for any aircraft mishap involving damage or injury. Use the hotline
17 (888) 464-7427 or the most expeditious means possible. Initiate the appropriate
18 unit Aviation Mishap Response Plan.

19 **Low-level Flight Operations**

20
21
22 The only fixed-wing aircraft missions authorized for low-level fire operations
23 are:

- 24 • Smokejumper/Para-cargo;
- 25 • Aerial Supervision Module (ASM) and Lead operations; and
- 26 • Retardant, water, and foam application.

27 **Operational Procedures:**

- 28 • A high-level recon will be made prior to low-level flight operations.
- 29 • All flights below 500 feet will be contained to the area of operation.
- 30 • PPE is required for all fixed-wing, low-level flights. Helmets are not
31 required for multi-engine airtanker crews, smokejumper pilots, and ASM
32 flight/aircrew members.

33 **Congested Area Flight Operations**

34
35
36
37 Airtankers can drop retardant in congested areas under DOI authority given in
38 *FAR Part 137*.

39
40 FS authority is granted under exemption 392, from *FAR 91.119* as referenced in
41 *FSM 5714*. When such operations are necessary, they may be authorized subject
42 to these limitations:

- 43 • Airtanker operations in congested areas may be conducted at the request of
44 the city, rural fire department, county, state, or federal fire suppression
45 agency;

- 1 • An ASM/Lead/ATCO is ordered to coordinate aerial operations;
- 2 • The air traffic control facility responsible for the airspace is notified prior to
3 or as soon as possible after the beginning of the operation;
- 4 • A positive communication link must be established between the ASM or
5 Lead/ATCO, airtanker pilot(s), and the responsible fire suppression agency
6 official; and
- 7 • The IC for the responsible fire agency or designee will advise the
8 ASM/leadplane/airtanker that all non-essential people and movable property
9 have been cleared prior to commencing retardant drops.

10

11 **Airspace Coordination**

12

13 The Interagency Airspace Program is an aviation safety program designed to
14 enhance aviation safety and reduce the risk of a mid-air collision. Guidance for
15 this program is found in the *Interagency Airspace Coordination Guide (IACG)*,
16 which has been adopted as policy by the DOI and FS. It is located at
17 www.airspacecoordination.net. Additional guidance may be found in the
18 *National Interagency Mobilization Guide* and supplemented by local
19 Mobilization Guides.

20

21 Some state and FS units have Memorandums of Understanding (MOUs) with
22 local military airspace authorities for airspace coordination. Briefings from Unit
23 Aviation Managers/Officers (UAM/UAO) are crucial to ensure that any local
24 airspace information is coordinated before flight.

25

26 All firefighting aircraft are required to have operative transponders and will use
27 a national firefighting transponder code of 1255 when engaged in, or traveling
28 to, firefighting operations (excluding ferry flights), unless given a discrete code
29 by Air Traffic Control (ATC).

30

31 Additional coordination information can be found by contacting:

- 32 • **BLM** - *State Aviation Managers, National Airspace Program Manager*
- 33 • **NPS** - *Regional Aviation Managers*
- 34 • **FS** - *Regional Aviation Officers, National Airspace Program Manager*
- 35 • **FWS** - *National Aviation Safety and Operations*

36

37 **Flight Request and Approval**

- 38 • **BLM** - *Reference the BLM National Aviation Plan, Chapter 3, available at:*
39 *<http://www.blm.gov/mifc/st/en/prog/fire/Aviation/Administration.html>*
- 40 • **NPS** - *Reference RM 60, Appendix 3 & 4.*
- 41 • **FS** - *Refer to FSM 5711.3 for administrative use, FSM 5705 for point-to-*
42 *point and mission use for types of FS flights.*

43

44

45

1 **Point-to-Point Flights**

2 A “Point-to-point” flight is one that originates at one developed airport or
3 permanent helibase and flies directly to another developed airport or permanent
4 helibase with the sole purpose of transporting personnel or cargo (this term does
5 not apply to flights with a scheduled air carrier on a seat fare basis). These types
6 of flights are often referred to as “administrative” flights and only require the
7 aircraft and pilot to be carded and approved for point-to-point flight. A point-to-
8 point flight is conducted higher than 500 feet above ground level (AGL).

9
10 Agency policy requires designating a Flight Manager for point-to-point flights
11 transporting personnel. The Flight Manager is a government employee that is
12 responsible for coordinating, managing, and supervising flight operations. The
13 Flight Manager is not required to be on board for most flights. For those flights
14 that have multiple legs or are complex in nature a Flight Manager should attend
15 the entire flight. The Flight Manager will meet the qualification standard for the
16 level of mission assigned as set forth in the *Interagency Aviation Training Guide*
17 (IAT).

- 18 • **BLM** –Reference the *BLM National Aviation Plan, Chapter 3*, available at:
19 <http://www.blm.gov/nifc/st/en/prog/fire/Aviation/avllibrary.html>
- 20 • **NPS** - Reference *RM-60, Appendix 3* for agency specific policy.
- 21 • **FS** - Refer to *FSM 5711.3* for administrative use, *FSM 5705* for point-to-
22 point and mission use for types of FS flights.

24 **Mission Flights**

25 Mission flights are defined as flights not meeting the definition of point-to-point
26 flight. A mission flight requires work to be performed in the air (retardant or
27 water delivery, fire reconnaissance, smokejumper delivery), or through a
28 combination of ground and aerial work (delivery of personnel and/or cargo from
29 helibases to helispots or unimproved landing sites, rappelling or cargo let-down,
30 horse herding).

- 31 • PPE is required for any fixed wing mission flight conducted below
32 500’ AGL. Flight helmets are not required for multi-engine airtanker crews,
33 smokejumper pilots and ASM flight/aircrew members.
- 34 • Required attire for ATGS and fire reconnaissance are:
 - 35 ○ Leather shoes or boots; and
 - 36 ○ Natural fiber shirt, full length cotton or nomex pants, or flight suit.
- 37 • The use of full PPE is required for all helicopter flights (point to point and
38 mission) and associated ground operations. The specific items to be worn
39 are dependent on the type of flight, the function an individual is performing,
40 or the ground operation being conducted. Refer to the tables in Chapter 9 of
41 the IHOG for specific requirements.
- 42 • All personnel will meet training and qualification standards required for the
43 mission.
- 44 • Agency FM radio capability is required for all mission flights.

- 1 • All passengers must be authorized and all personnel onboard must be
2 essential to the mission.
3
- 4 Mission flights for fixed-wing aircraft include but are not limited to the
5 following:
- 6 • Water or retardant application;
 - 7 • Parachute delivery of personnel or cargo;
 - 8 • Airtanker coordinator operations; and
 - 9 • Takeoff or landing requiring special techniques due to hazardous terrain,
10 obstacles, or surface conditions
- 11
- 12 Mission helicopter flights include but are not limited to the following:
- 13 • Flights conducted within 500 feet AGL;
 - 14 • Water or retardant application;
 - 15 • Helicopter coordinator and ATGS operations;
 - 16 • Aerial ignition activities;
 - 17 • External load operations;
 - 18 • Rappelling;
 - 19 • Takeoff or landing requiring special techniques due to hazardous terrain,
20 obstacles, pinnacles, or surface conditions;
 - 21 • Free-fall cargo; and
 - 22 • Fire reconnaissance.
- 23

24 **Flight-Following All Aircraft**

- 25
- 26 Flight-Following is mandatory for all flights. Refer to the *National Interagency*
27 *Mobilization Guide* for specific direction.
- 28 • Agency FM radio capability is required for all mission flights.
 - 29 • For mission flights, there are two types of Agency Flight Following:
30 Automated Flight Following (AFF) and radio check-in. AFF is the preferred
31 method of agency flight following. If the aircraft and flight following office
32 have AFF capability, it shall be utilized. Periodic radio transmissions are
33 acceptable when utilizing AFF. Reference the AFF procedures section of
34 the *National Interagency Mobilization Guide* for more information.
 - 35 • All dispatch centers designated for fire support shall have the ability to
36 monitor AFF as well as the capability to transmit and receive “National
37 Flight Following” and “Air Guard”.
 - 38 • If AFF becomes inoperable the aircraft will normally remain available for
39 service, utilizing radio/voice system for flight following. Each occurrence
40 must be evaluated individually and decided by the COR/CO.
 - 41 • Helicopters conducting Mission Flights shall check-in prior to and
42 immediately after each takeoff/landing per IHOG 4.II.E.2.
- 43
44
45

1 Sterile Cockpit All Aircraft

2

3 Sterile cockpit rules apply within a 5-mile radius of the airport. The flight crew
4 will not perform radio or cockpit communication during that time that is not
5 directly related to safe flight of the aircraft from taxi to 5 miles out and from 5
6 miles out until clearing the active runway. This would consist of reading
7 checklists, communication with Air Traffic Control (ATC), Flight Service
8 Stations, Unicom, or other aircraft with the intent of ensuring separation or
9 complying with ATC requirements. Communications by passengers or air crew
10 members can be accomplished when the audio panels can be isolated and do not
11 interfere with flight operations of the flight crew.

12

13 **Exception:** When conducting firefighting missions within 5 miles of an
14 uncontrolled airport, maintain sterile cockpit until departing the traffic pattern
15 and reaching final altitude. Monitor CTAF frequency if feasible while engaged
16 in firefighting activities. Monitor CTAF as soon as practical upon leaving the
17 fire and returning to the uncontrolled airport. When conducting firefighting
18 missions within Class B, C, or D airspace, notify dispatch that ATC
19 communications will have priority over dispatch communications.

20

21 Interagency Interim Flight and Duty Limitations/Aviation Stand Downs

22

23 Aviation stand downs are a means to find time, in an otherwise demanding flight
24 schedule, to reflect on core aviation safety values. In this context, aviation stand
25 downs refer to an administrative decision to keep tactical aviation resources on
26 the ground through all or part of their normal duty day or days.

27

28 Interim flight and duty limitations are a method to manage pilot and crew
29 fatigue by reducing the length of the duty day or increasing the number of days
30 off in the normal duty day cycle. During extended periods of high flight
31 activity, fatigue must be mitigated by fire and aviation managers.

32

33 Aviation stand downs and interim flight and duty day limitations can be
34 implemented at the Geographic Area or National level. In either case, the
35 procedure for implementation is the same. Requests for implementation of
36 flight and duty limitations, or proposed stand down parameters, will be made
37 through the National Aviation Office through which it originated.

38

39 Decisions and procedures for implementation will be made on a coordinated,
40 interagency basis, involving the GACC, NICC, and National Aviation
41 Representatives at NIFC and Aviation Contracting Officers. Details of the
42 proposal will be formalized and coordinated with other affected agencies and
43 implemented through the National Multi Agency Coordinating Group (NMAC).

44

45

46

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
6 operation should be by Geographic Area, i.e., Northwest, Great Basin, etc.

7
8 **Phase 1 - Standard Flight and Duty Limitations (Abbreviated Summary):**

- 9 • Fourteen (14) hour maximum duty day;
- 10 • Eight (8) hours maximum daily flight time for mission flights;
- 11 • Ten (10) hours for point-to-point, with a two (2) pilot crew;
- 12 • Maximum cumulative flight hours of thirty-six (36) hours, up to forty-two
13 (42) hours in six (6) days; and
- 14 • Minimum of ten (10) hours uninterrupted time off (rest) between duty
15 periods.

16
17 This does not diminish the authority or obligation of any individual COR
18 (Contracting Officer Representative) or Aviation Manager to impose shorter
19 duty days or additional days off at any time for any flight crew members for
20 fatigue. This is currently provided for in agency direction and contract
21 specifications.

22
23 **Phase 2 - Interim Duty Limitations**

24 When Phase 2 is activated, pilots shall adhere to the flight and day-off
25 limitations prescribed in Phase 1 and the duty limitations defined under Phase 2.

26
27 Each flight crew member shall be given an additional day off each fourteen (14)
28 day period. Crews on a twelve (12) and two (2) schedule shall have three (3)
29 consecutive days off (11 and 3). Flight crews on six (6) and one (1) schedules
30 shall work an alternating weekly schedule of five (5) days on, two (2) days off,
31 then six (6) days on and one (1) day off.

32
33 Aircraft fixed daily rates and special rates, when applicable, shall continue to
34 accrue during the extra day off. Contractors may provide additional approved
35 crews to maximize utilization of their aircraft. All costs associated with
36 providing the additional crew will be at the contractor's expense, unless the
37 additional crew is requested by the Government.

38
39 **Phase 3 - Interim Duty Limitations**

40 When Phase 3 is activated, pilots shall adhere to the flight limitations of Phase 1
41 (standard), the additional day off of Phase 2, and the limitations defined under
42 Phase 3.

43
44 Flight crew members shall have a minimum of twelve (12) consecutive hours of
45 uninterrupted rest (off duty) during each duty day cycle. The standard duty day
46 shall be no longer than twelve (12) hours, except a crew duty day extension shall

1 not exceed a cumulative fourteen (14) hour duty day. The next flight crew rest
2 period shall then be adjusted to equal the extended duty day, i.e., thirteen (13)
3 hour duty day, thirteen (13) hours rest; fourteen (14) hour duty day, fourteen
4 (14) hours rest. Extended duty day applies only to completion of a mission. In
5 no case may standby be extended beyond the twelve (12) hour duty day.

6
7 Double crews (two (2) complete flight crews assigned to an aircraft), augmented
8 flight crews (an additional pilot-in-command assigned to an aircraft), and
9 aircraft crews that work a rotating schedule, i.e., two (2) days on, one (1) day
10 off, seven (7) days on, seven (7) days off, or twelve (12) days on, twelve (12)
11 days off, may be exempted from Phase 2 Limitations upon verification that their
12 scheduling and duty cycles meet or exceed the provisions of Paragraph a. of
13 Phase 2 and Phase 1 Limitations.

14
15 Exemptions of Phase 3 provisions may be requested through the local Aviation
16 Manager or COR, but must be approved by the FS RAO or DOI Area Aviation
17 Manager.

18

19 **Aviation Assets**

20

21 Typical agency aviation assets include: Helitack or Rappel, Aerial Supervision
22 (ATGS, Lead, and ASM), Large (multi-engine) Airtankers, Very Large
23 Airtankers (VLATs), Single Engine Airtankers (SEATs), and Smokejumpers.

- 24 • **BLM** - All BLM acquired aircraft (exclusive use, On-Call, and CWN) are
25 available to move to areas of greatest Bureau need, thereby maximizing
26 efficiency and effectiveness. Specific authorities and responsibilities for
27 Field/State and National Offices are outlined earlier in this chapter.
28 Offices are expected to adhere to procedures established in the National
29 Aviation Plan for both acquisition and use reporting.

30

31 **Helitack**

32

33 Helitack crews perform suppression and support operations to accomplish fire
34 and resource management objectives.

35

36 **Organization - Crew Size**

- 37 • **BLM**- The standard BLM exclusive-use helitack crew size for a Type 3
38 helicopter is a minimum of seven personnel (supervisor, assistant, squad
39 boss, and four crew members). The standard BLM exclusive-use helitack
40 crew size for a Type 2 helicopter is a minimum of ten personnel (supervisor,
41 assistant, squad boss, and seven crewmembers). BLM helicopters operated
42 in Alaska need only be staffed with a qualified Helicopter Manager
43 (HMGB).
- 44 • **NPS** - Helicopter exclusive-use modules will consist of a minimum of 8 fire
45 funded personnel. The NPS regions may establish larger crew size and
46 standards for their exclusive use helicopter crews based on the need for an

- 1 all hazard component (*Fire, SAR, Law Enforcement, and EMT*). Exception
2 to minimum helicopter crew staffing standards must be approved by the
3 National Aviation Office. NPS helicopters operated in Alaska need only be
4 staffed with a qualified *Helicopter Manager (HMGB)*.
- 5 • **FS** - Regions may establish minimum crew size and standards for their
6 exclusive use helitack crews. Experience requirements for exclusive-use
7 helicopter positions are listed in *FAQG, Chapter 4*.

8

9 **Operational Procedures**

10 The *Interagency Helicopter Operations Guide (IHOG) NFES 1885* is policy for
11 helicopter operations.

12

13 **Communication**

14 The helitack crew standard is one handheld programmable multi-channel FM
15 radio per every two crew persons, and one multi-channel VHF-AM
16 programmable radio in the primary helitack crew (chase) truck. Each helitack
17 crew (chase) vehicle will have a programmable VHF-FM mobile radio. Each
18 permanent helibase will have a permanent programmable FM radio base station
19 and should be provided a VHF-AM base station radio.

20

21 **Transportation**

22 Dedicated vehicles with adequate storage and security will be provided for
23 helitack crews. The required Gross Vehicle Weight (GVW) of the vehicle will
24 be dependent upon the volume of equipment carried on the truck and the number
25 of helitack crewmembers assigned to the crew.

- 26 • **BLM** - Minimum vehicle configuration for a seven person crew will consist
27 of one Class 661 Helitack Support Vehicle and one Class 156 or Class 166
28 vehicle.

29

30 **Training and Experience Requirements**

31 All helitack members will meet fire qualifications as prescribed by the *National*
32 *Wildfire Coordinating Group (NWCG) 310-1* and their agency manual
33 requirements. The following chart establishes experience and training
34 requirements for FS, BLM, NPS, and FWS Exclusive Use, Fire Helicopter Crew
35 Positions.

36

37 Non-Exclusive Use HECM's and HMGB's should also meet the following
38 currency requirements.

39

40 **Note:** the *Interagency Aviation Training Guide (February 2014)* states
41 additional aviation training requirements (A courses). The Guide is available at:
42 http://www.iat.gov/docs/IAT_Guide_2014_0331.pdf

43

44

45

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)	I-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.

Note: Exceptions to the above position standards and staffing levels may be granted on a case-by-case basis by the BLM National Aviation Office, NPS Regional Office, FWS Regional Office, or FS Regional Office as appropriate.

- Some positions may be designated as COR/Alternate-COR. If so, see individual Agency COR training & currency requirements.
- Fire Helicopter Managers (HMGB) are fully qualified to perform all the duties associated with Resource Helicopter Manager.

Helicopter Rappel & Cargo Let-Down

Any rappel or cargo let-down programs must be approved by the appropriate agency national headquarters.

- **BLM** - BLM personnel involved in an Interagency Rappel Program must have SFMO approval.
- **NPS** - Approval is required by the National Office.
- **FS** - Approval is required by the National Office.

1 All rappel and cargo let-down operations will follow the *Interagency Helicopter*
2 *Rappel Guide (IHRG)*, as policy. Any exemption to the guide must be requested
3 by the program through the state/region for approval by the National Aviation
4 Office (BLM), or Director of Fire and Aviation (FS).

6 **Emergency Medical Short-haul**

7 The emergency medical short-haul mission is intended to extract injured or ill
8 personnel from areas where a ground based evacuation would expose rescuers to
9 greater risk or where such evacuation would likely cause greater harm or
10 threaten the life or limbs of the patient due to added exposure or time delay.

11 The short-haul transport of personnel or patients should occur over the shortest
12 reasonable distance to a location where another type of medical transportation is
13 available (e.g. ground ambulance, EMS/life flight, or internal in an agency
14 helicopter).

16 All emergency medical short-haul programs must be approved by the
17 appropriate agency national headquarters.

- 18 • *FS/NPS-National Office approval is required.*

20 All short-haul operations will comply with the following policy:

- 21 • *FS- Forest Service Short-haul Operations Guide (FSSHOG)*
- 22 • *NPS- Helicopter Short-haul Handbook*

24 Exemptions to the policy must be requested by the program through the regional
25 office for approval by the National Aviation Office (NPS) or Director of Fire
26 and Aviation (FS).

28 **Aerial Ignition**

30 *The Interagency Aerial Ignition Guide (IAIG)* is policy for all aerial ignition
31 activities.

33 **Fire Chemical Avoidance Areas**

35 See Chapter 12 (Suppression Chemicals and Delivery Systems) for guidance.

37 **Aerial Supervision Principles for ATGS, ASM, and Lead**

39 The response speed of aerial supervision resources contributes greatly to
40 established aggressive initial attack doctrine and should be utilized accordingly.

42 Aerial supervision resources will be dispatched when available to
43 initial/extended attack incidents in order to enhance safety, effectiveness, and
44 efficiency of aerial/ground operations.

1 When aerial supervision resources are collocated with airtankers, they should be
2 launched together to maximize the safety, effectiveness, and efficiency of
3 incident operations.

4
5 Incidents with three or more aircraft over/assigned to them should also have
6 aerial supervision in the form of ATGS or ASM. A qualified smokejumper
7 spotter (senior smokejumper in charge of smokejumper missions) may
8 coordinate airspace over a fire until a qualified ATGS arrives.

9 10 **Operational Procedures and Policy**

11 The *Interagency Aerial Supervision Guide* (IASG, PMS 505) provides
12 operational procedures for all aerial supervision resources. The IASG and
13 additional aerial supervision forms are maintained online at the NWCG website:
14 <http://www.nwcg.gov/pms/pubs/pms505/index.htm>.

15
16 The *Wildland Fire Qualifications System Guide* (PMS 310-1) provides training,
17 qualification, and currency standards.

- 18 • *FS- Forest Service aerial supervision training, qualifications, and currency*
19 *standards are contained in the Fire and Aviation Qualifications Guide*
20 *(FAQG).*

21
22 The IASG contains additional requirements and is policy for the BLM, BIA,
23 FWS, and NPS.

24 25 **Air Tactical Group Supervisor (ATGS)**

26
27 The ATGS coordinates incident airspace and manages incident air traffic. The
28 ATGS is an airborne firefighter who coordinates, assigns, and evaluates the use
29 of aerial resources in support of incident objectives. Specific duties and
30 responsibilities are outlined in the *Wildland Fire Incident Management Field*
31 *Guide* (PMS-210) and the *Interagency Aerial Supervision Guide*.

32 33 **Program Management**

34 The air attack program is managed at the national level by agency program
35 managers. The National Interagency Aviation Committee (NIAC) provides
36 guidance through the Interagency Aerial Supervision Subcommittee (IASS),
37 which authorizes an ATGS Cadre to provide operational and programmatic
38 oversight at the Geographic Area level.

39 40 **Training**

41 Classroom training is completed as per the PMS 310-1.

42
43 Field (flight) training assignments are coordinated and prioritized by the
44 Geographic Area Training Representatives and ATGS Cadre, and is
45 implemented based on a national interagency trainee priority list.

46

1 National interagency ATGS training aircraft have been identified and are
2 utilized for the sole purpose of ATGS flight training.

3

4 **Operational Considerations**

- 5 • Ground resources will maintain consistent communication on assigned air
6 to ground frequencies with aerial supervision to maximize the safety,
7 effectiveness, and efficiency of aerial operations.
- 8 • Relief aerial supervision should be ordered for sustained operations to
9 ensure continuous coverage over an incident.
- 10 • Personnel who are performing aerial reconnaissance and detection will not
11 perform aerial supervision duties unless they are fully qualified as an
12 ATGS.
- 13 • ATGS aircraft must meet the aircraft/avionics typing requirements listed in
14 the IASG and the pilot must be carded to perform the air tactical mission.
15 Rotor-wing pilots are not required to be carded for air tactical missions.

16

17 **Leadplane**

18

19 A leadplane is a national shared resource.

20

21 Agency policy requires an ASM or Lead/ATCO to be on order prior to aerial
22 retardant/suppressant delivery over a congested area. Operations may proceed
23 before the ASM or Lead/ATCO arrives if communications are established with
24 on-site resources, authorization is granted from the IC, and the line is cleared
25 prior to commencing aerial application operations.

26

27 **Aerial Supervision Module (ASM)**

28

29 The ASM is a national shared resource.

30

31 The ASM is crewed with both a Lead/ATCO qualified Air Tactical Pilot (ATP)
32 and an Air Tactical Supervisor (ATS). These individuals are specifically trained
33 to operate together as a team. The resource is primarily designed for providing
34 both functions (Lead/ATCO and ATGS) simultaneously from the same aircraft,
35 but can also provide single role service.

36 The ATP is primarily responsible for aircraft coordination over the incident.

37 The ATS develops strategy and implements tactical plans through coordination
38 with the IC or designee.

39

40 **Operational Considerations**

41 Any operation that limits the national resource availability must be approved by
42 the agency program manager.

43

44 Aerial or incident complexity and environmental considerations will dictate
45 when the ASM ceases low-level operations. The ASM flight crew has the
46 responsibility to determine when the complexity level of the incident exceeds

1 the capability to perform both ATGS and leadplane functions from one aircraft.
2 The crew will request additional supervision resources, or modify the operation
3 to maintain mission safety and efficiency.

4
5 **Policy**

6 Only those individuals certified and authorized by the BLM- National Aviation
7 Office or the FS- Branch Chief Pilot Standardization will function as an Air
8 Tactical Supervisor (ATS) in an ASM mission profile.

9
10 **Aerial Supervision Module Program Training and Qualifications**

11 Training and qualification requirements for ASM crewmembers are defined in
12 the *IASG*.

13
14 **Reconnaissance or Patrol flights**

15
16 The purpose of aerial reconnaissance or detection flights is to locate and relay
17 fire information to fire management. In addition to detecting, mapping, and
18 sizing up new fires, this resource may be utilized to provide ground resources
19 with intelligence on fire behavior, provide recommendations to the IC when
20 appropriate, and describe access routes into and out of fire areas for responding
21 units. Only qualified Aerial Supervisors (ATGS, ASM, HLCO and
22 Lead/ATCO) are authorized to coordinate incident airspace operations and give
23 direction to aviation assets. Flights with a “Recon, Detection, or Patrol”
24 designation should communicate with tactical aircraft only to announce location,
25 altitude and to relay their departure direction and altitude from the incident.

26
27 **Airtankers**

28
29 Airtankers are a national resource. Geographic areas administering these
30 aircraft will make them available for initial attack and extended attack fires on a
31 priority basis. The GACC will ensure that all support functions (e.g. dispatch
32 centers and tanker bases) are adequately staffed and maintained to support the
33 mobilization of aircraft during normal and extended hours.

34
35 For aviation safety and policy concerning wildland fire chemicals see chapter 12
36 (Suppression Chemicals and Delivery Systems).

37
38 Airtankers are operated by commercial vendors in accordance with FAR Part
39 137. The management of Large Airtankers is governed by:

- 40 • **BLM** - *The requirements of the DM and BLM Manual 9400*
41 • **FS** - *FS operates Large Airtankers under the Grant of Exemption 392A as*
42 *referenced in FSM 5714.*

43
44
45
46

1 Airtanker Types

2 Airtankers and Water Scoopers 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

9 Airtanker Base Operations

10

11 Certain parameters for the operation of airtankers are agency-specific. For
12 dispatch procedures, limitations, and times, refer to geographic area
13 mobilization guides and the *Interagency Airtanker Base Operations Guide*
14 (IABOG).

15

16 Airtanker Base Personnel

17 There is identified training for the positions at airtanker bases; the *Interagency*
18 *Airtanker Base Operations Guide* (IABOG) contains a chart of required training
19 for each position. It is critical that reload bases are prepared and staffed during
20 periods of moderate or high fire activity at the base. All personnel conducting
21 airtanker base operations should review the IABOG and have it available.

22

23 Startup/Cutoff Time for Multi Engine Airtankers

24 Refer to the *Interagency Aerial Supervision Guide* (NFES 2544).

25

26 Single Engine Airtankers

27

28 Single Engine Airtanker (SEAT) Operations, Procedures, and Safety

29 The *Interagency SEAT Operating Guide* (ISOG, NFES #1844) defines operating
30 standards and is policy for both the DOI and FS.

31

32 SEAT Manager Position

33 The SEAT Manager (SEMG) duties and responsibilities are outlined in the
34 ISOG. SEMGs ensure adherence to contract regulations, safety requirements,
35 and fiscal accountability.

36

37 Operational Procedures

38 Using SEATs in conjunction with other aircraft over an incident is standard
39 practice. Agency or geographical area mobilization guides may specify
40 additional procedures and limitations.

41

42 Depending on location, operator, and availability, SEATs are capable of
43 dropping suppressants, water, or approved chemical retardants. Because of the
44 load capacities of the SEATs (500 to 800 gallons), quick turn-around times
45 should be a prime consideration.

46

1 SEAT operations at established airtanker bases or reload bases are authorized.
2 All BLM and FS Airtanker base operating plans will permit SEAT loading in
3 conjunction with large airtankers.

4 5 **Smokejumper Pilots**

6
7 The *Interagency Smokejumper Pilot Operations Guide (ISPOG)* serves as policy
8 for smokejumper pilot qualifications, training, and operations.

9 10 **Military or National Guard Helicopters and Pilots**

11
12 The *Military Use Handbook (NFES 2175)* will be used when planning or
13 conducting aviation operations involving regular military aircraft. Ordering
14 military resources is done through the National Interagency Coordination Center
15 (NICC); National Guard resources are utilized through local or state
16 Memorandum of Understanding (MOU).

17 18 **Modular Airborne Fire Fighting System (MAFFS)**

19
20 The *MAFFS Operating Plan* (available from the National Interagency
21 Coordination Center) will be used when planning or conducting aviation
22 operations involving MAFFS military aircraft. Ordering MAFFS is done
23 through the National Interagency Coordination Center (NICC); MAFFS are
24 utilized through a national agreement (see the *National Interagency*
25 *Mobilization Guide*). Several states have the ability to activate MAFFS through
26 separate agreements that do not require ordering through NICC.

27 28 **Cooperator Aircraft**

29
30 The purpose of this direction is to keep non-federally approved aircraft under the
31 operational control of the agency providing the aircraft, to the extent possible.

32
33 During initial action, all agencies (federal, state, local, and tribal) accept each
34 other's operating standards. Once the incident jurisdiction is clearly established,
35 the standards of the agency with jurisdiction prevail.

36
37 Aircraft procured/owned by cooperating agencies (state, local, and International)
38 may be utilized on federally managed fires only when federal cooperative
39 agreements are in place that approve those aircraft and pilots for the intended
40 missions.

41
42 No federal employee may be assigned to a position that exercises contractual
43 control of a non-federally approved aircraft.

44
45 States may use aircraft that have not been identified as an "Approved
46 Cooperator Aircraft" on federal lands, when and where the state has formal

- 1 protection responsibility as long as the state maintains operational control of
2 those aircraft.
3
- 4 Non-federally approved aircraft remain under state operational control
5 regardless of the agency affiliation of the firefighters (to include federal aerial
6 supervision) on an incident with state jurisdiction.
7
- 8 Non-federally approved airtankers are approved to have federal personnel load
9 retardant at federal airtanker bases, regardless of wildland fire jurisdiction.
10
- 11 Federal personnel may provide aerial supervision, including “lead profiles”, to
12 non-federally approved aircraft under existing standard procedures and
13 agreements.
14
- 15 It is appropriate for federal dispatch personnel to interact with non-federally
16 approved aircraft, if these aircraft remain under the operational control of the
17 state or for safety reasons.
18
- 19 In an emergency circumstance, where lives and property are immediately
20 threatened, in the current burning period, by wildland fire on federal lands under
21 federal protection, a federal line officer may take operational control over non-
22 federally approved aircraft (if ordered and available) to protect lives and
23 property. This exception must only take place when sufficient federal
24 firefighting aircraft are not readily available to meet the emergency need. Line
25 officers are encouraged to consult with their agency aviation management
26 personnel to aid in decision-making. As exceptions are exercised, they must be
27 documented by the approving federal line officer; documentation shall be
28 forwarded to the agency national aviation headquarters within two weeks.
29
- 30 If needed, further clarification on these issues can be obtained from the national
31 aviation manager for the respective agency.
32

33 **Interagency Fire Use of Unmanned Aircraft Systems (UAS)**

- 34
- 35 When UAS are flown for USFS/DOI work or benefit, Federal Aviation
36 Administration (FAA), USFS, and DOI regulations apply.
37
- 38 Units wishing to utilize UAS must have a plan in place for how they are going to
39 collect, process, and disseminate data gathered by a UAS.
40
- 41 Consult with your Unit Aviation Officer or the Regional/State aviation staff to
42 assist in selecting and ordering the aircraft best suited for the mission.
43
- 44 The following minimum standards apply:
- 45 • All aircraft (to include UAS) purchase, lease, or acquisition **must** follow
46 agency procurement policy and procedures.

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- 1 • All aircraft and pilots employed by the USFS or DOI agencies **shall** be
2 approved. Federal use of cooperator agency UAS may be authorized by a
3 Cooperator Aircraft Letter of Approval, valid under the parameters of the
4 FAA’s Certificate Of Waiver or Authorization (COA).
 - 5 • UAS flights under USFS operational control **must** adhere to USFS policy
6 and regulations regarding their use. Guidance can be found in FSM 5713.7,
7 the USFS National Aviation Safety and Management Plan and at
8 <http://www.fs.fed.us/science-technology/fire/unmanned-aircraft-systems>
 - 9 • UAS flights under DOI operational control **must** adhere to DOI policy and
10 regulations regarding their use. Guidance can be found in 350-353
11 Departmental Manuals and Operational Memoranda:
12 <http://oas.doi.gov/library/opm/CY2014/OPM-11.pdf>
 - 13 • All government agency use or takeoff and landing on federal land of UAS
14 **requires** prior notifications and approval. Some agencies have issued
15 internal direction regarding UAS use. Agency aviation managers must be
16 consulted prior to commencing UAS operations to ensure compliance with
17 individual agency policy that may be more stringent than FAA
18 requirements. A Project Aviation Safety Plan (PASP) is required for all
19 missions or projects, to include UAS missions on fires.
 - 20 • All government and commercial applications **require** an FAA “Certificate
21 of Waiver or Authorization” (COA) which specifies the time, location, and
22 operating parameters for flying the UAS. A COA also requires the
23 requesting agency to certify the airworthiness of the proposed aircraft and
24 definition of the standards used to make that determination. For federal
25 fires, the DOI or USFS would be the lead agency for obtaining a COA
26 depending on the jurisdiction of the fire. In the event of a multi-jurisdiction
27 incident the DOI UAS specialist, the USFS UAS advisory group chair, or
28 State or local representative will determine who should obtain the COA.
 - 29 • Incident Management Teams **must** notify the agency administrator prior to
30 use of UAS. A modification to the Delegation of Authority should be
31 considered.
 - 32 • Personally owned UAS or model aircraft **may not** be used by federal
33 agencies or their employees for interagency fire use.
- 34 Key Points:
- 35 • An emergency COA can only be issued by the FAA if the proponent
36 already has an existing COA for their aircraft. The request must be
37 accompanied with a justification that no other aircraft exist for the mission
38 and that there is eminent potential for loss of life, property, or critical
39 infrastructure, or is critical for the safety of personnel.

- 1 • Cooperators, pilot associations and volunteer aviation groups or individuals
2 may offer to fly unmanned aviation missions (i.e. aerial surveys, fire
3 reconnaissance, infrared missions, etc.) at no charge to the IMTs. Although
4 these offers seem very attractive, we cannot accept these services unless
5 they meet FAA, USFS and/or DOI policy.
- 6 • The use of any UAS (including model or remote controlled aircraft) with or
7 without compensation is considered a “commercial” operation per the FAA.
8 The FAA has established guidelines for hobbyists who fly model and
9 remote controlled aircraft via Advisory Circular 91-57. Model aircraft are
10 to be flown only for recreation or hobby purposes. For further information,
11 refer to: http://www.faa.gov/about/initiatives/uas/model_aircraft_operators.

12

13 Additional information can be found on the FAA website:

14 http://www.faa.gov/about/initiatives/uas/uas_faq/

15

Chapter 17 Fuels Management

Introduction

The purpose of the Hazardous Fuels Reduction (HFR) programs within the Department of the Interior (DOI) and the Forest Service (FS) is to reduce hazardous fuels (HF) and risks to human communities and improve the health of the land 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 HFR treatment efforts are collectively planned and implemented. These efforts will be consistent with the direction provided in:

- *Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001)*
- *Guidance for Implementation of Federal Wildland Fire Management Policy (February 13, 2009)*

Policy

The federal fire agencies use the *Interagency Prescribed Fire Planning and Implementation Procedures Guide* (NWCG PMS 484) to manage prescribed fire activities. This guide provides standardized procedures specifically associated with the planning and implementation of prescribed fire.

Policy, project planning and implementation priorities, and standards common to all agencies:

- The safety of firefighters and the public is the number one priority when planning and implementing HFR treatment projects;
- All HFR treatment projects will support resource management objectives as identified in their agency specific Land/Resource Management Plans;
- All HFR treatment projects will have plans that contain measurable objectives;
- All HFR treatment projects will comply with National Environmental Policy Act (NEPA) and all other regulatory requirements;
- All HFR management projects will be tracked and progress will be reported within required timeframes; and
- All HFR projects will be monitored to determine if treatment objectives were met and to document weather, fire behavior, fuels information, and smoke dispersion. Evaluation reports are to be completed and maintained in the project file.

Some programmatic differences are identified in the following agency specific documentation and serve as agency specific direction.

- 1 • *BLM - Refer to IM No. FA IM 2015-003*
- 2 • *FWS - Refer to Fire Management Handbook, Chapter 17*
- 3 • *NPS - Refer to RM 18*
- 4 • *FS - Refer to FSM 5140*

6 **Reporting HFR Accomplishment**

7
8 The HF module of the National Fire Plan Operations and Reporting System
9 (NFPORS) is the national system for submitting proposed projects for approval,
10 tracking accomplishments of the program, reporting performance, measuring
11 accomplishments, and accountability for all agencies in the Department of
12 Interior.

13
14 Department of Agriculture hazardous fuels treatment accomplishments for the
15 Forest Service are entered into the Forest Service Activity Tracking System
16 (FACTS) as the official system of record for tracking and reporting. This data is
17 shared with NFPORS to facilitate interagency joint reporting needs.

18
19 Information on FACTS can be found at:
20 <http://fswb.ftcol.wo.fs.fed.us/frs/facts/index.shtml>. Acres treated through Forest
21 Service funded State Fire Assistance grants are recorded directly in NFPORS.

23 **Reporting Fuels Treatment Effectiveness Monitoring (FTEM)**

24
25 Anytime a wildfire starts in or interacts with a fuel treatment area, interagency
26 policy requires that we document the outcome to examine whether the treatment
27 had the desired effect of reduced fire behavior and/or provided opportunities to
28 firefighters for effective management of the wildfire.

- 29 • *BLM - Refer to (IM No. OF&A 2013-027) for FTEM guidance*
- 30 • *FWS - Refer to Fire Management Handbook, Chapter 17*
- 31 • *NPS - Refer to RM 18 and Documenting Hazardous Fuels Reduction*
32 *Program Treatment Effectiveness Memo, 10/09/2012*
- 33 • *FS - Refer to FSM 5140*

35 **Policy Regarding Planned HF Treatments Burned in a Wildfire**

36
37 For DOI agencies, acres burned in a wildfire may only be reported in the
38 NFPORS HFR Module as “Fire Use” if all the following conditions are met:

- 39 • The area burned was in a pre-existing NFPORS treatment unit;
 - 40 • NEPA is complete;
 - 41 • The planned objectives were met; and
 - 42 • The accomplishment is approved by a Regional Fuels Specialist.
- 43
44 • *BLM- Offices will complete a fuels treatment effectiveness assessment and*
45 *input appropriate information into the Fuels Treatment Effectiveness*

1 *Monitoring (FTEM) online tool for all wildfires which start in, burn into, or*
2 *burn through any portion of a fuel treatment area that has been completed*
3 *and reported in the Hazardous Fuels Module of the National Fire Plan*
4 *Operations and Reporting System (NFPORS) from fiscal year 2003 to*
5 *present. If offices have wildfire/treatment intersections that have occurred*
6 *prior to 2003 or are not in NFPORS, as long as offices can document that*
7 *fuels dollars were expended on these treatments and the wildfire is recorded*
8 *in the Wildland Fire Management Information (WFMI) system, the record*
9 *should be entered into FTEM. It is important that treatment data entered*
10 *into FTEM are consistent with the NFPORS, and that wildfire information*
11 *is consistent with the WFMI system. Refer to FA IM-2015-001.*

- 12 • *FS- Direction for reporting accomplishments from unplanned ignitions is*
13 *found in the annual program direction issued by the Washington Office and*
14 *the corresponding business rules for reporting accomplishments including*
15 *those from unplanned ignitions can be found in the FACTS support page at:*
16 *<http://fsweb.ftcol.wo.fs.fed.us/frs/facts/support/documents/index.shtml>.*

18 **DOI Reporting of Wildfire Acres That Meet Resource Management** 19 **Objectives**

20
21 Acres burned in a wildfire that achieve resource management objectives as
22 defined in Resource/Fire Management Plans (R/FMP) will be reported in the
23 NFPORS Non-National Fire Plan (Non-NFP) portal. While strategies for
24 managing individual wildfires are established through the fire management
25 decision process, the identification of acres which achieved R/FMP objectives
26 should be made after the fire is declared out, regardless of the fire management
27 objective, strategy or tactic used. The determination of benefit must be based on
28 land management objectives which are affected by fire severity, intensity, and
29 other fire impacts. Post-fire impact, such as invasion of exotic species and the
30 need for rehabilitation, should be considered in this determination. At a
31 minimum, acres reported in the Non-NFP module must meet the following
32 criteria:

- 33 • the R/FMP supports attainment of resource benefit through use of fire,
- 34 • an interdisciplinary approach is used to determine whether the R/FMP
- 35 objectives were met, and
- 36 • line manager approves the determination.

38 **Prescribed Fire During Preparedness Levels 4 and 5**

39
40 Approval is required for implementation of prescribed fires at national
41 preparedness Levels 4 and 5 (Refer to the *National Mobilization Guide*).

- 42 • *FWS- National Preparedness Level 5 concurrence from Headquarters,*
43 *Branch of Fire Management must be obtained utilizing Preparedness Level*
44 *5 Prescribed Fire Concurrence Form.*

1 Federal Agencies Assistance

2

3 Reference Section VI of the *Interagency Agreement For Wildland Fire*
4 *Management among the Bureau of Land Management, Bureau of Indian Affairs,*
5 *National Park Service, Fish and Wildlife Service of the United States*
6 *Department Of The Interior, and the Forest Service of the United States*
7 *Department Of Agriculture, effective 2011-2015.*

8

9 Agencies will enter into separate agreements for personnel and other resources
10 provided for planning and implementation of (hazardous fuels management
11 program) treatments and activities. This may or may not result in an exchange
12 of funds subject to the applicable statutory authority used.

- 13 • **FS-** *USFS units will make every attempt to establish agreements in advance*
14 *when planning to utilize resources from cooperating agencies to implement*
15 *or respond as contingency resources for prescribed fire. However, for*
16 *prescribed fire activities and exigent circumstances, where an agreement*
17 *was not executed and funds were not obligated prior to commencing work,*
18 *a ratification may not be necessary if an approved agreement is executed*
19 *and funds obligated on I-web within 30 calendar days of the start of work.*
20 *See FSH 1509.11 Chapter 10, Section 15.81.*

21

22 Hazard Pay/Environmental Differential for Prescribed Fire
23 Implementation

24

25 Current policy is that hazard pay will not be paid for any prescribed fire. Under
26 certain circumstances, (i.e. low level flight operations), hazard pay or
27 environmental differential may be warranted. Offices should contact their
28 servicing personnel office with specific questions.

29

30 Non-NWCG Agency Personnel Use on Prescribed Fire

31

32 For information regarding use of non-NWCG agency personnel on prescribed
33 fires, see Chapter 13.

34

35 Use of Contractors for Prescribed Fire Implementation

36

37 Agencies can contract to conduct all or part of the planning and implementation
38 of prescribed fire operations and/or all or part of mechanical treatments for HFR
39 projects.

40

41 If a contractor is actively involved in igniting, holding, or mopping up an agency
42 prescribed fire, a Contracting Officer's Authorized Representative (COR) or
43 Project Inspector (PI) will be on site (exceptions can be made for late stage mop
44 up and patrol) to ensure that the prescribed fire objectives are being met and that
45 the terms of the contract are adhered to. The Agency Administrator and/or FMO

1 will determine the qualifications required for the agency representative (COR or
2 PI).

- 3 • *FS- Contractors must meet requirements for any specific skill positions for*
4 *prescribed fire operations as described in NWCG PMS 310-1 or FSH*
5 *5109.17 for positions not found in the PMS 310-1 (e.g. RXB3). Reference*
6 *FSN 5140.*

8 **Use of AD Pay Plan for Prescribed Fire**

9
10 Refer to the DOI Administratively Determined (AD) Pay Plan for Emergency
11 Workers (Casuals) for information regarding the use of emergency workers for
12 prescribed fire. The DOI AD Pay Plan does not allow for use of Casuals for
13 mechanical or chemical reduction projects.

14
15 Forest Service does not have this authority.

17 **Activation of Contingency Resources**

18
19 In the event contingency resources are activated, sending units should respond
20 and support the requesting agency immediately.

22 **Non-Prescribed Fire HFR Activities**

23
24 For policy, guidance, and standards for implementation of non-prescribed fire
25 hazard fuel reduction treatments (e.g. mechanical, biological, chemical), refer to
26 agency specific policy and direction.

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Chapter 18 Reviews and Investigations

Introduction

Reviews and investigations are used by wildland fire and aviation managers to assess and improve the effectiveness and safety of organizational operations. Information (other than factual) derived from safety reviews and accident investigations should only be used by agencies for accident prevention and safety purposes.

Multiagency Cooperation

Many reviews and investigations involve cooperation between Federal, State, County, and Municipal Agencies. To comply with each agency's authorities, policies, and responsibilities, a multiagency review or investigation may be necessary. A multiagency Delegation of Authority should be provided to outline roles, responsibilities, and expected deliverables.

The Team Leader or delegating official(s) should establish cooperative relationships with the other agencies involved in the review or investigation to ensure policies and responsibilities are met. This may involve negotiations, cooperative agreements, and coordination with the agency Designated Agency Safety and Health Official (DASHO) or the agency official who signs the Delegation of Authority.

Federal Interagency Investigations

Close calls or accidents that involve interagency (USFS or DOI) personnel and/or jurisdiction (e.g. USFS firefighter injured on FWS jurisdictional wildland fire & vice versa) shall be reviewed or investigated cooperatively and conducted at the appropriate level as outlined in this chapter.

Agency Administrators will ensure that affected agencies are involved throughout the review/investigation process.

When an incident does not meet the serious accident criteria, the affected Agency Administrators should jointly decide what type and level of investigation will be conducted based on agency processes outlined in this chapter. Questions should be addressed to your agency wildland fire safety program manager.

Reviews

Reviews are methodical examinations of system elements such as program management, safety, leadership, operations, preparedness, training, staffing, business practices, budget, cost containment, planning, and interagency or intra-

1 agency cooperation and coordination. Reviews do not have to be associated
 2 with a specific incident. The purpose of a review is to ensure the effectiveness
 3 of the system element being reviewed, and to identify deficiencies and
 4 recommend specific corrective actions. Established review types are described
 5 below and include:

- 6 • Preparedness 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; and
- 15 • Escaped Prescribed Fire Reviews.

16 17 **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 #003-2009	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 Reviews	<i>See Interagency Prescribed Fire Planning and Implementation Procedures Guide (PMS 484)</i>	

18 19 **Preparedness Reviews**

20 Preparedness Reviews assess fire programs for compliance with established fire
 21 policies and procedures outlined in the current *Interagency Standards for Fire*
 22 *and Fire Aviation Operations* and other pertinent policy documents.

1 Preparedness Reviews identify organizational, operational, procedural,
2 personnel, or equipment deficiencies, and recommend specific corrective
3 actions. Interagency Preparedness Review Checklists can be found at:
4 http://www.nifc.gov/policies/pol_ref_intgncy_prepcheck.html

6 **After Action Reviews (AAR)**

7 An AAR is a learning tool intended for the evaluation of an incident or project
8 in order to improve performance by sustaining strengths and correcting
9 weaknesses. An AAR is performed as soon after the event as possible by the
10 personnel involved. An AAR should encourage input from participants that is
11 focused on:

- 12 • What was planned?
- 13 • What actually happened?
- 14 • Why it happened?
- 15 • What can be done the next time?

16
17 An AAR is a tool that leaders and units can use to get maximum benefit from
18 the experience gained on any incident or project. When possible, the leader of
19 the incident or project should facilitate the AAR process. However, the leader
20 may choose to have another person facilitate the AAR as needed and
21 appropriate. AARs may be conducted at any organizational level. However, all
22 AARs involve the exchange of ideas and observations, and focus on improving
23 proficiency. The AAR should not be utilized as an investigational review. The
24 format can be found in the *Interagency Response Pocket Guide (IRPG), PMS*
25 *#461, NFES #1077*. Additional AAR information is available at
26 http://www.fireleadership.gov/toolbox/after_action_review/index.html

28 **Fire and Aviation Safety Team (FAST) Reviews**

29 Fire and Aviation Safety Teams assist Agency Administrators during periods of
30 high fire activity by assessing policy, rules, regulations, and management
31 oversight relating to operational issues. They can also do the following:

- 32 • Provide guidance to ensure fire and aviation programs are conducted safely;
- 33 • Assist with providing immediate corrective actions;
- 34 • Review compliance with OSHA abatement plan(s), reports, reviews, and
35 evaluations; and
- 36 • Review compliance with *Interagency Standards for Fire and Fire Aviation*
37 *Operations*.

38
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
41 review is required, a national FAST can be ordered through the National
42 Interagency Coordination Center.

43
44 FASTs include a team leader, who is either an Agency Administrator or fire
45 program lead with previous experience as a FAST member, a safety and health

1 manager, and other individuals with a mix of skills from fire and aviation
2 management.

3
4 FASTs will be chartered by their respective Geographic Area Coordinating
5 Group (GACG) with a Delegation of Authority, and report back to the GACG.
6 FAST reports will include an executive summary, purpose, objectives,
7 methods/procedures, findings, recommendations, follow-up actions (immediate,
8 long-term, national issues), and a letter delegating authority for the review.
9 FAST reports should be submitted to the GACG with a copy to the Federal Fire
10 and Aviation Safety Team (FFAST) chair within 30 days. See Appendix L for
11 sample FAST Delegation of Authority.

12 **Safety Assistance Team (SAT) Visits**

13 In addition to FAST reviews, SAT visits emphasize engaging individual
14 firefighters, managers, and administrators to grasp potential issues, with a focus
15 on firefighting safety fundamentals. SAT visits are not inspections. SATs are
16 often ordered when activity within an area escalates rapidly, or when a high
17 level of activity has been occurring for a long time. SATs can be single agency
18 or interagency in scope and composition.

19
20
21 The goals of a Safety Assistance Team are to:

- 22 • Assist fire managers and IMTs with site visits with firefighters, fire
23 managers, and program leaders.
- 24 • Be service oriented, assisting the local units.
- 25 • Provide early warning of potentially hazardous conditions or situations.

26
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
34 Information on large fire cost reviews can be found in Chapter 11 (Incident
35 Management), and at [http://www.nwccg.gov/general/memos/nwccg-003-
36 2009.html](http://www.nwccg.gov/general/memos/nwccg-003-2009.html)

37 **Individual Fire Reviews**

38
39 Individual fire reviews examine all or part of the operations on an individual
40 fire. The fire may be ongoing or controlled. These reviews may be local,
41 state/regional, or national. These reviews evaluate decisions and strategies,
42 correct deficiencies, identify new or improved procedures, techniques or tactics,
43 determine cost-effectiveness, and compile and develop information to improve
44 local, state/regional, or national fire management programs.

46

1 **Lessons Learned Reviews (LLRs)**

2 The purpose of a LLR is to focus on the near miss events or conditions in order
3 to prevent potential serious incident in the future. In order to continue to learn
4 from our near misses and our successes it is imperative to conduct a LLR in an
5 open, non-punitive manner. LLRs are intended to provide educational
6 opportunities that foster open and honest dialog and assist the wildland fire
7 community in sharing lessons learned information. LLRs provide an outside
8 perspective with appropriate technical experts assisting involved personnel in
9 identifying conditions that led to the unexpected outcome and sharing findings
10 and recommendations.

11

12 A LLR should be tailored to the event being reviewed. The scope of the review
13 should be commensurate with the severity of the incident. A LLR will not be
14 substituted for a Serious Accident Investigation (SAI) or Accident Investigation
15 (AI), should the criteria for either of those be met, but may be used as a
16 supplement to the SAI or AI.

- 17 • *FS- Facilitated Learning Analysis (FLA) may be used for incidents meeting*
18 *the AI criteria.*

19

20 A LLR will be led by a facilitator not involved in the event. A facilitator should
21 be an appropriate fire management expert who possesses skills in interpersonal
22 communications, organization, and be unbiased to the event. Personnel
23 involved in the event will be participants in the review process. Depending
24 upon the complexity of the event, the facilitator may request assistance from
25 technical experts (e.g., fire behavior, fire operations, etc.).

26

27 The LLR facilitator will convene the participants and:

- 28 • Obtain a Delegation of Authority from appropriate agency level. See
29 appendix J for a sample LLR Delegation of Authority;
- 30 • Identify facts of the event (sand tables maybe helpful in the process) and
31 develop a chronological narrative of the event;
- 32 • Identify underlying reasons for success or unintended outcomes;
- 33 • Identify what individuals learned and what they would do differently in the
34 future;
- 35 • Identify any recommendations that would prevent future similar
36 occurrences;
- 37 • 24 and 72 hour reports may be produced, but are not required; and
- 38 • Provide a final written report including the above items to the pertinent
39 Agency Administrator(s) within two weeks of event occurrence unless
40 otherwise negotiated. Names of involved personnel should not be included
41 in this report (reference them by position).

42

43 A copy of the final report will be submitted to the respective agency's national
44 fire safety lead who will provide a copy to the Wildland Fire Lessons Learned
45 Center (LLC). E-mail: llcdocsubmit@gmail.com

- 1 • *FS - The Forest Service has combined the Accident Prevention Analysis*
2 *(APA) with the Facilitated Learning Analysis (FLA). A guide for the FLA*
3 *process is available at http://bit.ly/FLA_guide*
4

5 **Rapid Lesson Sharing (RLS)**

6 RLS is a process for field personnel to quickly share lessons with others. RLS
7 can be used to document and share lessons learned as a result of close calls,
8 minor accidents, successes, efficient ways of performing work, adaptations, or
9 anything wildland fire personnel can learn from.

10
11 To submit or view RLS documents, go to:

12 <http://www.wildfirelessons.net/Resources/RapidLessonSharing>
13

14 **Declared Wildfire Reviews**

15 Every prescribed fire resulting in a wildfire declaration will receive an outcome
16 review. Declared wildfire outcome review direction is found in these agency
17 documents:

- 18 • *Interagency Prescribed Fire Planning and Implementation Procedures*
19 *Reference Guide (PMS 484)*
20 ○ *BLM - IM No. FA IM-2014-001*
21 ○ *FWS - Fire Management Handbook, Chapter 17*
22 ○ *NPS - RM-18, Chapter 7 & 17*
23 ○ *FS - FSM 5140*
24

25 Escaped Prescribed Fire Reviews will be submitted to the Wildland Fire Lessons
26 Learned Center (LLC) by the agency fuels program lead. Submissions should
27 be sent to llcdocsubmit@gmail.com.
28

29 **Investigations**

30
31 Investigations are detailed and methodical efforts to collect and interpret facts
32 related to an incident or accident, identify causes (organizational factors, local
33 workplace factors, unsafe acts), and develop control measures to prevent
34 recurrence.
35

36 Distinct types of wildland fire incidents and accidents have specific
37 investigation requirements.
38

39 **Wildland Fire Incident and Accident Types and Definitions**

- 40 • **Serious Wildland Fire Accident**
41 An unplanned event or series of events that resulted in death, injury,
42 occupational illness, or damage to or loss of equipment or property. For
43 wildland fire operations, a serious accident involves any of the following:
44 ○ One or more fatalities;
45 ○ Three or more personnel who are inpatient hospitalized as a direct
46 result of or in support of wildland fire operations;

- 1 ○ Property or equipment damage of \$250,000 or more; and/or
- 2 ○ Consequences that the Designated Agency Safety and Health Official
- 3 (DASHO) judges to warrant Serious Accident Investigation.
- 4 ● **Wildland Fire Accident**
- 5 An unplanned event or series of events that resulted in injury, occupational
- 6 illness, or damage to or loss of equipment or property to a lesser degree than
- 7 defined in “Serious Wildland Fire Accident”.
- 8 ● **Near-miss**
- 9 An unplanned event or series of events that could have resulted in death,
- 10 injury, occupational illness, or damage to or loss of equipment or property
- 11 but did not.
- 12 ● **Entrapment**
- 13 A situation where personnel are unexpectedly caught in a fire behavior-
- 14 related, life-threatening position where planned escape routes or safety
- 15 zones are absent, inadequate, or compromised. Entrapment may or may not
- 16 include deployment of a fire shelter for its intended purpose. Entrapment
- 17 may result in a serious wildland fire accident, a wildland fire accident, or a
- 18 near-miss.
- 19 ● **Burnover**
- 20 An event in which a fire moves through a location or overtakes personnel or
- 21 equipment where there is no opportunity to utilize escape routes and safety
- 22 zones, often resulting in personal injury or equipment damage.
- 23 ● **Fire Shelter Deployment**
- 24 The removing of a fire shelter from its case and using it as protection
- 25 against fire. Fire shelter deployment may or may not be associated with
- 26 entrapment.
- 27 ● **Fire Trespass**
- 28 The occurrence of unauthorized fire on agency-protected lands where the
- 29 source of ignition is tied to some type of human activity.

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1 **Investigation Types and Requirements**

Wildland Fire Event	Investigation Type	Management Level Requiring Notification¹	Management level that determines review type and authorizes review²
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 & Trespass Investigation	Local	Local

2 ¹In the event that a wildland fire entrapment or fatality occurs, immediate
3 notification to NICC is required. A *Wildland Fire Entrapment/Fatality Initial*
4 *Report* (PMS 405-1) should be completed and mailed to NICC electronically or
5 by fax machine within 24 hours. Submit this report even if some data is
6 missing. The PMS 405-1 is located at the NWCG Website and the NICC
7 website.

8 ² Higher level management may exercise their authority to determine the type of
9 review or investigation.

- 10 • **BLM-** *BLM Accidents that involve fire and aviation employees or*
11 *equipment will be investigated according to the requirements stated in this*
12 *chapter. Investigations will occur regardless of land jurisdiction. Facts*
13 *will be collected, causes (organizational factors, local workplace factors,*
14 *unsafe acts) identified, and an accident investigation report produced. The*
15 *report will include recommended corrective actions and control measures.*
16 *Report issuance and follow-up will be through established command*
17 *channels. BLM Agency Administrators may jointly delegate authority to*
18 *investigate accidents in cases of mixed jurisdiction or employee*

- 1 *involvement. Joint delegations must ensure that BLM investigation*
2 *requirements are met. The Facilitated Learning Analysis (FLA) process*
3 *may be used as a supplemental element to required BLM accident*
4 *investigation processes.*
- 5 ● *FS- Forest Service Line Officers are the deciding officials regarding what*
6 *type of accident investigation or analysis method is to be used for accidents*
7 *or near misses occurring under Forest Service jurisdiction. FLAs are a*
8 *type of Lessons Learned Review.*

10 Investigation Processes

12 Processes Common to All Wildland Fire Accident Investigations

- 13 ● **Site Protection** - The site of the incident should be secured immediately
14 and nothing moved or disturbed until the area is photographed and visually
15 reviewed by the investigation team. Exact locations of injured personnel,
16 entrapments, injuries, fatalities, and the condition and location of personal
17 protective equipment, property, and other equipment must be documented.
- 18 ● **Management of Involved Personnel** - Treatment, transport, and follow-up
19 care must be immediately arranged for injured and involved personnel. The
20 Agency Administrator or delegate should develop a roster of involved
21 personnel and supervisors and ensure they are available for interviews by
22 the investigation team. The Agency Administrator should consider
23 relieving involved supervisors from fireline duty until the preliminary
24 investigation has been completed. Attempt to collect initial statements from
25 the involved individuals prior to a Critical Incident Stress Management
26 (CISM) session.
- 27 ● **Delegation of Authority** - A Delegation of Authority shall be issued to the
28 investigation team leader. The Delegation of Authority will outline roles,
29 responsibilities, and expected deliverables. Delegation of Authority
30 templates are available at:
31 http://www.nifc.gov/safety/safety_reptsInvest.html
- 32 ● **Critical Incident Stress Management (CISM)** - CISM is the
33 responsibility of local Agency Administrators, who should have individuals
34 pre-identified for critical incident stress debriefings. Also refer to the
35 *Agency Administrator's Guide to Critical Incident Management (PMS 926)*,
36 available at: <http://www.nwcg.gov/pms/pubs/pms926.doc>. Individuals or
37 teams may be available through Employee Assistance Programs (EAPs) or
38 Geographic Area Coordination Centers (GACCs).

40 Wildland Fire Serious Accident Investigation (SAI) Process

41
42 For interagency serious accident investigations, a multi-agency delegation of
43 authority to conduct the investigation may be issued. The delegation will ensure
44 that the investigation meets the policy requirements of involved agencies.

45

- 1 • **BLM/FWS- The Interagency Serious Accident Investigation Guide**
2 *establishes core direction for BLM, FWS, and interagency serious accident*
3 *investigations (exceptions for aviation accidents are stated in the guide). It*
4 *provides serious accident investigation teams a standardized and*
5 *comprehensive process for conducting serious accident investigations. The*
6 *guide is available at http://www.nifc.gov/safety/safety_reprtsInvest.html.*
7
8 *Serious accident investigation reports will be completed, routed, and*
9 *disseminated according to processes established in the guide. Reports may*
10 *contain information supplemental to the requirements of the guide if it*
11 *augments the BLM's ability to learn and to develop further improvements.*
12
13 *The guide may be used entirely or in part for accidents that do not meet the*
14 *serious accident definition.*
15
16 • **FS –Coordinated Response and Learning Review (CRP/LR)- How the**
17 **USFS will Respond to Serious Accidents**
18 *A Coordinated Response Protocol (CRP) has been developed to coordinate*
19 *the multiple reports and services needed following a serious accident. The*
20 *CRP placed people first and is designed to coordinate internal and external*
21 *investigations in a way that minimizes the exposure of our personnel (as*
22 *much as possible) to a large number of interviews. The CRP also*
23 *coordinates or oversees organizational support to the victims and their*
24 *families to ensure that immediate needs are met and that benefits are*
25 *received in a timely manner. The CRP coordinates or facilitates the*
26 *Learning Review Team, Peer Support/Critical Incident Stress Management,*
27 *Law Enforcement Investigations, Union Representation, and Human*
28 *Resources support.*
29
30 *The Learning Review is a Phased approach that is designed to gather*
31 *information in a way that is respectful and as complete as possible. The*
32 *“Inquiry Phase” is designed to collect individual perceptions and to*
33 *present them in a format that avoids judgment of action. It is of particular*
34 *interest to understand the context in which decisions and actions were*
35 *made. The LR recognizes that the traditional report serves as a starting*
36 *point for learning from the event. While all reports will be available on*
37 *line, a stated goal of the LR is to create a report for leadership so they will*
38 *be able to make informed decisions regarding systemic change and a field*
39 *product, designed to enhance the ability to learn based on scenarios,*
40 *sensemaking and facilitated dialogue.*
41
42 *Forest Service directives and guidelines regarding the investigation of*
43 *serious employee injuries and fatalities establish specific roles for the*
44 *Office of Safety and Occupational Health (OSOH) and Law Enforcement*
45 *and Investigations (LEI) staffs¹. There is a requirement to conduct a claims*
46 *investigation for any fatality or serious injury, and there is inherent value in*

- 1 conducting a Learning Review. To ensure that these potentially disparate
 2 roles are fulfilled, the following interim guidance is provided:
 3 1. The Special Agent in Charge (SAC) and the appropriate
 4 Region/Station/Area Safety Manager will be notified immediately of
 5 incidents meeting the threshold for a Coordinated Response, who will
 6 report them to the Designated Agency Safety and Health Official (DASHO),
 7 the Director of LEI, and the Director of OSOH. This notification will
 8 engage a scalable coordinated response, the Coordinated Response
 9 Protocol (CRP). This protocol is designed as a collaborative effort that
 10 places the wellbeing of our personnel as the top priority.
 11 2. The SAC will assume responsibility for site security, and through
 12 coordination with the Director of LEI, will conduct a preliminary incident
 13 review. The review will be completed as soon as possible, and in most
 14 cases within 72 hours. If there is no indication of criminal wrongdoing, the
 15 event will be turned over to the Response Leader (formerly named the Team
 16 Leader). If at any time during the CRP there is a reasonable indication that
 17 a criminal investigation is warranted, the Response Leader and Directors of
 18 LEI and OSOH will confer with the DASHO regarding how to proceed with
 19 the CRP.
 20 3. The CRP Team may include the members listed in the following
 21 diagram. The role of each team member is fully explained in the CRP
 22 Guide.
 23
 24

Response Team Structure



- 25
 26
 27 4. CRP Team Leaders will coordinate their efforts with the Response
 28 Leader and strive to minimize traumatic impacts of the Learning Review
 29 and claims investigation on all the employees involved.
 30 5. For every Forest Service accident in which the potential for a claim
 31 against the federal government exists, the CRP Team will coordinate the
 32 Learning Review and a claims investigation. OOL will conduct the
 33 Learning Review. LEI will conduct a claims investigation and complete the
 34 required report.
 35 6. In cases involving National Transportation Safety Board (NTSB), the
 36 designated NTSB Investigator in Charge (IIC) will determine party status,
 37 which includes the USFS participation in the investigative process. For
 38 some aviation accidents, the IIC may rely solely on party members to
 39 collect and supply information for the NTSB report without actually being
 40 on the accident scene. The NTSB prohibits law enforcement involvement

1 with their accident investigations and is mandated to refer any suspicion of
2 illegal activity to the FBI for investigation.

3
4 ¹ These roles are delineated in the Law Enforcement Manual at
5 Forest Service Manual (FSM) 5303.11, the Service Wide Claims
6 Management Handbook at Forest Service Handbook (FSH)
7 6509.11h, the Coordinated Response Protocol Guide, and FSH
8 6709.12.

9 10 **Fire Director Responsibilities**

11 The Fire Director(s) or designee(s) of the lead agency, or agency responsible for
12 the land upon which the accident occurred, will:

- 13 ● Ensure the agency safety manager and Designated Agency Safety and
14 Health Official (DASHO) have been notified;
- 15 ● Immediately appoint, authorize (through Delegation of Authority), and
16 deploy an accident investigation team;
- 17 ● Provide resources and procedures adequate to meet the team's needs.
- 18 ● Receive the factual and management evaluation reports and take action to
19 accept or reject recommendations;
- 20 ● Forward investigation findings, recommendations, and corrective action
21 plan to the DASHO (the agency safety office is the "office of record" for
22 reports);
- 23 ● Convene an accident review board/ board of review (if deemed necessary)
24 to evaluate the adequacy of the factual and management reports and suggest
25 corrective actions;
- 26 ● Ensure a corrective action plan is developed, incorporating management
27 initiatives established to address accident causal factors; and
- 28 ● Ensure Serious Accident Investigations remain independent of other
29 investigations.

30 31 **Agency Administrator Responsibilities**

- 32 ● Develop local preparedness plans to guide emergency response.
- 33 ● Identify agencies with jurisdictional responsibilities for the accident.
- 34 ● Provide for and emphasize treatment and care of survivors.
- 35 ● Ensure the Incident Commander secures the accident site.
- 36 ● Conduct an in-briefing to the investigation team.
- 37 ● Facilitate and support the investigation as requested.
- 38 ● Determine need and implement Critical Incident Stress Management
39 (CISM).
- 40 ● Notify home tribe leadership in the case of a Native American fatality.
- 41 ● Prepare and issue the required 24 Hour Preliminary Report unless formally
42 delegated to another individual.

43
44
45

1 **Notification**

2 Agency reporting requirements will be followed. As soon as a serious accident
3 is verified, the following groups or individuals should be notified:

- 4 • Agency Administrator;
- 5 • Public affairs;
- 6 • Agency Law Enforcement;
- 7 • Safety personnel;
- 8 • County sheriff or local law enforcement as appropriate to jurisdiction;
- 9 • National Interagency Coordination Center (NICC) through the local
10 dispatch center and GACC. Provide a *Wildland Fire Entrapment/Fatality*
11 *Initial Report* (PMS 405-1) directly to NICC within 24 hours;
- 12 • Agency headquarters; and
- 13 • OSHA (within 8 hours if the accident resulted in one or more fatalities or if
14 three or more personnel are inpatient hospitalized).

15
16 Notification to the respective agency's fire national safety/risk management lead
17 is required.

18
19 **Designating the Investigation Team Lead**

20 The 1995 Memorandum of Understanding (MOU) between the U.S. Department
21 of the Interior and the U.S. Department of Agriculture states that serious
22 wildland fire-related accidents will be investigated by interagency investigation
23 teams.

24
25 *The Memorandum of Agreement (MOA) between Department of Agriculture*
26 *Forest Service and Department of Interior* augments and provides clarification
27 to the 1995 MOU for investigation type and team lead/deputy team
28 lead/interagency representative designation. The MOA also provides an
29 interagency template for joint delegation of authority. The MOA is available at:
30 http://www.nifc.gov/safety/accident_resources.htm

31
32 Following initial notification of a serious accident, the agency DASHO will
33 designate a Serious Accident Investigation Team Lead(s) and provide that
34 person(s) with a written Delegation of Authority to conduct the investigation
35 and the means to form and deploy an investigation team.

- 36 • **BLM/FWS/NPS-** *The agency DASHOs have delegated this responsibility to*
37 *the respective agency Fire Directors.*
- 38 • **BLM-** *The Fire and Aviation Directorate Safety Program Manager*
39 *mobilizes SAI teams in coordination with the SAI Team Leader.*

40
41 Accidents involving more than one agency will require a collaboratively
42 developed Delegation of Authority that is signed by each of the respective
43 agencies.

44
45

1 **Serious Accident Investigation Team (SAIT) Composition**

2 SAIT members should not be affiliated with the unit that sustained the accident.

3 • **Team Leader (Core Team Member)**

4 A senior agency management official, at the equivalent associate/assistant
5 regional/state/area/division director level. The team leader will direct the
6 investigation and serve as the point of contact to the Designated Agency
7 Safety and Health Official (DASHO).

8 • **Chief Investigator (Core Team Member)**

9 A qualified accident investigation specialist is responsible for the direct
10 management of all investigation activities. The chief investigator reports to
11 the team leader.

12 • **Accident Investigation Advisor/Safety Manager (Core Team Member)**

13 An experienced safety and occupational health specialist or manager who
14 acts as an advisor to the team leader to ensure that the investigation focus
15 remains on safety and health issues. The accident investigation
16 advisor/safety manager also works to ensure strategic management issues
17 are examined. Delegating Officials or their designee may, at their
18 discretion, fill this position with a trained and qualified NWCG Safety
19 Officer, Line (SOFR), Safety Officer, Type 2 (SOF2), or Safety Officer,
20 Type 1 (SOF1).

21 • **Interagency Representative**

22 An interagency representative will be assigned to every fire-related Serious
23 Accident Investigation Team. They will assist as designated by the team
24 leader and will provide outside agency perspective. They will assist as
25 assigned by the Team Leader and will provide a perspective from outside
26 the agency.

27 • **Technical Specialists**

28 Personnel who are qualified and experienced in specialized occupations,
29 activities, skills, and equipment, addressing specific technical issues such as
30 specialized fire equipment, weather, and fire behavior.

31 • **Public Affairs Officer**

32 For investigations with high public visibility and significant news media
33 interest, a public affairs officer (PAO) should be considered a part of the
34 team. The PAO should develop a communications plan for the team, be a
35 designated point of contact for news media, and oversee all aspects of
36 internal and external communications. Ideally, the PAO should be qualified
37 as a Type 1 or Type 2 public information officer and be familiar with SAI
38 team organization and function.

- 39 ○ **BLM** - All media related documents (news releases, talking points,
40 etc.) should be cleared through NIFC Public Affairs prior to external
41 release.

42
43 Core SAIT members are required to take the Interagency Serious Accident
44 Investigation Course 1112-05 prior to serious accident investigation assignment.
45 This training is also required every 5 years for recurrency.

- 46 • **FS/BLM/FWS**- This training is required every 5 years to retain currency.

SAI 24 and 72 Hour Reports

Final 24 and 72 hour reports will be approved by the SAI delegating official, then sent to the agency fire safety/risk management lead for national distribution, which may include posting through the NWCG Safety Alert System.

- **24-Hour Preliminary Report-** This report contains known basic facts about the accident. It will be completed and forwarded by the responsible Agency Administrator to the SAI delegating official. Names of injured personnel will not be included in this report. Personnel may be referenced by position.
- **72-Hour Expanded Report-** This report provides additional factual information, if available. The information may include the number of victims and severity of injuries. The focus should be on information that may have immediate impact on future accident prevention. This report will be completed and forwarded by the SAI team to the SAI delegating official. Names of injured personnel will not be included in this report. Personnel may be referenced by position.

SAI Final Report

Within 45 days of the incident, a final report consisting of a Factual Report (FR) and a Management Evaluation Report (MER) will be produced by the investigation team to document facts, findings, and recommendations and forwarded to the Designated Agency Safety and Health Official (DASHO) through the agency Fire Director(s).

- **Factual Report** This report contains a brief summary or background of the event, and facts based only on examination of technical and procedural issues related to equipment and tactical fire operations. It does not contain opinions, conclusions, or recommendations. Names of injured personnel are not to be included in this report (reference them by position). Post-accident actions should be included in this report (emergency response attribute to survival of a victim, etc).

Factual Reports will be submitted to Wildland Fire Lessons Learned Center (LLC) by the respective agency's fire safety/risk management leads.
E-mail: llcdocs@submit@gmail.com

- **Management Evaluation Report (MER)**

The MER is intended for internal use only and explores management policies, practices, procedures, and personal performance related to the accident. The MER categorizes findings identified in the factual report and provides recommendations to prevent or reduce the risk of similar accidents.

Factual Report and Management Evaluation Report formatting can be found on the NIFC website at: http://www.nifc.gov/safety/accident_resources.htm

1 **Accident Review Board/Board of Review**

2 An Accident Review Board/Board of Review is used by some agencies to
3 evaluate recommendations, and develop a corrective action plan. Refer to the
4 respective agency's Safety and Health policy.

5
6 **Wildland Fire Accident Investigation (AI) Process**

7
8 Accident investigations and reports should be commensurate with the
9 complexity and/or severity of the accident. Investigations and reports may range
10 from large investigation teams producing comprehensive reports to first-level
11 supervisors initiating investigations and reporting injury/property damage in
12 agency reporting systems.

13
14 **Notification**

15 When an accident occurs, agency notification requirements will be followed.
16 Notification requirements universally include:

- 17 • Local dispatch center
- 18 • Unit Fire Management Officer
- 19 • Agency Administrator
- 20 • OSHA (refer to chapter 7 for reporting criteria)

21
22 **Investigation Team Membership**

23 Investigation team membership should be commensurate with the complexity
24 and/or severity of the accident. An investigation team should consist of a team
25 leader and an adequate number of technical specialists and subject matter
26 experts. For complex investigations, team membership may also include a chief
27 investigator, a safety advisor/manager, and additional technical specialists, and a
28 writer/editor. Team members may have dual roles (e.g., chief investigator/safety
29 advisor).

30
31 **Investigation Methodology**

32 Accident Investigations (AI) are detailed and methodical efforts to collect and
33 interpret facts related to an accident and to provide specific recommendations to
34 prevent recurrence. The AI should include the following actions:

- 35 • Visual inspection of involved site, equipment, or material;
- 36 • Detailed analysis of equipment or material, as necessary;
- 37 • Interviews with involved personnel, witnesses, managers, and other
38 pertinent persons;
- 39 • Collection and review of written statements;
- 40 • Review of records, archives, plans, policies, procedures, and other pertinent
41 documents;
- 42 • Consideration of environmental, equipment, material, procedural, and
43 human factors as they related to the incident; and
- 44 • Development of specific findings and related recommendations for the AI
45 report.

1 AI 24- and 72-Hour Reports

2 24- and 72-hour reports should be completed when a formal AI will be
3 conducted. Final 24- and 72-hour reports will be approved by the AI delegating
4 official, then sent to the agency fire safety/risk management lead for national
5 distribution, which may include posting through the NWCG Safety Alert
6 System.

- 7 • **24-Hour Preliminary Report-** This report contains known basic facts about
8 the accident. It will be completed and forwarded by the responsible Agency
9 Administrator to the next higher level (e.g. District Manager forwards to
10 State Director). Names of injured personnel will not be included in this
11 report. Personnel may be referenced by position.
- 12 • **72-Hour Expanded Report-** This report provides additional factual
13 information, if available. The information may include the number of
14 victims and severity of injuries. The focus should be on information that
15 may have immediate impact on future accident prevention. This report will
16 be completed and forwarded by the AI team to the AI delegating official.
17 Names of injured personnel will not be included in this report. Personnel
18 may be referenced by position.

19
20 AI Final Report

21 Within 45 days of the accident, a final report including facts, findings, and
22 recommendations shall be submitted to the senior manager dependent upon the
23 level of investigation (e.g., local Agency Administrator, State/Regional Director,
24 and Agency Fire Director or their designee). If a lower level investigation is
25 conducted, a courtesy copy of the final report shall be sent to the respective
26 agency's national fire safety/risk management lead.

27
28 The Final Report (minus names of employees- they should be referenced by
29 position) will be submitted to Wildland Fire Lessons Learned Center (LLC) by
30 the respective agency's National Fire Safety Leads.

31 E-mail: llcdocsubmit@gmail.com

32
33 Accident Investigation Report Standard Contents

- 34 • **Executive Summary** - A brief narrative of the facts involving the accident
35 including dates, locations, times, name of incident, jurisdiction(s), number
36 of individuals involved, etc. Names of injured personnel or personnel
37 involved in the accident are not to be included in this report (reference them
38 by position).
- 39 • **Narrative** - A detailed chronological narrative of events leading up to and
40 including the accident, as well as rescue and medical actions taken after the
41 accident. This section will contain who, what, and where.
- 42 • **Investigation Process-** A brief narrative of actions taken by the
43 investigation team. This narrative should include investigation team
44 membership, Delegation of Authority information (from who and contents,
45 include a copy as an appendix), investigative actions and timeline (when the
46 team conducted interviews, inspections, site visits, etc.), and if other sources

- 1 were consulted (i.e. professional accident reconstruction experts, equipment
2 manufacturers, etc.). This section should also address if environmental,
3 equipment, material, procedural, and human factors were present, and state
4 how findings/recommendations were developed.
- 5 • **Findings/Recommendations**
 - 6 ○ **Findings** are developed from the factual information. Each finding is a
7 single event or condition. Each finding is an essential step in the
8 accident sequence, but each finding is not necessarily causal or
9 contributing, and each finding may not have an associated
10 recommendation. Findings should only include information necessary
11 to explain the specific event or condition. Findings must be
12 substantiated by the factual data. Findings should not include opinion
13 or speculation.
 - 14 ○ **Discussion** –This provides explanation or information pertinent to a
15 specific finding.
 - 16 ○ **Recommendations** - Recommendations are proposed actions intended
17 to prevent similar accidents. Recommendations should be directly
18 related to findings, should not contain opinion or speculation, and when
19 appropriate, should identify the specific organization responsible for
20 completing the recommended action. Recommendations will be
21 evaluated and may be incorporated into future operational direction
22 through established processes.
 - 23 • **Conclusions and Observations** - Investigation team’s opinions and
24 inferences, and “lessons learned” may be captured in the section. This
25 section is not required.
 - 26 • **Reference Materials**
 - 27 ○ **Maps/Photographs/Illustrations** - Graphic information used to
28 document and visually portray facts.
 - 29 ○ **Appendices** - Reference materials (e.g., fire behavior analysis,
30 equipment maintenance reports, agreements).

31
32 An AI Delegation of Authority template, AI report template and examples of AI
33 reports can be found at the NIFC Safety website:
34 http://www.nifc.gov/safety/safety_reptsInvest.html
35

36 **Fire Cause Determination and Trespass Investigation**

37 **Introduction**

38 Agency policy requires determination of cause, origin, and responsibility for all
39 wildfires. Accurate fire cause determination is a critical first step for a
40 successful fire investigation and for targeting fire prevention efforts. Proper
41 investigative procedures, which occur concurrent with initial attack, more
42 accurately pinpoint fire causes and can preserve valuable evidence that would
43 otherwise be destroyed by suppression activities. Fire trespass refers to the
44 occurrence of unauthorized fire on agency-protected lands where the source of
45 ignition is tied to some type of human activity.
46

1 **Policy**

2 The agency must pursue cost recovery, or document why cost recovery is not
3 required, for all human-caused fires on public lands. The agency will also
4 pursue cost recovery for other lands under fire protection agreement where the
5 agency is not reimbursed for suppression actions, if so stipulated in the
6 agreement.

7
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
13 The determination whether to proceed with trespass action must be made on
14 “incident facts,” not on “cost or ability to pay.” Trespass collection is both a
15 cost recovery and a deterrent to prevent future damage to public land. It is
16 prudent to pursue collection of costs, no matter how small. This determination
17 must be documented and filed in the unit office’s official fire report file.

18
19 The Agency Administrator has the responsibility to bill for the total cost of the
20 fire and authority to accept only full payment. On the recommendation of the
21 State/Regional Director, the Solicitor/Office of General Counsel may
22 compromise claims of the United States, up to the monetary limits (\$100,000)
23 established by law 31 U.S.C. 3711[a], 4 CFR 103-104, and 205 DM 7.1 and 7.2.
24 The Solicitor/Office of General Counsel will refer suspension or termination of
25 the amount, in excess of \$100,000, exclusive of interest, penalties, or
26 administrative charges, to the Department of Justice.

27
28 Unless specified otherwise in an approved protection agreement, the agency that
29 has the land management jurisdiction/administration role is accountable for
30 determining the cause of ignition, responsible party, and for obtaining all
31 billable costs, performing the billing, collection, and distribution of the collected
32 funds. The agency with the fire protection responsibility role must provide the
33 initial determination of cause to the agency with the land management
34 jurisdiction/administration role. The agency providing fire protection shall
35 provide a detailed report of suppression costs that will allow the jurisdictional
36 agency to proceed with trespass procedures in a timely manner.

37
38 Each agency’s role in fire trespass billing and collection must be specifically
39 defined in the relevant Cooperative Fire Protection Agreement. The billing and
40 collection process for federal agencies is:

- 41 • For example, a federal agency fire occurs on another federal agency’s land
42 and is determined to be a trespass fire. BLM provides assistance, and
43 supplies costs of that assistance to the federal agency with jurisdictional
44 responsibility for trespass billing. The responsible federal agency bills and
45 collects trespass, and BLM then bills the federal agency and is reimbursed
46 for its share of the collection.

- 1 • For example, where BLM administered land is protected by a state agency,
2 the billing and collection process is:
- 3 ○ The state bills BLM for their suppression costs. The BLM will pursue
4 trespass action for all costs, suppression, rehabilitation, and damages,
5 and deposits the collection per BLM’s trespass guidance.

6
7 Initiation of fire cause determination must be started with notification of an
8 incident. Initial attack dispatchers are responsible for capturing all pertinent
9 information when the fire is reported and throughout the incident. The initial
10 attack Incident Commander and the initial attack forces are responsible for
11 initiating fire cause determination and documenting observations starting with
12 their travel to the fire. If probable cause indicates human involvement, an
13 individual qualified in fire cause determination (INVF or cooperater equivalent)
14 should be dispatched to the fire.

15 Agency references:

- 16 • *BLM - 9238-1*
- 17 • *FWS - Fire Management Handbook*
- 18 • *NPS - RM-18, Chapter 6 and RM-9*
- 19 • *FS - FSM 5130 and FSM 5300*

20
21 **Related Policy Documents**

22
23 These documents provide specific direction related to incident and accident
24 investigations.

	Safety	Prescribed Fire
DOI	485 DM Chapter 7	
BLM	Manual 1112-2, 1112-1	
FWS	Service Manual 095	
NPS	DO/RM-50B, RM-18 Chapter 3	RM-18, Chapter 7
FS	FSH-6709.11	FSM-5140
	FSM-5100 and FSH-6709.11, FSM 5720 (Aviation), FSM 5130 (Ground Operations), FSM 6730 (Specific policy), FSH 6709.12 Chapter 30 (General guidance), and most recent <i>Accident Investigation Guide</i> , for specific guidance.	
Interagency	Information on accident investigations may be found at: http://www.nifc.gov/safety/accident_resources.htm . For reporting use <i>PMS 405-1, Wildland Fire Fatality and Entrapment Initial Report</i> , on the NWCG website.	

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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 **Organization**

2

3 The wildland fire dispatch and coordination system in the United States has
4 three levels (tiers):

- 5 • National- National Interagency Coordination Center
- 6 • Geographic- Geographic Area Coordination Centers
- 7 • Local- Local Dispatch Centers

8

9 Logistical dispatch operations occur at all three levels, while initial attack
10 dispatch operations occur primarily at the local level. Any geographic area or
11 local dispatch center using a dispatch system outside the three-tier system must
12 justify why a non-standard system is being used and request written
13 authorization from the BLM, FWS, and/or NPS National Office or USFS
14 Regional Office.

15

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

17 The NICC is located at NIFC, in Boise, Idaho. The principal mission of the
18 NICC is the cost-effective and timely coordination of land management agency
19 emergency response for wildland fire at the national level. This is accomplished
20 through planning, situation monitoring, and expediting resource orders between
21 the BIA Areas, BLM States, National Association of State Foresters, FWS
22 Regions, FS Regions, NPS Regions, National Weather Service (NWS) Regions,
23 Federal Emergency Management Agency (FEMA) Regions through the United
24 States Fire Administration (USFA), and other cooperating agencies.

25

26 The NICC coordinates any requests for support from foreign countries, either
27 through Departments of Agriculture and Interior agreements (Canada and
28 Mexico) or arrangements (Australia and New Zealand), or from the Forest
29 Service International Programs' Disaster Assistance Support Program (DASP)
30 through the U.S. Agency for International Development's Office of Foreign
31 Disaster Assistance.

32

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

38

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

40 There are 10 GACCs, each of which serve a specific geographic portion of the
41 United States. Each GACC interacts with the local dispatch centers, as well as
42 with the NICC and neighboring GACCs. Refer to the *National Interagency*
43 *Mobilization Guide* for a complete directory of GACC locations, addresses, and
44 personnel.

45 The principal mission of each GACC is to provide the cost-effective and timely
46 coordination of emergency response for all incidents within the specified

1 geographic area. GACCs are also responsible for determining needs,
2 coordinating priorities, and facilitating the mobilization of resources from their
3 areas to other geographic areas.

5 **Local Dispatch Centers**

6 Local dispatch centers are located throughout the country as dictated by the
7 needs of fire management agencies. Local dispatch centers dispatch multi-
8 agency wildland firefighting resources within a pre-established and identified
9 dispatch zone boundary. The principal mission of a local dispatch center is to
10 provide safe, timely, and cost-effective coordination of emergency response for
11 all incidents within its specified geographic area. This entails the coordination
12 of initial attack responses and the ordering of additional resources when fires
13 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
18 with, numerous agencies, but should only report to one GACC.

20 Some local dispatch centers are also tasked with law enforcement and agency
21 administrative workloads for non-wildfire operations. If this is the case, a
22 commensurate amount of funding and training should be provided by the
23 benefiting activity to accompany the increased workload. If non-wildfire
24 workload is generated by another agency operating in an interagency dispatch
25 center, the agency generating the additional workload should offset this
26 increased workload with additional funding or personnel.

28 **Mobilization Guides**

30 The NICC and each GACC annually publish a Mobilization Guide. The
31 Mobilization Guides identify standard procedures which guide the operations of
32 multi-agency logistical support activity throughout the coordination system.
33 These guides are intended to facilitate interagency dispatch coordination,
34 ensuring timely and cost-effective incident support services are provided. Local
35 and Geographic Area Mobilization Guides supplement the *National Interagency*
36 *Mobilization Guide*.

38 The *National Interagency Mobilization Guide* (NFES 2092) and links to
39 Geographic Area Mobilization Guides are available at <http://www.nifc.gov/nicc/>

41 **Local Mobilization Guide/Dispatch Operating Plan**

42 Local dispatch centers will have a local mobilization guide or dispatch operating
43 plan to supplement the GACC and National Mobilization Guides. The
44 mobilization guide or operating plan will include or provide reference to the
45 minimum elements and procedures to guide the operation of a local dispatch
46 center. See Appendix P (available at

1 http://www.nifc.gov/policies/pol_intgncy_guides.html) for minimum required
2 elements and procedures for inclusion in a local mobilization guide/dispatch
3 operating plan.

4 **Local and Geographic Area Drawdown**

6
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
16 Although drawdown resources are considered unavailable outside the local or
17 geographic area for which they have been identified, they may still be
18 reallocated by the Geographic Area or National MAC to meet higher priority
19 obligations.

21 **Establishing Drawdown Levels**

22 Local drawdown is established by the local unit and/or the local MAC group and
23 implemented by the local dispatch office. The local dispatch office will notify
24 the Geographic Area Coordination Center (GACC) of local drawdown decisions
25 and actions.

26
27 Geographic area drawdown is established by the GMAC and implemented by
28 the GACC. The GACC will notify the local dispatch offices and the National
29 Interagency Coordination Center (NICC) of geographic area drawdown decision
30 and actions.

31 **National Ready Reserve (NRR)**

32
33 NRR is a means by which the NMAC identifies and readies specific categories,
34 types, and quantities of fire suppression resources in order to maintain overall
35 national readiness during periods of actual or predicted national suppression
36 resource scarcity.

37 NRR implementation responsibilities are as follows:

- 38 • NMAC establishes national ready reserve requirements by resource
39 category, type, and quantity.
- 40 • NICC implements NMAC intent by directing individual GACCs to place
41 specific categories, types, and quantities of resources on national ready
42 reserve.
- 43 • GACCs direct local dispatch centers and/or assigned IMTs to specifically
44 identify resources to be placed on national ready reserve.

- 1 • NICC mobilizes national ready reserve assets through normal coordination
2 system channels as necessary.
3
4 National ready reserve resources must meet the following requirements:
5 • May be currently assigned to ongoing incidents;
6 • Must be able to demobe and be enroute to new assignment in less than 2
7 hours;
8 • Resources must have a minimum of 7 days left in 14 day rotation
9 (extensions will not be factored in this calculation);
10 • May be assigned to incidents after being designated ready reserve, in
11 coordination with NICC; and
12 • Designated ready reserve resources may be adjusted on a daily basis.
13
14 NMAC will adjust ready reserve requirements as needed. Furthermore, in order
15 to maintain national surge capability, the NMAC may retain available resources
16 within a geographic area, over and above the established geographic area
17 drawdown level.
18

19 **Dispatch/Coordination Center Administration**

21 **Memorandum of Understanding (MOU)**

22 Each dispatch/coordination center will have a Memorandum of Understanding
23 (MOU) signed by all cooperators. This MOU will be reviewed and updated
24 annually. Dispatch/coordination center MOUs and their associated Annual
25 Operating Plans (AOPs) will be current and will define:

- 26 • The roles and responsibilities of each interagency partner's fiscal and
27 infrastructure support responsibilities;
28 • Administrative oversight/support groups involved with the
29 dispatch/coordination center;
30 • Clear fiscal reimbursement procedures and interagency funding procedures
31 • The dispatch/coordination center's organizational charts;
32 • Communication protocols for local and geographic area cooperating
33 Agencies, including briefings, planned meetings, and conference calls;
34 • Procedures for Incident Management Team mobilization and close-out; and
35 • Supporting documentation, such as any local initial attack or fire and
36 aviation agreements for units serviced by the center.
37

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.
41

42 **Service and Supply Plans**

43 All local dispatch centers shall maintain a Service and Supply Plan that contains
44 current copies of procurement documents related to locally available resources.
45 Service and Supply Plans must be current, complete, organized, and accessible

1 to Initial Attack and Expanded Dispatchers.

2

3 The Service and Supply Plan will contain current copies of competitive and non-
4 competitive Incident Blanket Purchase Agreements (I-BPAs), as well as source
5 lists for incident-only contracts. Resources and their respective
6 contracts/agreements will be entered into ROSS if applicable, and naming
7 conventions will meet national standards.

8

9 For additional required components of a Service and Supply Plan, refer to
10 Appendix P (available at
11 http://www.nifc.gov/policies/pol_intgncy_guides.html).

12

13 **Continuity of Operations Plan (COOP)**

14 All centers will maintain a current Continuation of Operations Plan (COOP)
15 which includes an identified back-up power source, a back-up computer system,
16 a contingency plan for loss of radios (if applicable), a pre-identified alternate
17 location with adequate supplies, and notification procedures for activation.

18

19 **Dispatch/Coordination Center Manager Delegation of Authority**

20

21 All Dispatch/Coordination Center Managers shall have a signed Delegation of
22 Authority providing an adequate level of operational authority from all
23 participating agencies. The Delegation of Authority will include appropriate
24 supervisory authority, and a process for completion of employee performance
25 evaluations.

26

27 The Dispatch/Coordination Center Manager may, where appropriate, complete a
28 Delegation of Authority for staff that identifies roles and responsibilities for
29 Acting Center Manager, Coordinator-on-Duty, Floor Supervisor, and/or Internal
30 Duty Officer.

31

32 **National Interagency Coordination Center (NICC) Functional 33 Responsibilities**

34

35 The NICC has established the Coordinator-On-Duty (NICC COD) position. The
36 NICC COD is responsible for managing the daily operation of the NICC and for
37 resource allocation decisions in alignment with NMAC direction.

38

39 The National Interagency Coordination Center (NICC) is responsible for the
40 following:

- 41 • **Positioning and Movement of Resources**

42 NICC is responsible for, in conjunction with the GACCs, ensuring a
43 coordinated response to wildland fire incidents and/or all-hazard incidents
44 under the National Response Framework or other appropriate authorities.

45 NICC positions resources (personnel, aircraft, supplies, and equipment) to
46 meet existing and anticipated incident, preparedness, severity, wildland, and

- 1 prescribed fire needs regardless of geographic location or agency affiliation.
2 NICC coordinates movement of resources across Geographic Area
3 boundaries. NICC allocates resources according to National Multi-Agency
4 Coordinating Group (NMAC) direction when competition for wildland fire
5 resources occurs among Geographic Areas.
- 6 • **Management of National Aviation Resources**
7 As directed or delegated by NMAC, NICC allocates national resource
8 aviation assets to the Geographic Areas based upon national priorities.
9 These national resources include:
 - 10 ○ Very Large Airtankers (VLATs);
 - 11 ○ Type 1 and Type 2 Airtankers;
 - 12 ○ Modular Airborne Fire Fighting System (MAFFS) Airtankers;
 - 13 ○ Type 1 and Type 2 helicopters;
 - 14 ○ Infra-red aircraft;
 - 15 ○ Lead planes and aerial supervision modules; and
 - 16 ○ Smokejumper aircraft.
 - 17
18 NICC has established authorities and procedures for dispatching aviation
19 resources. These authorities and procedures include:
 - 20 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
 - 21 ○ tracking of all aircraft ordered through NICC that cross Geographic
22 Area boundaries;
 - 23 ○ mechanisms for disseminating availability and commitment status
24 throughout the dispatch/coordination system; and
 - 25 ○ Procedures for mobilization and use of large transport aircraft (NICC is
26 the sole source for large transport aircraft).
 - 27 • **Management of National Support Resources**
28 NICC mobilizes national support resources such as National Interagency
29 Radio Support Cache radio systems and kits, Incident Remote Automatic
30 Weather Stations, Project Remote Automatic Weather Stations, National
31 Contract Mobile Food Services, and National Contract Mobile Shower
32 Facilities. Refer to the National Interagency Mobilization Guide for more
33 information.
 - 34 • **Allocation of Other National Resources**
35 As directed or delegated by the National Multi-Agency Coordinating Group
36 (NMAC), NICC mobilizes national program resources such as National
37 Interagency Buying Teams, Administrative Payment Teams, Burned Area
38 Emergency Response Teams, and National Fire Prevention and Education
39 Teams to the Geographic Areas based upon national priorities. Refer to the
40 *National Interagency Mobilization Guide* for more information.
 - 41 • **Predictive Services and Intelligence**
42 Predictive Services is responsible for providing weather, fuels, and
43 intelligence products that support the decision-making process at the local,
44 state/regional, geographic, and national levels. NICC Predictive Services
45 produces and disseminates (among other products) a monthly/seasonal
46 outlook that covers the next one to four month period.

1 NICC ensures that procedures are in place for gathering, accessing and
2 disseminating information, and maintains a current Standard Operating
3 Procedure that outlines duties and procedures of the Predictive Services
4 program. NICC is also responsible for maintaining a Predictive Services
5 and Intelligence website to meet these mission requirements.

6
7 NICC Predictive Services has identified and maintains open lines of
8 communication with interagency partners. NICC Predictive Services
9 ensures that contacts and roles are maintained and understood for the
10 National Weather Service (NWS), NIFC, NICC, and GACCS. Predictive
11 Services staff participate in planned briefings, meetings and conference
12 calls, monthly/seasonal assessments, etc.

13
14 NICC Predictive Services, in coordination with the NWS, has an Annual
15 Operating Plan (AOP) that outlines products and services provided by each
16 office. NICC Predictive Services ensures that provisions within the AOP
17 that affect local dispatch centers are coordinated with and communicated to
18 those centers.

19 • **International and Department of Defense Assistance**

20 NICC serves as the focal point for international assistance requested from
21 NMAC either under existing agreements or by the US Department of State.
22 NICC also serves as the focal point for any requests for assistance from the
23 Department of Defense.

24 For more information, see the *National Interagency Mobilization Guide*,
25 Chapter 40 at <http://www.nifc.gov/nicc/>

26
27 **Geographic Area Coordination Center (GACC) Functional Responsibilities**

28
29 The GACCs have established the Coordinator-On-Duty (COD) position. The
30 COD is responsible for managing the daily operation of the GACC and for
31 resource allocation decisions in alignment with NMAC direction.

32
33 Geographic Area Coordination Centers (GACCs) are responsible for the
34 following:

35 • **Positioning and Movement of Resources**

36 GACCs are responsible for, in conjunction with NICC and local dispatch
37 centers, ensuring a coordinated response to wildland fire incidents and/or
38 all-hazard incidents under the National Response Framework or other
39 appropriate authorities. GACCs mobilize and position resources
40 (personnel, aircraft, supplies, and equipment) internally among local
41 dispatch centers to meet existing and anticipated incident, preparedness,
42 severity, wildland, and prescribed fire needs, regardless of geographic
43 location or agency affiliation. GACCs coordinate movement of resources
44 within Geographic Area boundaries and allocate resources according to
45 Geographic Area Multi-Agency Coordinating Group (GMAC) direction
46 when competition for wildland fire resources occurs within the Geographic

- 1 Area. GACCs will ensure adequate fire suppression capability for local
2 and/or Geographic Area managers, and enable sound planning and
3 preparedness at all management levels.
4
- 5 Geographic Areas will establish priorities for their incidents and wildland
6 fires and report them to NICC. GACCs will notify NICC and adjoining
7 GACCs of the commitment of National Resources within their Area, and
8 will notify the local dispatch offices and the NICC of Geographic Area
9 drawdown decision and actions.
10
- 11 Activities associated with the National Response Framework will be
12 accomplished utilizing established dispatch coordination procedures. The
13 affected GACC will coordinate ordering points with Regional Response
14 Coordination Centers (RRCC) and Joint Field Offices (JFO).
- 15 • **Management of Aviation Resources**
16 GACCs have established authorities and procedures for dispatching aviation
17 resources. These procedures include:
- 18 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
 - 19 ○ Procedures for tracking of all aircraft within Geographic Area
20 boundaries;
 - 21 ○ Mechanisms for disseminating availability and commitment status
22 throughout the dispatch/coordination system;
 - 23 ○ Ordering and operational procedures between the GACC, dispatch
24 center(s) and airtanker base(s);
 - 25 ○ Procedures for flight following (including protocols for use of
26 Automated Flight Following (AFF) and initial call on the National
27 Flight Following Frequency);
 - 28 ○ Procedures for ordering and establishing TFR's and operating
29 guidelines for airspace deconfliction for Military Air Space (MTR,
30 SUA, MOA) and Restricted Areas. GACCs will participate in planned
31 airspace meetings annually;
 - 32 ○ Procedures for ordering and utilization of FAA temporary towers; and
 - 33 ○ Procedures for reporting through the SAFECOM system.
- 34 • **Predictive Services and Intelligence**
35 GACC Predictive Services is responsible for providing weather, fuels and
36 intelligence products that support the decision-making process at the local,
37 state, geographic and national levels. GACCs provide timely
38 communications on information and decisions that affect the interagency
39 dispatch community.
40
- 41 GACCs ensure that procedures are in place for gathering, accessing and
42 disseminating information, and maintain a current Standard Operating
43 Procedure that outlines duties and procedures of the Predictive Services
44 program. GACCs are also responsible for maintaining a Predictive Services
45 and Intelligence website to meet these mission requirements.
46

1 Each GACC prepares an intelligence report that consolidates fire and
2 resource status information received from each of the local dispatch centers
3 in its area. This report is sent to NICC and to the local dispatch centers,
4 caches, and agency managers in the geographic area.

5
6 GACC Predictive Services maintains open lines of communication with
7 interagency partners and ensures that contacts and roles are maintained and
8 understood for the National Weather Service (NWS), NIFC, NICC, and
9 adjacent GACCs. Predictive Services staff participate in planned briefings,
10 meetings and conference calls, monthly/seasonal assessments, etc.

11
12 GACC Predictive Services, in coordination with the NWS, has an Annual
13 Operating Plan (AOP) that outlines products and services provided by each
14 office. GACC Predictive Services ensures that provisions within the AOP
15 that affect local dispatch centers are coordinated with and communicated to
16 those centers.

17 **Local Dispatch Center Functional Responsibilities**

18
19
20 Local Dispatch centers are responsible for initial attack dispatching,
21 coordination of communications, intelligence gathering and dissemination, and
22 logistical support for local incidents and field operations.

23 • **Initial Attack Dispatching**

24 Local dispatch centers are the focal point for the report of, and initial
25 response to wildland fires, and under appropriate authorities, other
26 emergency incidents at the local level. Deployment of response resources is
27 made in accordance with local processes and procedures as outlined in the
28 dispatch center's mobilization guide.

29
30 Each dispatch office with the responsibility for initial response to wildland
31 fires shall have a pre-planned response plan that allocates resources to new
32 wildland fires in accordance with fire management direction, initial attack
33 agreements, and established ordering procedures. The preplanned response
34 plan will be reviewed and updated annually prior to fire season.
35 Additionally, each center will have a method to document actions taken and
36 resources sent to wildland fires. Centers may use either a manual or
37 computer aided dispatch system.

38
39 Each dispatch center shall have maps posted that depict initial attack
40 response areas, land ownership, jurisdictional and protection boundaries,
41 hazards, and resource concerns. Each center will also ensure that Computer
42 Aided Dispatch (CAD) and Geographic Information System (GIS) products
43 are current and functioning.

44

- 1 Dispatch centers will have protocols in place for frequency management,
2 priority use of frequencies, and procedures for obtaining additional
3 frequencies.
- 4 Local Dispatch centers will have protocols in place for timely request and
5 dissemination of Fire Weather Forecasts, Spot Weather Forecasts, Fire
6 Weather Watches, and Red Flag Warnings to firefighters, Incident
7 Commanders, and field-going personnel.
- 8
- 9 All required reference material will be current and accessible, and expired
10 or out-of-date material will be removed.
- 11 • **Intelligence**
- 12 The intelligence function is responsible for gathering and disseminating
13 incident, resource, weather and predictive services information. Each
14 dispatch center will ensure that locations and conditions of the fire weather
15 stations are known and a current weather station catalog is available.
16 Weather data will be archived daily in WIMS and seasonal inputs will be
17 maintained, including vegetative state, fuel moisture values, daily state of
18 the weather observations, and updating breakpoints.
- 19 ○ *FS- Dispatch centers are required to have a person trained in the*
20 *National Fire Danger Rating System (NFDRS) assigned to data quality*
21 *assurance responsibilities.*
- 22
- 23 Dispatch centers will ensure that coordination/communication with the local
24 NWS Forecast Office occurs annually prior to fire season.
- 25
- 26 Local dispatch centers will have a process in place for submission of the
27 daily situation report and ICS-209's.
- 28
- 29 Dispatch Centers with websites will ensure current intelligence and weather
30 information is posted.
- 31 • **Expanded Dispatch and Incident Business Management**
- 32 Expanded Dispatch is a functional branch of the Incident Support
33 Organization (ISO) that supports incidents and expands as local fire
34 conditions and activity dictates. Expanded Dispatch is established when a
35 high volume of activity indicates that increased dispatch and coordination
36 capability is required.
- 37
- 38 Each dispatch center will have an Expanded Dispatch Operating Plan which
39 provides specific details about when, where, and how to implement an
40 Expanded Dispatch. The plan will identify logistical support facilities
41 available for Expanded Dispatch use. These facilities will be pre-identified,
42 procured, and available for immediate setup, along with necessary
43 equipment.
- 44
- 45 The Expanded Dispatch workspace will be separate from, but accessible to,
46 the initial attack organization. The area should have adequate office space,

- 1 including suitable lighting, heating/ cooling systems, and security.
2 Expanded Dispatchers will have access to communications equipment
3 including telephones, fax machines, copiers, and computer hardware with
4 adequate data storage space.
5
6 Qualified personnel should be on site in order to adequately staff required
7 Expanded Dispatch functions. Expanded Dispatch supervisors are
8 responsible for establishing a staffing and operating schedule for Expanded
9 Dispatch, including operational period changes, briefings, and strategy
10 meetings.
- 11 ● **Aviation**
12 Each dispatch center will have procedures established for dispatching of
13 aviation resources. These procedures will include:
 - 14 ○ Aircraft ordering protocols for fire, logistical and administrative flights;
 - 15 ○ Procedures for disseminating availability and commitment status
16 throughout the dispatch/coordination system;
 - 17 ○ Procedures for coordination with airtanker bases;
 - 18 ○ Procedures for airtanker, smokejumper and rappeller use and
19 restrictions;
 - 20 ○ Procedures for flight following (including protocols for use of
21 Automated Flight Following (AFF) and initial call on the National
22 Flight Following Frequency);
 - 23 ○ Procedures for ordering and establishing TFR's;
 - 24 ○ Procedures for airspace de-confliction for Military Air Space (MTR,
25 SUA, MOA) and Restricted Areas, and current Aviation flight hazard
26 maps or military operating area sectionals;
 - 27 ○ Procedures for requesting FAA Temporary Towers; and
 - 28 ○ Procedures for reporting through the SAFECOM system.

30 **Accident Notification**

31
32 When an accident occurs, agency notification requirements will be followed. As
33 soon as the accident is verified, the following should be notified:

- 34 ● Local dispatch center;
- 35 ● Unit Fire Management Officer; and
- 36 ● Agency Administrator(s).

37
38 Additional notifications should occur in the dispatch/coordination system, from
39 the local dispatch center to the NICC through the GACC.

41 **Incident Emergency Management Planning**

42
43 To achieve successful medical response, Agency Administrators will ensure that
44 their units have completed the following items prior to each field season:

- 45 ● A Medical Emergency Plan that identifies medical evacuation options,
46 local/county/state/federal resource capabilities, capacities, ordering

- 1 procedures, cooperative agreements, role of dispatch centers, and key
2 contacts or liaisons;
- 3 • Standardized incident and communication center protocols identified in the
4 Medical Incident Report section of the IRPG.
 - 5 • For incidents that require the preparation of an IAP, Form ICS-206-WF will
6 be used. This form is available at:
7 <http://www.nwcg.gov/pms/forms/ics.htm>
8
- 9 For more information, refer to Chapter 7, and NWCG M-14-01 at
10 <http://www.nwcg.gov/general/memos/m-14-01.html>
11

12 **Dispatch/Coordination Center Reference Material**

13
14 All coordination/dispatch centers will have reference materials available to all
15 dispatchers. See Appendix P (available at
16 http://www.nifc.gov/policies/pol_intgncy_guides.html) for a list of minimum
17 required reference materials.
18

19 **Training**

20
21 Dispatch/Coordination center staff will be trained in, and follow established
22 procedures for, the use of applications utilized in center operations.-
23

24 Personnel will be cross trained in each function (i.e., aircraft, crews, overhead,
25 equipment, intelligence) in order to provide staffing coverage. Dispatch
26 personnel will be trained in and follow Center procedures for the following (as
27 applicable):

- 28 • Resource Ordering and Status System (ROSS);
- 29 • Computer Aided Dispatch (CAD);
- 30 • Fire Code;
- 31 • Automated Flight Following (AFF);
- 32 • Unit Identifiers;
- 33 • SIT Report/209; and
- 34 • Other applications (i.e. WFDSS, I-Suite).
35

36 All dispatch center employees will have a documentation file for current season
37 training, past season fire training, certifications and experience, fire experience,
38 performance evaluations, and have task books initiated appropriate to their
39 training needs. All supervisors will be familiar with safety and accident
40 reporting processes (i.e. Safety Management Information System (SMIS),
41 SAFENET, SAFECOM).
42 .

43 All employees will have current red cards produced by the Incident
44 Qualification and Certification System (IQCS) as per chapter 13.

- 1 • **BLM-** *BLM employees are required to complete the BLM Fire and Aviation*
2 *Employee Orientation Checklist, available at the BLM Fire Operations*
3 *website.*
4

5 **Facilities and Equipment**

6

7 All Dispatch/Coordination Centers will have a telephone system with an
8 adequate number of lines for normal business volume, and the capability to
9 expand as conditions dictate. Centers will have teleconference capabilities
10 commensurate with the anticipated volume of business.

11
12 Copying, facsimile, computer, and GIS systems shall meet operational needs
13 (quantity and capability) and comply with agency standards. Software will be
14 compatible with Information Resource Management and agency requirements
15 for security.

16
17 All facilities shall have an evacuation plan, security plan, and safety practices in
18 place to safe guard the health and welfare of employees.

19
20 Adequate facilities will be available to host an expanded dispatch or MAC group
21 and shall include telephones, computer access, copiers, and basic office supplies.
22 Rooms for MAC Group use will have adequate IT equipment and support.
23 All centers will have adequate workspace with room for reference materials and
24 other necessary items to perform assigned duties. Individual workspace should
25 be provided away from the initial attack floor for each permanent employee, and
26 a break room area should be provided for employees.

27
28 Employees will have access to a locked area to store data that may contain
29 personally identifiable information (PII) or personal items.

30 31 **Radio Systems**

32 Radio systems will have an adequate number of frequencies to provide for
33 separation of incidents and use by all interagency partners. Base station and
34 repeater transmissions shall be recorded and maintained in accordance with
35 agency records management policies. Radio systems may have alert tones
36 available for use as determined by local center policies.

**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.

Manager's Supplement for Post Incident Review

Incident Commander _____
Incident Name and No. _____
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 2015

APPENDIX B-1

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

Air Operations
Effectiveness
Hazards
Air Space Restrictions
Airports, Heliports, Helispots
Suppression Policies
Other
Environmental, Social, Political, Economic, and Cultural Resource Considerations
Environmental
Social
Political
Economic
Cultural Resource
Communications
Radio
Telephone
Electronic (Computers)
Expanded Dispatch
Procurement Arrangements
Agreements
Tribal Government
Infrared Status

Security Considerations
Incident Management Direction and Considerations
Wildfire Decision Support System
Delegation of Authority
Agency Administrator’s Representative
Incident Business Advisor
Resource Advisor
Suppression Priorities
Forest Supervisor/Incident Commander Contact
Time
Process
News Media and Incident Information Management
Training Considerations
Interagency/Private Property Considerations (costs, etc.)
Mop Up Standards
Rehabilitation Considerations
Initial Attack Responsibility
Support to Other Incidents
Disposition of Unit Resources on the Incident
Close Out and Debriefing

Human Welfare
Safety
Health
Civil Rights
Distribute Support Documents
Wildfire Decision Support System (Common WFDSS if Unified Command)
Delegation of Authority Letter
Map & Photos
Fire Management, Pre-Attack, Land Management Plans
Weather Forecast
Special Management Area Documents
Phone Directory, Fax Number
Agreements
Incident Status Summary (ICS - 209)
Business Management Documents
Payments (Vendors and Casuals)
Claims
Injury Compensation
Incident Business Guidelines (ISOPS)

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 categories.	Majority of items rated as "Very Low"; a few items may be rated in other
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 categories.	Majority of items rated as "Moderate", with a few items rated in other
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: <http://www.nwcg.gov/pms/pubs/pms210/>

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:

<http://www.nwccg.gov/pms/pubs/pms210/>

**Sample Delegation of Authority:
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.
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)

Local Incident Commander Briefing

The Incident Briefing, ICS-201 form provides the basis for the local incident commander to brief the incoming team.

Briefing Information

Forms Available or Attached:		Other Attachments:
<input type="checkbox"/> ICS 201	<input type="checkbox"/> ICS 215	<input type="checkbox"/> Map of Fire
<input type="checkbox"/> ICS 207	<input type="checkbox"/> ICS 220	<input type="checkbox"/> Aerial Photos
<input type="checkbox"/> ICS 209		<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:

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 (WFDSS) the Delegation of Authority, and the Agency Administrator Briefing?</p>						
Circle one	0	1	2	3	4	5
(Explain)						
<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 ie; invoices, OWCP and vendor issues?</p>						
Circle one	0	1	2	3	4	5
(Explain)						

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 Incident Management Team 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:	

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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 an 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:

Thank you for your time and assistance.

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2

Interim NWCG Minimum Standards of Incident Emergency Medical Services

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		
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 & Crew First Aid Kits	Pocket, Vehicle & Crew First Aid Kits	Pocket, Vehicle & 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
Oxygen	No	No	TBD	Yes
OTC Meds	No	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		

3 **NOTE:** Regional differences/protocols exist: e.g., Northern Rockies (Incident
4 Medical Specialist Program), Pacific Northwest (Incident Medical Specialist Program)
5 and Alaska (Firemedic Program) that are different from these guidelines and may require
6 a higher level of EMS service.

Delegation of Authority
_____ Geographic Area
Fire & 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

Release Date: January 2015

APPENDIX L-1

- Follow-up Actions Needed
- Immediate
- Long-term
- Scope [local, area, national]
- Copy of the DoA

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 DoA

The _____ Multi-Agency Coordination Group hereby charters and delegates the preceding authority to _____, FAST Leader, effective on _____.

/s/

Chair, _____ Coordinating Group

Date: _____

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	
			3, 4, & 5	6
Fire Tools & 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, 10-person	1143	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		*	*	

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		*	*
Vehicle & Pump Support	General Tool Kit (5180-00-177-7033/GSA)		1	1
	Oil, automotive, quart		4	2
	Oil, penetrating, can		1	1
	Oil, automatic transmission, quart		1	1
	Brake Fluid, pint		1	1
	Filter, gas		1	1
	Fan Belts		1	1
	Spark Plugs		1	1
	Hose, air compressor w/adapters		1	0
	Fuses (set)		1	1
	Tire Pressure Gauge		1	1
	Jumper Cables		1	1
	Battery Terminal Cleaner		*	*
	Tape, electrical, plastic	0619	1	1
Tape, Teflon		1	1	
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Head Lamp	0713	1	1
	Hard Hat	0109	1	1
	Goggles	1024	2	2
	Gloves		*	*
	First Aid Kit, individual	0067	1	1
	Fire Shirt		*	*
	Fire Shelter w/case & liner	0169	2	1
	Packsack	0744	2	1
	Batteries, headlamp (pkg)	0030	6	4
	Ear Plugs (pair)	1027	3	3
Radio	Portable		1	1
	Mobile		1	1
	Batteries (for portable radio)		2	2
Hose	Booster (feet/reel)	1220	100	100
	Suction (length, 8' or 10')		2	2
	1" NPSH (feet)	0966	300	300
	1 1/2" NH (feet)	0967	300	300
	3/4" NH, garden (feet)	1016	300	300
	1 1/2" NH, engine protection (feet)		20	20
	1 1/2" NH, refill (feet)		15	15

Nozzle	Forester, 1" NPSH	0024	3	2
	Adjustable, 1" NPSH	0138	4	2
	Adjustable, 1 1/2" NH	0137	5	3
	Adjustable, 3/4" NH	0136	4	2
	Foam, 3/4" NH	0627	1	1
	Foam 1 1/2" 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
	1 1/2" NH, Two-Way, Gated	0231	4	2
	3/4" 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
	1 1/2" NPSH-F to 1 1/2" NH-M	0007	1	1
	1 1/2" NH-F to 1 1/2" NPSH-M	0006	*	*
Increaser	3/4" NH-F to 1" NPSH-M	2235	1	1
	1" NPSH-F to 1 1/2" NH-M	0416	2	1
Coupling	1" NPSH, Double Female	0710	1	1
	1" NPSH, Double Male	0916	1	1
	1 1/2" NH, Double Female	0857	2	2
	1 1/2" NH, Double Male	0856	1	1
Reducer/ Adapter	1" NPSH-F to 3/4" NH-M	0733	3	3
	1 1/2" NH-F to 1 NPSH-M	0010	6	4
	2" NPSH-F to 1 1/2" NH-M	0417	*	*
	2 1/2" NPSH-F to 1 1/2" NH-M	2229	*	*
Reducer	1 1/2" NH-F to 1" NH-M	0009	1	1
	2 1/2" NH-F to 1 1/2" NH-M	2230	1	1
Tee	1" NPSH-F x 1" NPSH-M x 1" NPSH-M, w/cap	2240	2	2
	1 1/2" NH-F x 1 1/2" NH-M x 1" NPSH-M w/cap	0731	2	2
	1 1/2" NH-F x 1 1/2" NH-M x 1" NPSH-M w/valve	0230	2	2
Valve	1 1/2" NH-F, Automatic Check and Bleeder	0228	1	1
	3/4" NH, Shut Off	0738	5	5
	1" Shut Off	1201	1	1
	1 1/2" 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 1 1/2" hose size	0234	4	1
	Spanner, 11", 1 1/2" to 2 1/2" 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				
NPS – Additional or differing items recommended by NPS				
Fire Tools & 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 & Pump Support	Oil, automotive, quart		2	1
	Power steering Fluid		1	1
	Antifreeze (seasonal)		*	*
	Filter, air for engine and pump		*	*
	Filter, oil w/ wrench		*	*
Personal Gear (Extra Supply)	File, mill, bastard	0060	*	*
	Fire Shelter w/case & liner	0925/0975	1	1
	Packsack	0744	2	1
Radio	Batteries (for portable radio)		2	2
Hose	2 1/2" Refill Hose, Water tender		*	*
Nozzle	Adjustable, 1 1/2" NH	0137	3	3
Wyes	3/4" 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
	1 ½" 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	1 ½" NH-F, Automatic Check and Bleeder	0228	1	*
	¾" NH, Shut Off	0738	4	2
Wrench	Pipe, 20"		1	*
Engine	Accident Forms (Vehicle & Personnel)		1	1
	Compass		1	1
<p>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.</p> <p>* No minimums – carried by engines as an option, within weight limitations</p>				

Wildland Fire Decision Support System Information

WFDSS Subsections

NOTE: significant updates to the WFDSS format and interface will occur in the spring of 2015. Refer to the WFDSS homepage (<http://wfdss.usgs.gov>) for current information.

The Wildland Fire Decision Support System is divided into 7 subsections represented by tabs within the program. These sections are: Information, Situation, Objectives, Courses of Action, Decisions, Periodic Assessment, and Reports.

Information

Basic information for an incident is found in this section, which includes: Incident Name, Point of Origin, Unique Fire Identifier, Fire Code, Fire Perimeter / Incident Size, Discovery Date, Containment Date, Controlled Date, Out Date, Landscape Data Source, Geographic Area, Responsible Unit at Point of Origin, Incident Cause, and Jurisdictional Agency at Point of Origin. Updating this information is essential for ongoing incidents (especially acreages and dates) as this information is automatically populated into the WFDSS Decision content. WFDSS is connected with the Integrated Reporting of Wildland fire Information (IRWIN) and transfers information to and from other fire applications through IRWIN. See the IRWIN website (<http://www.doi.gov/pmb/owf/irwin.cfm>) for current information regarding shared information and order of precedence of the system for editing data. It is also important that the incident Owner(s) are available when the incident is updated or transferred. Incident ownership may be associated with an individual or group, depending on fire complexity, jurisdictions involved, and other considerations.

Situation

The Situation section provides a map interface displaying a variety of incident and reference information. It reduces the need for paper maps by giving users a dynamic and intuitive interface in which information needed for decision support is timely and easily accessible from anywhere with an internet connection. This section allows users to create new shape files, view values and boundaries, and conduct Basic and Short-Term fire analysis.

Map (sub tab) – has several spatial layers available:

- Base Layers- USGS Topo Imagery, USGS Imagery, USGS Topos, WFDSS Topos, Google Maps, Google Physical, U.S. States;
- Incident- Planning Areas, Fire Perimeters, Management Action Points, Points of Interest, Objective Shapes, Point of Origin;
- Analysis- Ignitions, Barriers, Landscape Masks, Basic Fire Behavior, Short Term Fire Behavior, Near Term Fire Behavior, FSPro (Values at Risk);

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- 1 • Fire Environment and Safety- Active MODIS 6, Active MODIS 12, Active
2 MODIS 24, MODIS YTD, Est Ground Evac Time, Retardant Avoidance,
3 Aquatic Res Avoidance, Incidents, Active Planning Area;
- 4 • Disturbance History- WFDSS Fires Since January 1 of Current Year,
5 Historical Wildfires, Fuel Treatments;
- 6 • Fire Weather and Danger- Significant Fire Potential, Fire Wx Zones,
7 RAWs Stations
- 8 • Boundaries- Jurisdictional Agencies, Responsible Agencies, Federal Admin
9 Areas, TNC Lands, Counties, Landscape Source;
- 10 • Designated Areas- Wilderness, Potential Wilderness, Special, Other, BLM;
- 11 • Infrastructure- Facilities, Communication, Energy, Roads and Trails;
- 12 • Natural and Cultural Resources- Air Quality, Critical Habitat (T&E), Sage
13 Grouse Habitat;
- 14 • Unit Fire Planning- Unit Outlines, FMUs, and Other Unit Shapes for each
15 agency unit shown on the map. Data managers can upload shape files that
16 contain information about local values.

17
18 Map Capture (sub tab) – using the camera button at the top of the map users can
19 create (save) a screen capture of the map that can be later incorporated into a
20 Decision.

21
22 Info (sub tab) – the user can access: Feature Information, Fire Danger (ERC
23 charts), Smoke Dispersion, Strategic Objectives, Fire Weather Forecasts,
24 Predictive Services Significant Fire Potential, and Hourly Weather Forecast.
25 Additionally users can access basic information about the underlying landscape
26 file: Source, Elevation, Aspect, Slope, Fuel Model, Canopy Cover, Bulk
27 Density, Stand Height, Base Height.

28

29 Objectives

30 Strategic Objectives and Management Requirements as entered from approved
31 plans (Land & Resource Management Plans, Fire Management Plans) can be
32 viewed and Incident Requirements and Objectives can be developed. Based on
33 the Planning Area, Strategic Objectives and Management Requirements are
34 automatically loaded to the Decision content. Spatial Fire Planning (SFP) is an
35 optional planning process available in WFDSS that can spatially describe an
36 administrative unit's Strategic Objectives and Management Requirements. For
37 more information about WFDSS Spatial Fire Planning, refer to the WFDSS
38 homepage: <http://wfdss.usgs.gov>.

39

40 Incident Requirements and Incident Objectives are created for each individual
41 incident. They should state in clear text the objectives and requirements specific
42 to each incident. Objectives should address the values which might be
43 threatened. Requirements should state the limitations which the Agency
44 Administrator imposes on fire managers associated with achieving the incident
45 objectives. They must be in alignment with the overarching Strategic Objectives

1 and Management Requirements. Users can control the activation or deactivation
2 status of Incident Objectives and Incident Requirement based on fire location
3 and activity.

4

5 **Courses of Action**

6 Documentation for action items and associated cost is completed in this section.
7 The Course of Action(s) should describe the general strategy the Agency
8 Administrator wants used for achieving the incident objectives while adhering to
9 the incident requirements. Where possible list the values/resources of concern
10 or benefits to ensure its clear why specific strategies are desired. Users can edit,
11 include, or exclude action items each time a decision is made. Several methods
12 for determining cost can be found here; follow your agency direction and
13 include a summary of how the cost was constructed.

14

15 Cost can be developed using the Stratified Cost Index (SCI) located in the left
16 hand menu. The SCI is available for USFS and DOI. The correct model is
17 automatically chosen by the Unit ID in the Unique Fire Identifier. The model
18 requires input for the estimated final acreage of the incident. Users can input up
19 to four different estimated acreages.

20

21 Management Action Points (MAPs) (left menu) may be developed to define a
22 condition which when met, prompts implementation of a pre-determined action.
23 The Condition, Action, and optional Cost can be defined and linked to
24 geospatial MAPs drawn in the Situation tab.

25

26 **Decisions**

27 In this section, users create, view, edit, and download published decisions. It is
28 important that Owners, Editors, and Reviewers become familiar with their role
29 and understand how to manipulate the incident content into the Decision
30 Content. Additionally, knowing and understanding how and where to save
31 information as agreed upon by the incident Owner(s) are essential. From this
32 tab, an Owner(s) starts the review and approval process. Incident decisions can
33 be edited by incident Owners or by those users who have been granted access
34 through incident privileges. Users will access the decision editor by checking
35 the radio button next to the pending decision, then clicking EDIT. Once editing
36 is completed, users click the Check-In button to allow access by others.

37

38 The WFDSS Decision content is outlined into several sections: Assessment
39 (Information, Weather, Values, Situation), Objectives (includes all FMUs,
40 Strategic Objectives and Management Requirements included in the Planning
41 Area as well as all included Incident Objectives and Incident Requirements),
42 Course of Action (includes MAPs), and Rationale. Multiple editors can be
43 working on different sections of the WFDSS Decision content with a little
44 coordination and using the edit / check-in process. Additional information that
45 supports the Decision should be added to each of these sections.

46

1 The users who are editing the Decision content should include maps captures or
2 uploaded images that support the Decision or help tell the story of the incident
3 and the Decision. These images can be added to any section of the content as
4 needed. Additionally, the Editors should also include all support information:
5 cost development summary, Relative Risk, social/political concerns, fire
6 behavior models, Values at Risk, long term assessment information.

7
8 Information from past planning documents that supports the Decision, now
9 must be included in the Decision content in WFDSS. It is typically added in the
10 Assessment portion of the Decision content. This information should also be
11 summarized and referenced in the Rationale portion of the Decision.

12
13 Prior to submitting a Decision for the Review and Approval process, the
14 Rationale portion of the Decision must be completed. The Rationale content
15 should describe why the Decision was made to implement the Course(s) of
16 Action. Consider explaining what caused you to make this Decision, what
17 caused you to choose the Course(s) of Action, what are the causes and
18 influences on the incident, what are the social and political concerns/pressures,
19 what does the Relative Risk Assessment tell you, are their smoke concerns, and
20 what fire behavior models informed the Decision.

21
22 Once a Decision has all the sections completed, it can be submitted for the
23 Review and Approval process. If a Decision has not been published, it can be
24 edited or deleted. However, once a Decision has been published, it is part of
25 that incident record and cannot be changed or removed.

26
27 The Incident Objectives, Incident Requirements, Course of Action and Planning
28 Area cannot be viewed by users who do not have incident ownership or
29 privileges until a Decision is published. A new Decision must be made if
30 updated information or findings are to be documented.

31 32 **Periodic Assessment**

33 This is the section where the Approver(s) will complete the Periodic Assessment
34 and view the previous actions and comments. The Periodic Assessment must be
35 completed based on the timeframe specified by the Approver. Depending upon
36 the complexity and activity on the incident, the timeframe can be set to 1-14
37 days while publishing the Decision or during the Periodic Assessment process.

38
39 It is beneficial to document clear, concise information about the incident when
40 completing the Periodic Assessment. The Periodic Assessment information will
41 be part of the project record and a way for someone to gather situational
42 awareness of the incident. It should be useful information, not only during the
43 incident, but also for years to come when reviewing incidents. The comment
44 section is especially pertinent because Approvers can outline the thought process
45 and reasons for either continuing a current decision or requiring a new one.

46

1 **Reports**

2 This section allows users to create custom reports consisting of portions of
3 Decision content, (e.g. the MAP content or Fire Behavior content). A report can
4 be viewed, edited, published, and downloaded. The Report section does not
5 provide a report on a Published Decision. Reports on Published Decisions can
6 be found in the Decisions tab by using the PDF or HTML button, depending on
7 desired format. When creating a report the user can decide on a custom,
8 Delegation of Authority, or a Management Action Point report. These reports
9 give the user the ability to select pertinent information from the incident for the
10 report they are constructing.

11

12 **WFDSS Tools and Functions**

13

14 **WFDSS User Roles and Incident Privileges**

15 User Roles within WFDSS correspond to permissions which allow users to
16 perform certain tasks within the application, such as creating an incident or
17 conducting fire behavior analysis. Typical User Roles are Viewer, Dispatcher,
18 Author, Data Manager, and Fire Behavior Specialist.

19

20 Incident privileges are assigned at the time of (and are specific to) an incident.
21 These privileges allow you to Own, Edit, Review, or Approve decision content.

22

23 **Fire Modeling**

24 Fire modeling has been incorporated into WFDSS, in the form of the Fire
25 Spread Probability model (FSPro), Basic Fire Behavior (Basic), Short Term Fire
26 Behavior (STFB) and Near Term Fire Behavior (NTFB). Comparison of
27 WFDSS Short Term and Basic models to stand alone FlamMap and other fire
28 behavior information can be found on the WFDSS homepage under the Related
29 Resources link, fire behavior section. Information for requesting assistance in
30 running these models for your incident can be found at the WFDSS homepage
31 through the Wildland Fire Management Research and Development And
32 Application group, or by visiting
33 http://www.wfmrda.nwcg.gov/decision_support.php

34

35 **Relative Risk Assessment (left menu)**

36 The Relative Risk Assessment is required before publishing a Decision for an
37 incident. Its purpose is to assist in planning for, assessing, and managing the
38 incident. It provides the Agency Administrator with a quick but comprehensive
39 assessment of the risk of the fire. An incident Owner or Editor can perform the
40 assessment.

41

42 This is a qualitative process that can be completed in less time than a
43 quantitative long-term risk assessment. The Relative Risk Assessment chart
44 uses three risk components:

- 45 • values
- 46 • hazard

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- 1 • probability

2

3 Each of these components is assessed independently. The three outputs are then
4 evaluated in a final step that provides the Relative Risk rating for the fire. As
5 the graphs are completed, there is a text box to document the thoughts/reasons
6 for the inputs. The information from the text box automatically populates in the
7 WFDSS Decision content but the graphs themselves do not. Relative Risk can
8 be visited pre-season to define some local inputs. From the Relative Risk rating,
9 guidance is provided within the system to assist the Owner/Author in
10 determining the level of analysis needed, considerations for the incident and
11 documentation of the Decision.

12

13 **Organizational Assessment (left menu)**

14 The Organizational Assessment (OA) guides Agency Administrators in their
15 management organization selection, both in escalating and moderating situations
16 (.i.e. this process can be used to expand or contract organizations). The OA is
17 based on Relative Risk, implementation difficulty, and decision concerns. The
18 final part of the OA combines these variables to determine the level of incident
19 management needed.

20

21 **Incident KMZ (left menu)**

22 Incident KMZ files can be downloaded that include all the incident spatial data
23 and completed analysis from the Published Decision(s). The spatial data is
24 composed of the incident shapes found under the Incident and Analysis layers
25 folder on the Situation Tab. If a decision is pending, only spatial information
26 available to all users will be provided in the KMZ.

27

28 **WFDSS Suggested Refresher Items**

29 It is suggested that the following items are covered in an annual WFDSS
30 refresher. Utilize the WFDSS 101 training for details in any of the topical areas
31 below. Suggested minimum duration for review: 2 hrs

32

33 *Strategic Objectives and Requirements* – briefly review what is currently pre-
34 loaded in WFDSS, discuss if there is conflicting information within the same
35 FMU, and evaluate what fire management options can be utilized within each
36 FMU. Determine if edits are needed to update the information currently in
37 WFDSS.

38 *Boundary Fires* – discuss, with interagency partners, how fires will be managed
39 along boundaries. Utilize a fire scenario for this discussion if possible and work
40 through the WFDSS process.

41 *Fire Scenario* – discuss / input the fire scenario in WFDSS Training

- 42 • Utilize a fire scenario that is somewhat complex and includes interagency
43 partners.
- 44 • Planning Area – draw a planning area with dialogue around how to draw it
45 and what to include within it.

- 1 ● Values Inventory – review the values inventory as provided in WFDSS
- 2 from the planning area.
- 3 ● Situation Tab – review information available in the situation tab.
- 4 ● Relative Risk & Organizational Needs – complete this process making
- 5 notes of what various elements were rated the way they were.
- 6 ● Incident Objectives / Incident Requirements – write them for the scenario.
- 7 Review to ensure they provide leader’s intent and the “why” type
- 8 information.
- 9 ● Course of Action – develop a course of action that further explains leader’s
- 10 intent, the priorities for the incident, and as needed, what not to do.
- 11 ● Scenarios – as the above information is developed, discuss the potential
- 12 scenarios and document those actions not taken in the assessment,
- 13 validation, or rationale.
- 14 ● Rationale – draft the rationale to include “My decision is…” information
- 15 that answers the ten risk questions, and what was considered in the process
- 16 of the decision. This is the executive summary of the document.
- 17 ● If interagency partners are not involved in the scenario, discuss who, when
- 18 and how they would have been involved during an incident.
- 19 *Fire Behavior Models –*
- 20 ● Discuss the various models (FSPro, NTFB, STFB) and when any of them
- 21 might be utilized.
- 22 ● Review the values at risk information provided by the models and how it
- 23 varies from the values inventory.
- 24 ● Discuss how the models might be utilized to answer what types of
- 25 questions.
- 26 ● Review products previously utilized by the forest to evaluate risk on a fire
- 27 or assist with decision making.
- 28

Dispatch Center Local Mobilization Guide/Dispatch Operating Plan

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The dispatch local mobilization guide/operating plan will contain or provide reference to the following elements and procedures. These elements or procedures may exist in other plans or references in the local dispatch office.

- **Organization**
 - Chain-of-command/table of organization for the center, local agencies and cooperators
 - Notification process/procedures; Roles/responsibilities etc.
- **Dispatch Operations**
 - General information
 - Dispatcher roles and responsibilities
 - Procedures for each functional area (Coordinator On Duty, Overhead, Crews, Equipment, Aircraft, predictive services, etc.)
 - Dispatcher training and qualification requirements
 - Dispatch Center Staffing Plan
 - Call-out procedures for additional personnel in emergency situations
 - Designation of duty officer for dispatch center.
 - Shift limitations and day off/EFF hiring
 - Procedures for dispatch of resources off unit
- **Daily Duties**
 - Check-in/out of administrative/fire personnel
 - Procedures for gathering and disseminating intelligence and Weather/briefings
 - Verification of initial attack response levels
 - Verification of status of suppression resources
 - Preparedness level establishment and verification
 - Procedures for providing information to the field about Suppression/Support Resource availability, radio frequencies to be used; burning conditions/fuel types; weather forecast updates; local fire activity; agency policies, fire activity, incident updates, weather updates, resource status
 - Procedures for recording radio traffic, key events, and other information in a format accessible to all personnel (i.e. COD Notes, Shift Briefs)
- **Initial Attack/Response Plan Elements**
 - Preplanned dispatch plans, Run-cards, and dispatch procedures
 - Management notification of a reported fire
 - Procedures for identifying preparedness levels
 - Process for assessing the appropriate response
 - Identification and notification of resources to respond
 - Cooperator support and planned response
 - Communications procedures
 - Procedures to follow when activity exceeds the initial attack/response plan

- 1 ○ Aviation procedures
- 2 ● **Emergency Operations (Fire/Non-fire)**
- 3 ○ Notification of a reported incident
- 4 ○ Jurisdiction verification
- 5 ○ Response plan activation
- 6 ○ Agency and area notification
- 7 ○ Move-up and cover procedures
- 8 ○ Call-back procedures
- 9 ○ Evacuation of incident area
- 10 ○ Closing public/private roads
- 11 ○ Ordering additional personnel, equipment, and aircraft
- 12 ○ Fire Weather Watch and Red Flag Warning notification
- 13 ○ Temporary Flight Restrictions (TFRs)
- 14 ○ Agency duty officers (roles and responsibilities)
- 15 ○ Aviation Mishap Response Guide
- 16 ○ Utility company notification (power and gas)
- 17 ○ Law enforcement dispatching procedures/requirements
- 18 ○ HazMat/spill response notification procedures
- 19 ○ Local government requesting all-risk assistance
- 20 ○ Search and Rescue
- 21 ● **Local Agreements**
- 22 ○ Copies of all interagency or inter-unit agreements and associated
- 23 annual operating plans that govern the use of fire management
- 24 resources
- 25 ○ Maps delineating areas of responsibility for fire suppression coverage
- 26 ● **Communications**
- 27 ○ Procedures for assigning/managing local radio frequencies
- 28 ○ Procedures for obtaining additional frequencies
- 29 ○ maps of repeater sites
- 30 ○ instructions for using local dispatch radio consoles, phones, computers,
- 31 fax machines, paging systems, etc.
- 32 ■ ***BLM-** The BLM National Radio Operations Branch internal*
- 33 *website hosts radio and frequency policy documents and related*
- 34 *information. The internal website is*
- 35 *<https://sites.google.com/a/blm.gov/nrob/>*
- 36 ● **Weather**
- 37 ○ Procedures for Processing of weather observations via Weather
- 38 Information Management System (WIMS)
- 39 ○ Daily posting and briefing procedures
- 40 ○ Broadcasts of fire weather forecasts to local fire suppression personnel
- 41 ○ Procedures for processing spot weather forecast requests and
- 42 disseminating spot forecasts to the field
- 43 ○ Procedures for immediate notification to fire suppression personnel of
- 44 Fire Weather Watches and Red Flag Warnings
- 45
- 46

- 1
- 2
- 3 • **Fire Danger**
- 4 ○ Locally significant fire danger indices and recording of those values
- 5 daily
- 6 ○ Procedures for update and posting of monthly the seasonal trends of
- 7 those values versus seasonal averages
- 8 • **Briefings**
- 9 ○ Time frames and frequencies/locations for daily briefings
- 10 ○ Method for documenting briefings (time given, content of briefing, and
- 11 person(s) conducting and receiving briefing)
- 12 • **Preparedness Levels**
- 13 ○ General information relating to the local preparedness plan:
- 14 ■ Procedures for identifying preparedness level
- 15 ■ Notification to management
- 16 ■ Dispatching roles and responsibilities at each preparedness level
- 17 ○ Trigger Points
- 18 ■ Specific triggers that cause the preparedness level to move up or
- 19 down, such as number/size of fires, amount and type of resources
- 20 available/committed, regional/national fire situation, condition of
- 21 local fuels, observed fire behavior, human-caused risk or predicted
- 22 lightning activity level, etc.
- 23 ■ Specific actions tied to each preparedness level, such as extended
- 24 staffing, repositioning of suppression resources (crews, engines,
- 25 airtankers, smokejumpers, etc.), the activation of local Multi-
- 26 Agency Coordination (MAC) groups, making contact with other
- 27 agencies, and hiring of call when needed (CWN) aircraft,
- 28 emergency equipment rental agreements (EERA), or
- 29 administratively determined (AD) pay plan crews
- 30 • **Aviation**
- 31 ○ Ordering/scheduling requirements and procedures
- 32 ○ special use airspace
- 33 ○ Special use mission requirements
- 34 ○ Incident/accident reporting and documentation procedures
- 35 ○ Flight management/tracking procedures
- 36 • **Expanded Dispatch Plan**
- 37 ○ Indicators for considering establishment of expanded dispatch
- 38 ○ Recommended organization and points of contact
- 39 ○ Overhead positions to order
- 40 ○ Location/facilities, equipment/supplies, support needs
- 41 ○ Procurement or buying unit team considerations
- 42 • **Service and Supply Plan**
- 43 ○ Current copies of competitive and non-competitive Incident Blanket
- 44 Purchase Agreements (I-BPAs)
- 45 ○ Source lists for incident-only contracts.
- protocols for the use of Dispatch Priority Lists (DPLs)

- 1 ○ protocols for incident business coordination with agency administrative
- 2 personnel
- 3 ○ contact lists and hiring procedures for AD or non-fire personnel,
- 4 ground, and logistics support
- 5 ○ a list of locations for use as Staging Areas, Mobilization Centers, and
- 6 Incident Command Posts (where applicable)
- 7 ○ procedures for Local and Geographic Area Cache ordering
- 8 ○ commercial travel procedures (including instructions on the use of the
- 9 agency corporate travel cards)
- 10 ○ Incident Management Team and Buying Team mobilization
- 11 ○ The following reference materials:
 - 12 ■ *National Food Service Contract, NFES 1276*
 - 13 ■ *National Shower Facilities Contract, NFES 2729*
 - 14 ■ *National Incident Radio Support Cache (NIRSC) User's Guide,*
 - 15 *NFES 0968*
 - 16 ■ *Interagency Incident Business Management Handbook* including
 - 17 *Geographic Area Supplements*
 - 18 ■ *National Fire Equipment Systems Catalog, NFES 0362*
 - 19 ■ DPL contracts for vendors located in the local area
 - 20 ■ A Continuation of Operations Plan (COOP)

Administrative Items

- 21
- 22 ● Funding; travel; time sheets; fire reports, etc.
- 23 ● Procedures for completing and archiving fire records
- 24 ● Procedures for mobilization of critical incident stress debriefing teams

Medical Plan

- 25
- 26 ● Criteria/definitions; agency notification and documentation requirements
- 27 ● Procedures for Emergency Medical Response and notification
- 28 ● Activation/evacuation information
- 29 ● Medical facility locations and phone numbers
- 30 ● Air and ground transport (Medevac) capability
- 31 ● Burn center information

Media Plan

- 32
- 33 ● General procedures
- 34 ● notification requirements to agency external affairs personnel
- 35 ● routing for media calls
- 36

Required Reference Materials

37
38 All coordination/dispatch centers will have the following reference materials
39 available:

- 40 ● *National Interagency Mobilization Guide*
- 41 ● *Geographic Area Mobilization Guide*
- 42 ● *Interagency Standards for the ROSS Operations Guide*
- 43 ● *Interagency Standards for Fire and Fire Aviation Operations*
- 44 ● *WIMS User Guide*
- 45 ● *National Predictive Services Handbook*

- 1 ● *Interagency Situation Report User's Guide*
- 2 ● *ICS – 209 Program User's Guide*
- 3 ● *North American Emergency Response Guidebook (DOT)*
- 4 ● *Interagency Helicopter Operations Guide*
- 5 ● *Aircraft Identification Guide*
- 6 ● *Interagency Air Tanker Bases Directory*
- 7 ● *Interagency SEAT Operations Guide*
- 8 ● *Interagency Aerial Supervision Guide*
- 9 ● *Interagency Smokejumper Operations Guide*
- 10 ● *National Retardant Contract*
- 11 ● *Interagency Call When Needed Helicopter Contract*
- 12 ● *Interagency Airspace Guide*
- 13 ● *Interagency Air Tanker Base Operations Guide*
- 14 ● Military/National Guard Operating Plan (if applicable)
- 15 ● Aviation Safety Plans
- 16 ● AP1B
- 17 ● Frequency Guides
- 18 ● National Regional/State/Local Aviation Plans
- 19 ● local airport, SEAT base, air tanker base, helibase and smoke jumper base
- 20 locations
- 21 ● current and complete *Interagency Aviation Mishap Response Guide*
- 22 ● Fire Danger Operating Plan or other preparedness operating plan*
- 23 ● Current Fire Danger Pocket Cards*
- 24 ● Fire Management Plan*
- 25 ● Mutual aid/initial attack agreements*
- 26 * Local Dispatch Centers only.
- 27

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- 1 **2015 Interagency Standards for Fire and Fire Aviation Operations**
2 **Executive Summary of Changes**
3
4 **General:**
5 • All items addressed in the April 15, 2014 Errata have been updated.
6 • All website addresses will be updated at time of publication.
7 • A single electronic file of the entire document will be available on the website, as well as individual electronic files of each
8 chapter and appendix. A file compatible with electronic reading devices will be also be available on the website.
9 • Grammatical edits were made throughout the document. Portions of the document have been reorganized to improve flow and
10 clarity without modification to the text.
11 • The *Executive Summary of Major Changes* (this document) has been included in the document.
12
13 **Chapter 1- Federal Wildland Fire Management Policy Overview:**
14 • Several definitions were updated to reflect changes to NWCG glossary terms, removed from Chapter 9, and inserted into this
15 chapter to improve flow and clarity.
16
17 **Chapter 2- BLM:**
18 • Updated the “Management Performance Requirements for Fire Operations” matrix to reflect recent updates to the PMS 485
19 (Agency Administrator Ignition Authorization).
20 • Clarified existing text regarding emergency notifications.
21 • Inserted guidance from Instruction Memorandum No. FA IM 2014-022 *Engine Use Reporting Requirements for Bureau of*
22 *Land Management (BLM) Engines*.
23 • Clarified existing text regarding the requirement for All WCF 600 class vehicles to be ordered through the Fire Equipment
24 Ordering System (FEOS).
25 • Clarified existing text regarding use of the Fire Equipment Maintenance and Procedure Record (FEMPR).
26 • Removed outdated text regarding BLM target physical fitness standards, and clarified existing language regarding the BLM
27 National Fire Operations Fitness Challenge (text was added describing the various levels of achievement).
28 • Clarified existing text regarding BLM Type 1 Interagency Hotshot Crew (IHC) leadership qualifications and Faller standards.
29 • Clarified existing text regarding annual mobilization, decertification/recertification, and status reporting of BLM IHCs.
30 • Inserted a table displaying BLM Exclusive-Use helicopter locations.
31 • Updated existing text to reflect guidance contained in Instruction Memorandum No. WO IM-2014-114 *Sage-Grouse Habitat*
32 *and Wildland Fire Management*.
33 • Clarified existing text regarding BLM use of WFDSS.
34
35 **Chapter 3- NPS:**
36 • Updated the “Agency Administrator Management Performance Requirements for Fire Operations” matrix and the “Fire
37 Management Staff Performance Requirements for Fire Operations” matrix to reflect recent updates to the Prescribed Fire
38 Go/No-Go Checklist (PMS486), and Agency Administrator Ignition Authorization (PMS 485).
39 • Clarified existing text regarding requirements for WFDSS published decisions.
40 • Updated existing “NPS Firefighters General Training Requirements” matrix by adding policy requirement references.
41 • Removed existing text regarding hazardous materials training requirements; text is present as interagency guidance in Chapter
42 7.
43 • Clarified existing text regarding NPS Duty Officer requirements.
44 • Clarified existing text regarding Engine Module Standards.
45 • Clarified existing text regarding NPS WFDSS requirements.
46
47 **Chapter 4- FWS:**
48 • Clarified existing text regarding review of fire management activities by the Chief, and review deadline requirements for any
49 prescribed fire that is converted to a wildfire, and/or contributes to an air quality violation, and/or significant damage to values
50 outside of FWS boundaries.
51 • Clarified existing text in the “Fire Management Staff Performance Requirements for Fire Operations” matrix regarding unit
52 safety programs and emergency medical response plans.
53 • Inserted text to clarify fire reporting requirements for Support Actions.
54 • Clarified existing text regarding FWS firefighter general training requirements.
55
56 **Chapter 5- FS:**
57 • Clarified existing text regarding WFDSS training requirements for line officers, and added reference to Appendix N for
58 suggested WFDSS training components.
59 • Inserted 10 Risk Assessment and Risk Decision questions to assist line officers and fire managers with making informed
60 decisions.
61 • Clarified existing text regarding training requirements and delegations of authority for prescribed fire plan approvers.
62 • Clarified existing text regarding review and approval of prescribed fire plans that have not been implemented within one year
63 of initial approval.
64
65 **Chapter 7- Safety and Risk Management:**
66 • Updated text to reflect CDL requirements for drivers as per newly issued Federal DOT regulations, and the DOI variance to
67 allow employees between the ages of 18 and 21 to operate agency commercial fire vehicles.
68 • Updated existing DOI-specific text to reflect the implementation of the USFS boot stipend program.
69 • Clarified existing text regarding incident medical emergency management planning to align with the 2014 IRPG and recent
70 NWCG guidance.
71 • Clarified existing text regarding air ambulance coordination.
72 • Inserted text regarding hazardous materials response; text was not included in the 2014 edition, but was included in previous
73 editions.
74 • Clarified existing text regarding safety for personnel visiting fires.

- 1 • Inserted text regarding recently issued OSHA reporting requirements.
 2
 3 **Chapter 8- Interagency Coordination and Cooperation**
 4 • Inserted reference to the website containing NMAC operating plans, guidance, and other reference materials.
 5 • Inserted reference to the website containing the *Department of the Interior All Hazards-Supplement to the Interagency Incident Business Management Handbook*.
 6
 7 • Clarified existing text regarding accident notification procedures as a suggested element of Annual Operating Plans.
 8 • Clarified existing text describing the Post-Katrina Emergency Management Reform Act.
 9
 10
 11
 12 **Chapter 9- Fire Management Planning**
 13 • Removed some text from this chapter and placed the text into Chapters 1 and 10 to improve flow and clarity.
 14 • Remaining text was updated by the Interagency Fire Planning Committee to reflect recent changes regarding issuance of the DOI Fire Management Plan Framework and pending USFS planning methodology changes.
 15
 16
 17 **Chapter 10- Preparedness**
 18 • Deleted text regarding Seasonal Risk Analyses (no longer produced) and inserted text describing current predictive services outlooks and advisories.
 19
 20
 21 **Chapter 11- Incident Management**
 22 • Clarified existing text regarding use of the Risk and Complexity Assessment form.
 23 • Updated existing text to address inclusion of Type 3 Command and General Staff positions in the PMS 310-1.
 24 • Updated existing text regarding Area Command.
 25 • Clarified existing text regarding input of fires into the WFDSS system; new incidents are automatically input by IRWIN.
 26 • Added the NWCG Glossary definition of "Agency Administrator".
 27 • Updated existing text regarding accident notification and investigation procedures, and assigning a local fire management liaison in the "Managing the Incident- Agency Administrator Responsibilities" section.
 28 • Clarified the requirement for an incident medical plan in all written Incident Action Plans.
 29 • Inserted reference to the website containing the *Department of the Interior All Hazards-Supplement to the Interagency Incident Business Management Handbook*.
 30 • Deleted existing text to address recent changes to FLAME Act reporting processes.
 31 • Inserted text provided by the National Interagency Support Cache Managers regarding incident replacement of items not carried in inventory by the host NISC.
 32
 33
 34
 35
 36 **Chapter 12- Suppression Chemicals and Delivery Systems**
 37 • Clarified existing text regarding use of retardant and fire chemicals near waterways.
 38
 39 **Chapter 13- Firefighter Training and Qualifications**
 40 • Inserted text referencing the *Federal Wildland Fire Qualifications Supplement* as a source for information on positions not included in the PMS 310-1.
 41 • Inserted text regarding FWS supervisory authorization for fitness conditioning.
 42 • Clarified existing text regarding DOI requests for additional medical exams.
 43 • Inserted text regarding requirement for employees to disclose limiting factors/restrictions resulting from active OWCP cases as part of the medical examination process.
 44 • Updated existing text to reflect establishment of faller positions in the NWCG PMS 310-1, and agency-specific faller certification requirements.
 45
 46
 47
 48
 49 **Chapter 14- Firefighting Equipment**
 50 • No substantial changes.
 51
 52 **Chapter 15- Communications**
 53 • Clarified existing text regarding use of the National Flight Following frequency.
 54
 55 **Chapter 16- Aviation Operations/Resources**
 56 • Clarified existing text regarding USFS aviation program management position titles and program responsibilities.
 57 • Updated existing text to reflect recent changes to aviation training requirements.
 58 • Inserted text regarding existing emergency medical short-haul programs in NPS and USFS.
 59 • Clarified existing text regarding ATGS program management roles and responsibilities.
 60 • Removed text regarding ATGS PPE requirements; requirements are stated in the IASG.
 61 • Clarified existing text regarding airtanker types.
 62 • Inserted NMAC direction regarding use of cooperator aircraft
 63 • Inserted NMAC direction regarding Unmanned Aircraft Systems (UAS).
 64
 65 **Chapter 17- Fuels Management**
 66 • Updated existing text regarding Planned HF Treatments Burned in a Wildfire to reflect recent BLM and FS policy issuances.
 67 • Inserted text regarding DOI Reporting of Wildfire Acres That Meet Resource Management Objectives.
 68 • Inserted USFS text regarding establishing agreements in advance when planning to utilize resources from cooperating agencies to implement or respond as contingency resources for prescribed fire.
 69 • Inserted USFS text regarding prescribed fire qualification requirements for contractors.
 70
 71
 72 **Chapter 18- Reviews and Investigations**
 73 • Updated existing text to reflect terminology change ("Escaped Prescribed Fire Review" to "Declared Wildfire Review")
 74 • Clarified existing text regarding USFS Coordinated Response Protocol to reflect current guidance.

2015 INDEX

- 1 • Inserted text regarding the *Memorandum of Agreement (MOA) between Department of Agriculture Forest Service and*
2 *Department of Interior* that augments and provides clarification to the 1995 MOU for investigation type and team lead/deputy
3 team lead/interagency representative designation, and provides an interagency template for joint delegation of authority.
4 • Clarified existing text regarding accident investigation report standard contents.
5
6 **Chapter 19- Dispatch and Coordination System (Will change to Chapter 9)**
7 • Removed text requiring GACCs to provide NICC specific names of national ready reserve resources to match guidance found
8 in the National Mobilization Guide.
9
10 **Appendices**
11 • Updated existing text in Appendix K (Interim NWCG Minimum Standards of Incident Emergency Medical Services)
12 regarding AED requirements for initial attack incidents.
13 • Clarified existing text in Appendix N (WFDSS Information) to reflect recent system updates, and inserted suggested WFDSS
14 refresher items.

Risk Management

Identify Hazards (Situation Awareness)

- Gather Information
 - Objective(s)
 - Communication
 - Who's in Charge
 - Previous Fire Behavior
 - Weather Forecast
 - Local Factors
- Scout the Fire

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 has changes significantly, restart Risk Management Process at the appropriate step.

Standard Firefighting Orders

- Keep informed on fire weather conditions and forecasts.
- Know what your fire is doing at all times.
- Base all actions on current and expected behavior of the fire.
- Identify escape routes and safety zones and make them known.
- Post lookouts when there is possible danger.
- Be alert. Keep calm. Think clearly. Act decisively.
- Maintain prompt communications with your forces, your supervisor and adjoining forces.
- Give clear instructions and insure they are understood.
- Maintain control of your forces at all times.
- Fight fire aggressively, having provided for safety first.

Watch out Situations

- Fire not scouted and sized up.
- In country not seen in daylight.
- Safety zones and escape routes not identified.
- Unfamiliar with weather and local factors influencing fire behavior.
- Uninformed on strategy, tactics, and hazards.
- Instructions and assignments not clear.
- No communication link with crew members/supervisor.
- Constructing fireline without safe anchor point.
- Building fireline downhill with fire below.
- Attempting frontal assault on fire.
- Unburned fuel between you and fire.
- Cannot see main fire, not in contact with anyone who can.
- On a hillside where rolling material can ignite fuel below.
- Weather is getting hotter and drier.
- Wind increases and/or changes direction.
- Getting frequent spot fires across line.
- Terrain and fuels make escape to safety zones difficult.
- Taking nap near fireline.